PLANNING AND DEVELOPMENT
CHAPTER –V

PLANNING AND DEVELOPMENT

The Panchayati Raj Institutions have been established in India, as they are regarded as an instrument of democratic decentralisation to facilitate efficient and effective implementation of rural development programmes and schemes. These institutions have also been regarded as instrumentalities of democratic decentralisation through people’s participation. In such a meaningful perspective, the whole task of rural development and modernisation vests with Panchayati Raj Institutions. A realistic understanding of the dynamics of Panchayati Raj Institutions in socio-economic and political spheres is possible only if we go into the varied aspects of the working of these grassroot level institutions. The Zilla Panchayat being the apex unit in the whole structure of the panchayat system occupies a significant and crucial place at the district level. The Zilla Panchayat is expected to play a dynamic role in ushering in rapid socio-economic progress. In this sense, the Zilla Panchayat is perceived as an agent for bringing about rural development and social transformation in the villages.¹ With wide ranging development functions assigned to Zilla
Panchayat by the new act, they have the potential of making them the motive force of the development administration machinery.

PLANNING:

The concept of local level planning which itself is a recent addition, has several new expressions in development planning such as, 'micro-level planning', 'planning from below', or 'bottom-up planning', 'area level planning' and 'multilevel planning'. Along with this, decentralisation of resources and devolution of powers and functions, popular participation and strengthening the link between governmental and non-governmental organisations, have received increasing attention. Today the emphasis is on planning from below.² In this sense, the role of Panchayati Raj Institutions with regard to planning assumes crucial significance. Till recently, planning as an instrument of economic development was a highly centralised affair. The planning commission located in Delhi prepared the plans focusing on macro framework building and the growth of the G.D.P. Due to this fact, planning was dubbed as officially oriented with little or almost no participation by the people for whom it was targeted in the first place. There seems to be a hiatus in the hopes and aspirations of the people and the policies, programmes and priorities pursued by the Planning Commission. It
is a good augury that the government has now realised the gravity of the situation and is now geared to district, block/taluka and village level planning. Local level planning is so close to the people, so directly concerned with the needs, aspirations and problems of the people and so much dependent on what the people think and do, that it is highly subject to human factors. The problems in local level planning are seen in real human terms, for instance, provision of food, drinking water, electricity, roads, education, irrigation, agriculture and employment and so on. Hence in our view, planning has to begin from the bottom and rise upwards creating a new ethos of confidence and hope for millions of people steeped in poverty, hunger and disease.

The constitutionalisation of Panchayati Raj through 73rd Constitutional Amendment opened a new chapter in the field of decentralised planning and development by empowering the Panchayati Raj Institutions to function as institutions of self-government. Article 234-G of the Constitution provides that, subject to the provisions of the Constitution, the Legislature of a State may, by law, endow the Panchayat with such powers and authority as may be necessary to enable them to function as institutions of self-government and such laws may, contain provisions for the devolution of the powers and
responsibilities upon the Panchayat 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 the eleventh schedule.

Further Art.243-ZD says that there shall be constituted in every state at the district level a District Planning Committee to consolidate the plans prepared by the Panchayats and the municipalities in the district and to prepare a draft development plan for the district as a whole.

Though, most of the states have enacted legislation in accordance with the 73rd Constitutional Amendment, not much effort have been made by the states to empower the Panchayati Raj Institutions with the authority necessary to prepare plans for economic development and social justice and implementing them. As regards the constitution of District Planning Committee, except Kerala, no other state has constituted the Committee. Even in Karnataka, which had once become a model for Decentralised Planning under the 1985 Act, District Planning Committees are yet to be constituted.
The Goa Panchayati Raj Act, 1994, under section 239 provides that the Government shall constitute in every district, a District Planning Committee to consolidate the plans prepared by the Zilla Panchayats, Panchayats and Municipal Councils in the district as a whole.

The District Planning Committee shall consist of:

a. the members of the House of the People who represent the whole or part of the district;

b. the members of the Council of States, who are registered as electors in the district;

c. the Adhyaksha of the Zilla Panchayat;

d. the President of the Municipal Council having jurisdiction over the headquarters of the district;

e. such number of persons, not less than four-fifth of the total number of members of the Committee as may be specified by the Government, elected in the prescribed manner from amongst the members of the Zilla Panchayat and Councilors of the Municipal Councils in the district, in proportion to the ratio between the population of the rural areas and of the urban areas in the district.

All the M.L.As. whose constituencies lie within the district shall be permanent invitees of the committee. The Chief Executive Officer shall
be the Secretary of the Committee. The Adhyaksha of Zilla Panchayat shall be the Ex-officio Chairman of the District Planning Committee.

The District planning committee shall, consolidate the plans prepared by the Zilla Panchayats, Panchayats, and Municipal Councils in the district and prepare a draft development plan, for the district as a whole. In preparing the draft development plan the District Planning Committee shall have regard to:

i. the matters of common interest between the Zilla Panchayats, Panchayat and Municipal Councils in the district including special planning, sharing of water and other physical and natural resources, the integrated development of infrastructures and environmental conservation;

ii. The extent and type of available resources whether financial or otherwise.

While doing so, the District Planning Committee shall consult such institutions and organisations as the Government may, by order, specify. The Chairperson of the Committee shall forward the development plan, as recommended by such Committee to the Government.

Since the Zilla Panchayats in Goa have been recently constituted, there are hopes that the Government will soon make sincere efforts to constitute the District Planning Committee in order to enable decentralised planning work successfully.
Goa has a unique identity. It is a very small state, both in its area and population, as compared to a district in the neighboring States. The Goa State can be called as an Urban State. The rural character in Goa is altogether different from the rest of the country, especially with regard to the basic infrastructure viz. roads, electricity, water supply, housing, educational facilities, trading, economic activities, sporting activities, etc. However few interior places in the new conquest are exceptions to some of these. Most of the villages have achieved the status of census town. These facts emphasize that planning at local level, apart from physical planning, shall specifically involve economic planning which shall include creating employment opportunities, cottage and small scale industries, poverty alleviation programmes, welfare schemes, educational facilities, rational distribution of resources, etc.

Kerala's model of Decentralised Planning is worth trying in a small state like Goa. The Panchayati Raj Movement in Kerala has taken positively a new dimension due to substantial co-operation and active participation of the rural masses in the formulation and implementation of rural development programmes. Unfortunately this is lacking in the rural masses of Goa. Planning at Village Panchayats is very marginal. Planning in Goa continues to be top heavy, and instead of an aggregate of local demands, the state plan
at the local level works as the residual. In fact planning in the state is totally centralised. At present, all the Physical Planning with regard to development matter in the Panchayat area is being carried out by the State Town Planning Department through its Branch office in each Taluka. The individual Village Panchayat in its meeting deliberates and decides about the plan proposals for its area within the purview of powers, functions and jurisdiction provided by the Act. The Village Panchayat also identifies the beneficiaries. All the applications received by the Village Panchayat are referred to Town Planning for its approval. Since the Panchayat does not have technical person and has to depend fully on the Town Planning for planing/approval and the Public Works Department for the structural stability, road setbacks etc. This process is continuing from the inception of Panchayat activities in Goa. Similarly the applications with regard to Rural Development schemes, welfare schemes, State and Central Government schemes are sent to the respective departments for approval.

The village panchayat has emphasized clusterisation of villages, giving rise to rural growth centers, which constitute potential areas as nerve centers. Section 67(3) of Goa Panchayati Raj Act, 1994, emphasizes about Zoning plan. Zoning indicates, regulation of the entire Panchayat area under different classification of land-use and further to introduce the Regulation to
implement the land-uses proposed on Zoning Plans. Zoning plan shall be a policy document within the framework of which the respective panchayat area is planned, for instance, housing area, linking roads, market area, area for industrial or agricultural activity, proper sanitation, etc. In such planning, priority shall be given to the health and hygiene of the locality. Zoning plan requires detailed and expert knowledge of local needs, resources and potentialities available. It also requires active involvement of local people and experts from the Government departments, voluntary agencies and educational institutions. As the plan is prepared by their own panchayat, the villagers shall co-operate and take deep interest in making it successful. Only village panchayats would be able to evoke such a great enthusiasm and confidence among the people and village is the best possible agency to monitor the plan more effectively.

Goa being a coastal state, there are Coastal Zone Regulations, there are building bye-laws and Goa Town and Country Planning Regulations which need to be kept in mind by the village panchayat, while granting permissions for construction activities in rural areas. For instance, along the coastal region, there is No Development Zone (NDZ) in the stretch of 200 mts. from high tide line. Similarly, from the bank of the river upto 100 mts., no development is permitted. Inspite, such permissions are given in violation
of the rules. This indicates that, the elected representatives are either unaware of such regulations or they are interested in pecuniary gains by granting such permissions. Hence accountability of elected representatives needs to be emphasized.

The above analysis indicate that while considerable progress has been made in establishing popular institutions for local planning, systematic planning process is yet to make its headway. The 73rd Constitutional Amendment has not changed the status of panchayats in Goa except that very recently it has changed from single tier to two-tier structure. The panchayats have remained as merely implementing agency. Planning from below presupposes multi level planning where, the lowest unit is allowed to plan and implement everything effectively at that level and only the residual is left to the higher levels. This envisages participatory decision-making. In the words of Asoka Mehta Committee, the village panchayat should continue to play its role in continuously articulating their interests. 8

DEVELOPMENT FUNCTIONS OF THE VILLAGE PANCHAYAT.

Before examining the role of the selected village panchayat in the developmental sphere, it is worthwhile to specify the essentials and
objectives of development administration. The goals and the orientation of development administration and the very essence of development have to be delineated for proper appreciation of the developmental role of the selected village panchayats.

The term development has different meanings. It has a wide application in various disciplines like economics, sociology, anthropology, psychology, science and technology, etc. Development is very elusive concept and there is no agreement as to how the concept of development ought to be defined. A few scholars assign the meaning of economic development to the term development, whereas a few scholars take a total view taking into account societal development considering social and economic development. Development implies a change in individual and group values and norms and is essentially a dynamic process taking total societal transformation to effect all-round, balanced, upward change. Western thinkers, ascribe the value of Westernization for the term ‘development’. These various applications of the term development by numerous scholars, has made the meaning of the term development very ambiguous. However, a significant feature of development administration can be perceived from the orientations and approaches of the various scholars, scientists and government planners and administrators. In this
connection goals of development administration may be stated in a clear-cut manner. It means, a type of political development, which aims at egalitarianism, fuller representation to the masses in the governmental apparatus and providing freedom of various kinds. Equality is considered as a pre-requisite for development. Wider representation to various sections necessarily leads to democratization. Various kinds of rights and freedoms enhance the dignity of the individual and create the atmosphere of self-development. In essence, political development necessarily aims at democratization of the whole political system by allowing wider representation to various groups in the society.

It means, a type of social development which, aims at the development of society and social institutions in a rational order. It involves ushering in social change on a comprehensive dimension. It means, traditional institutions, ideas and practices must be substituted by scientific and rational ethos. In order to achieve this, the primary emphasis in social development must be on eradicating illiteracy and fostering all-round educational development. Therefore, social development necessarily involves educational development on a grand scale. Social development also aims at achieving social justice in a just social order. In this sense, democratization of the social order is of prime importance. The
democratization of social order implies the upliftment of hitherto deprived and exploited sections, groups and castes of the society. The upliftment of the weaker sections like the scheduled castes, scheduled tribes and backward classes is another component of social development.

It also means, a type of economic development which, aims at the improvement and raising of the standards of living of the people. This is of utmost necessity in view of the object of poverty, hunger, disease, squalor and ignorance.\(^\text{12}\) In order to ameliorate the masses from the grip of poverty, economic development must address itself to the production and distribution of goods and services in an equitable manner. The production in various spheres like agriculture and industries must be enhanced in order to reach the people. All this requires the adoption of new means and methods to bring about changes in the mode of production in agriculture, industry and other allied activities. The enhancement in production should lead to equitable destruction of goods and services, so that benefits of development must be made available to all sections of the society. The really deserving poorer sections have to be located and suitable allocation for them designed so that, they can be helped to achieve their minimum needs.\(^\text{13}\) Today, the problem of employment and under employment are severe constraints on economic development, social cohesion and political stability. Once these
problems are solved, the removal of poverty and other allied problems becomes easier and manageable.

The above components of development in the political, social and economic spheres must aim at enhancing the dignity of human beings. The pursuit of good and dignified living is not simply a problem of betterment of economic conditions of society. It also includes, social and economic changes and whose focus is development of government capacity to direct the course and rate of economic change.\textsuperscript{14} Hence, the nature and substance of development described above, presumes the securing of minimum necessities and a decent standard of living.\textsuperscript{15} The people must be provided with at least minimum civic amenities for that they can live in a dignified and respectful manner. Minimum requirements like food, clothing, housing, health and hygiene, education and employment must receive the priority, which they deserve. The immediate concern of development administration in developing countries like India must aim at providing minimum necessities to the masses. This is because now a large percentage of the population is below the poverty line and as such they are deprived of basic necessities like food, housing, health and hygiene, education and other social securities and amenities. The development policy must aim at achieving equitable production and distribution. Any divorce between production and
the distribution system is false and dangerous with the attendant possibilities of depriving the people of a decent standard of living.\textsuperscript{16} In order to initiate development of the kind described above, governments in the developing countries have embarked on State Planning on a grand scale. In this plan process, the Panchayati Raj Institutions are important units for both planning as well as implementation. The Panchayati Raj Institutions as a factor essential for development can be conceptualized into two distinct and related perspectives:

1) a problematic policy formulation, stemming from political theory and
2) pragmatic in the conventional sense of the term.\textsuperscript{17}

It is pleaded that for the successful implementation of national plans, an independent District Authority with popular management is an imperative necessity.\textsuperscript{18}

The developmental role of the village panchayat must be examined in the light of above objectives and components of development administration. The village panchayat is concerned with rural development in its manifold dimensions. Rural development is a process through which poverty is reduced or gradually eliminated by sustained increase in productivity and income of the poor.\textsuperscript{19} This is possible through a viable policy of economic development coupled with rapid improvement in the quality of human
resources or human skills. The rural population must develop confidence in their abilities to come to grips with the basic problems of poverty, hunger and disease. Once the necessary infrastructure is generated, rural reconstruction and rural transformation emerge in a perceptible manner. Rural development must emphasize on three activities. 1) raising agricultural and rural productivity, 2) raising community solidarity, and 3) institutionalisation of equality. The developmental role of the village panchayat has to be considered with respect to civic amenities, productive programmes and social welfare activities. Hence it is necessary to discuss village panchayats role in political development with regard to democratization.

**Political Development:**

The issue of political development with regard to the village panchayat is discussed on the basis of representation, accorded to various sections of the society. The deprived sections of the society like women, scheduled castes, scheduled tribes and other backward classes have been provided reservation facilities as per the new Act. Women find representation to the extent of 33 percent. Since the total population of scheduled castes in the state is 2.08 percent, in the panchayat area where
their population is 400 in number, 1 seat is reserved for them. There are no scheduled tribes in the state. It is gratifying to note that women find adequate representation in panchayati Raj Institutions under the new dispensation.

Traditionally, the rural women folk have always remained in the background, with the result, that the developmental activities hitherto did not touch a very meaningful and vital section of the population. This was also the case with the scheduled caste, scheduled tribes and other backward classes in the past. It is a positive development that, the weaker sections are now playing a prominent role in the rural local self-government. Likewise the reduction in the voting age from 21 to 18 facilitated the younger group to influence the composition and working of the rural institutions. This is evident from the election of a number of young representatives. Most of these sections of the population especially women, have made their presence felt at the rural institution level. This is also true with regard to the recently constituted Zilla Panchayats. This type of wider representation ensures the development of viable political subsystems like Zilla Panchayat and Village Panchayats. The local bodies should draw their members from the widest possible sections of the public and should not be deprived of the services of any man or woman who is fit to serve by ability or experience.21 Political
Political development also involves development of administrative
capability to cope with the requirement of development and modernisation.
In essence, it involves the development of administrative capacity and
capabilities. Members shall keep a constant vigil on the performance of
administration, so that, development administration becomes more
action-oriented and achievement-oriented. The members have started taking
active interest in the deliberations of these bodies and through their
suggestions have enabled the administration to be responsive to
socio-economic needs of the population at the grass-roots level. However,
the ‘active interest’ on many occasions, is guided by selfish motives, which
is not a healthy development. Administration is in the process of
democratisation in the sense, non-officials are getting bureaucratised. This is
a new and interesting development in the dimensions of local
self-government institutions. When the lay population develops some
experience of the nitty gritty of day to day administration, they are
confronted with a new life experience which enriches the quality of their
lives and upgrades their skills so as to face the challenges in an appropriate
manner. Thus democratisation of administration is a positive achievement of Panchayati Raj and of immense significance.23

At this juncture, it is necessary to discuss some of the development functions of the village panchayats of Nuvem, Paroda, Sancoale and Verna.

As a lowest unit of democratic decentralised development administration, the village panchayat has been assigned, wide ranging and numerous functions in the field of agriculture, animal husbandry, forest, education, public works, horticulture, industries, fisheries, irrigation and so on.24 Since liberation, till recently (1961-1999), only single tier structure of the grassroot unit has shouldered the responsibility of all the development functions in rural Goa. As such, with regard to development functions, the village panchayat has been assigned with three distinct roles. Firstly, the village panchayat being the lowest unit of rural local self-government has been assigned certain functions in the sphere of providing civic minimum or basic minimum. In fact the primary concern of the village panchayat should be to provide civic amenities to the rural population in matters of drinking water, street lighting, housing, roads, health and hygiene. In India, nearly 35 percent of population live below the poverty line. This means that, sizeable sections of the rural population still do not have the basic minimum for sustenance and they are in urgent need of. Hence the provision of basic
needs of the people must be the primary function of the Zilla Panchayat and subsidiary decentralised units like village panchayats.

In the second place, the development of core sectors like agriculture, animal husbandry, forest, fisheries, education, irrigation and industry are assigned to the village panchayat. This is obvious, keeping in view over developmental perspective. In India development particularly rural development means agricultural development because of the fact that, agriculture is the main occupation with more than 70 percent of the people depend upon it. The development of agriculture, especially on modern lines with scientific and technological tools and methods is of crucial significance and has been assigned to the rural institutions. Supplementary to agriculture, are other items like animal husbandry, forest, sericulture, horticulture, irrigation which are also intrinsic parts of the total development of the rural area. Animal husbandry, sericulture and horticulture provide additional employment and income opportunities to the rural unemployed and under employed populace. Also these are still relatively unexploited areas that have maximum potentiality with respect to production and employment. In this sphere, the role of Zilla Panchayat and village Panchayat is of vital significance. Development of forest is also important, in view of the need for environmental protection and maintenance of ecological balance. The
development of small scale and cottage industries is also necessary in view of the diversification of activities in the rural field. Development of small scale and cottage industries is necessary to generate employment to the educated as well as providing services on modern lines to the rural populace. The rural institutions have also been assigned effective role in the field of education. The primary, secondary, higher secondary and adult education have been assigned to these institutions, so that, they can effectively enhance the literacy rate in the rural area. This is because, literacy is a basic input for all the developmental endeavors in the country-side.

Thirdly, the village panchayat has been assigned a role in the field of social welfare. The development of weaker sections like scheduled castes, scheduled tribes and other backward classes are given to the village panchayat. Most of the weaker sections in the rural areas come under the purview of this unit. Hence the role of a village panchayat in enhancing social welfare through effective social justice, is equally important.

Lastly, the village panchayat is an agent of the State and Central Governments. It has been made an implementing agency for implementing various state and centrally sponsored schemes/programmes. In this connection, the Integrated Rural Development Programme (IRDP), National Social Assistance Programme (NSAP), Improved Chulhas, Indira Awaas
Yojana and others are some of the important schemes of socio-economic content. Of late, by merging schemes like TRYSEM AND DWCRA, a new scheme has emerged by the name Swarna Jayanti Gram Swarojgar Yojana. Jawahar Rojagar Yogana (JRY) has been recently renamed as Jawahar Gram Samridhi Yojana. Since a substantial percentage of the rural population is below the poverty line, the village panchayat’s role in implementing poverty alleviation programmes is of crucial significance. Within such a framework, we shall examine the developmental role of the village panchayats in the South Goa District in some of these areas specified earlier.

Civic Amenities:

As mentioned earlier, the villages in Goa exhibit a specific character compared to the villages in the rest of the country. This is particularly so with regard to the civic amenities like providing drinking water, electricity, maintenance of health and hygiene, public garden and library. Due to these reasons Goa is called as an Urbanised State. The Nuvem village panchayat during the years 1996-97, 1997-98 and 1998-99 has spent an amount to the tune of Rs. 81,411/- (81.5 %), Rs. 1,86,732/- (37.9 %) and Rs. 89,608/- (43.7 %) respectively on maintenance of street lights and power supply.
During the above mentioned years the panchayat has spent an amount of Rs.18,450/- (18.5%), Rs.31,400/- (6.3%) and Rs.43,680/- (21.3%) respectively on sanitation. Only in the year 1998-99 the Nuvem panchayat has spent Rs.53,682/- (26.2%) on water supply. The areas neglected by the panchayat are public garden, market, library and the most important public health because there is no primary health centre in the panchayat area.

In the Paroda village panchayat during the years 1996-97, 1997-98 and 1998-99, the expenditure on electricity was Rs.36,500/- (78.4%), Rs.79,245/- (71%) and Rs.51,106/- (37.9%) respectively, on sanitation Rs.4,150/- (8.9%), Rs.10,360/- (9.3%) and Rs.77,937/- (57.7%) respectively and on public health Rs.1,820/- (3.9%), Rs.2,400/- (2.1%) and Rs.2,610/- (2%) respectively. The amount spent on water supply during 1996-97 and 1997-98 amounted to Rs.4,120/- (8.8%) and Rs.19,650/- (17.6%) respectively but the same has been neglected in the year 1998-99.

The panchayat has spent merely Rs.100/- (0.1%) on library in the year 1998-99.

The Sancoale village panchayat is the richest among all. The panchayat spends substantial amount on providing civic amenities. During the years 1996-97, 1997-98 and 1998-99 the panchayat expenditure on water supply is upto Rs.6,664/- (0.7%), Rs.8,172/- (0.6%) and Rs.5,676/- (0.2%)
respectively; on sanitation Rs.1,68,298/- (17.7 %), Rs. 1,85,238/- (14.3%) and Rs. 2,45,415/- (7.0 %) respectively, on public health Rs.2,44,786/- (25.8 %), Rs.5,08,953/- (39.3 %) and Rs.40,017/- (9.7 %) and on public garden Rs. 7,848/- (0.8 %), Rs.9,870/- (0.8 %) and Rs.996/- (0.1 %) respectively. The expenditure on electricity during 1996-97 and 1997-98 is upto Rs.3,17,460/- (33.4 %) and Rs. 5,20,640/- (40.2 %) respectively. During 1997-98 and 1998-99 the panchayat has spent Rs.4,474/- (0.3 %) and Rs.6,876/- (0.2%) on providing library facilities.

In Verna village panchayat during the years 1996-97, 1997-98 and 1998-99 the amount spent on electricity is Rs.6,97,125/- (94.6 %), Rs.4,21,563/- (90.7 %) and Rs.2,76,150/- (75.7 %) respectively. On sanitation Rs.35,620/- (4.8 %), Rs.29,500/- (6.3 %) and Rs.44,795/- (12.3 %) respectively and on public health Rs.3,273/- (0.5 %), Rs.6,222/- (1.3 %) and Rs.25,982/- (7.1 %) respectively. The other areas like water supply, public garden and library are completely neglected.

The above description of the civic amenities show that electricity, sanitation and public health in the village are the important activities that village panchayat have taken up. In rural Goa there is no serious problem of drinking water. The activity that has not received much attention is public garden may be because, almost every house in village has maintained its
own mini-garden and also there is green environment almost throughout the year. Another area that is completely neglected is library. Hence the panchayats should concentrate to certain extent on these activities also.

**Development Functions:**

The development functions include public works like roads, drainage and public building. Roads are the nerves of the nation. In this context the village panchayats have done well. This is evident by the overall expenditure done on the construction of roads and bridges in the rural side. These works have been exceptionally undertaken in Nuvem and Sancoale panchayats, but equally neglected in Paroda and Verna panchayats.

**Social Welfare Activities:**

The social welfare activities include welfare of scheduled castes, scheduled tribes and other backward classes. It is often complained that Panchayati Raj Institutions have failed in the social welfare domain. It is because they have not been able to improve substantially the scheduled castes, scheduled tribes and other weaker sections of the society.\(^{26}\) What ever service Panchayati Raj Institutions have so far done in this sphere is more symbolic involving formal lip service rather than substantial and
committed service. There are no scheduled tribes in the state of Goa. Though the population of scheduled castes and other backward classes is very less, compared to other states, their development has been taken up in right earnest by the village panchayats. In this direction, educational promotion of scheduled castes and backward classes, construction of houses, scholarships and other economic and technical assistance, self-employment schemes were the major elements of concern. During the years 1996-97, 1997-98 and 1998-99 Nuvem panchayat has spent an amount of Rs.2,825/-, Rs.13,600/-, and Rs.34,525/- respectively, the Sancoale panchayat has spent to the tune of Rs.1,08,705/-, Rs.1,02,950/- and Rs.1,08,225/- respectively and the Verna panchayat has spent an amount upto Rs.1,18,050/-, Rs. 11,915/- and Rs.825/- respectively during the above mentioned years. The expenditure of Paroda village panchayat in this respect was Rs.1,250/- and Rs.3,150/- during 1997-98 and 1998-99 respectively. It is rather disappointing that during 1996-97 Paroda panchayat has not taken up any social welfare activities.

Other Schemes And Programmes:

The State and Central Governments have initiated a number of schemes and programmes, especially for the rural poor. In the
implementation of such schemes the involvement of local institutions must be ensured so that the chosen activities are economically viable and are in keeping with factor endowments and the resources potential of the concerned region. This also helps in minimising leakages. The village panchayats have been made an implementing agents of all these schemes.

Under the Rural Development Agency various schemes and programmes are introduced for the upliftment and betterment of the rural populace. Some of the important schemes and their achievements during the year 1998-99 are discussed below:

1. **Integrated Rural Development Programme (IRDP):**

   Integrated Rural Development Programme (IRDP) is in implementation since the inception of this Agency in 1980. Recently, the Agency has taken up Below Poverty Line census in the rural areas. The survey report provides that the total number of families below poverty line is 23101. Under this programme the Agency assisted rural families living below the poverty line, in the form of loan cum subsidy for carrying out economically viable activities. During 1998-99 as many as 1074 families were assisted as against the target of 2000. The outlay was of Rs. 137.79 lakhs of which 50% was borne by the State Government and 50% by the Central Government. Actual expenditure incurred was Rs. 92.44 lakhs. Corresponding to this outlay, the
credit flow was proposed at Rs. 225 lakhs as against which the actual credit disbursed by the financial institutions was of the order of Rs. 89.21 lakhs being Rs. 72.07 lakhs by the commercial banks and Rs. 17.14 lakhs by the co-operative banks. During the year 1998-99, agriculture assistance was given to small and marginal farmers for procuring improved agricultural implements, bullock carts, work animals, planting stock, etc. As against the target of 130 families, the actual achievement was 67 families. Under minor irrigation scheme for construction of open dug wells and installation of pump-sets as many as 9 families were assisted as against the target of 100, creating thereby an additional irrigation potential of 7.2 ha. During the above-mentioned year as many as 115 families were assisted with milch animals as against the target of 200. Fishing is the main occupation on the coastal belt of Goa. To encourage this activity, under the fisheries scheme as many as 24 fishermen families were assisted as against the target of 50. The Training for Rural Youth for Self Employment (TRYSEM) programme is one of the vital components of self employment under IRDP. Under this scheme, the illiterate youth in the age group of 18-35 years were provided training from 6 months to 1 year and were paid stipend of Rs. 150/- to Rs. 200/- per month. After the completion of training the trainees are provided with tools and equipments for establishing their own business. This
has rather yielded good results in the rural areas. During the year under review as many as 2463 trainees were enrolled as against the target of 2000. Many new courses that are relevant in the modern set up have been introduced like Hotel Management, Computer Technology, Gardeners Course, etc. The Industry, Service, Trade and Business Scheme (ISB) has extended its activities in the rural areas. There is increased demand from the educated and uneducated unemployed youth for projects like motorcycle to ply as taxi, handicrafts, tea and cold drink stalls, fabrication workshop, etc. During 1998-99 as many as 303 families were benefited as against the target of 500. This is a good sign and such activities need to be encouraged.

2. Development of women and children in Rural Areas (DWCRA):

Started in the year 1986, the programme aims at the development of rural women living below the poverty line by farming groups of 15-20 women members each and carrying out income generating activities. Each group has an organiser and is provided with Rs. 25,000/- as one time grant. During 1998-99, as many as 12 groups were found spending an amount of Rs 3,02, lakhs.

3. Jawajar Rojgar Yojana (JRY):

The objective of this programme is to generate employment for the unemployed and under employed men and women in the rural areas. It also
takes up creation of productive community assets like Panchayat Ghars, community halls, development of roads, bus sheds, drinking water wells, development of playground, anganwadi buildings, crematorium sheds, Government primary school buildings, etc. Under this programme, an employment potential of 3.17 lakh mandays was created as against the target of 3.32 lakh mandays. JRY has been recently renamed as Jawahar Gram Samridhi Yojana (JGSY).

4. **Indira Awaas Yojana (IAY):**

Under this scheme, houses are constructed and allotted to the scheduled castes and other backward communities within a ceiling limit of Rs. 20,000. In Goa, there are no bonded laborers and scheduled tribe beneficiaries. A target of construction of 130 houses was fixed for the year 1998-99. As against this the actual achievement was 474.

5. **Million Wells Scheme (MWS):**

Under this scheme, open irrigation wells free of cost are provided in the fields of small and marginal farmers belonging to scheduled castes and non-scheduled castes including other backward communities living below the poverty line. Under this, as many as 52 irrigation wells were constructed as against the target of 50 during the period under reference.
6. **Employment Assurance Scheme (EAS):**

The scheme was introduced in the year 1996. Under this scheme, employment is provided to minimum two members of the same family for a period of 100 days during the non-agricultural season. During the year 1998-99, the Agency received an amount of Rs. 225 lakhs which was fully utilised. The projects like rural roads, desilting of tanks, construction of bandharas, drains, retaining walls, irrigation tanks were undertaken through the panchayats. The Agency has constituted Employment Assurance Committees in each block consisting of sarpanchas of village panchayats, the extension officers of the block and junior engineers of RDA as members. The respective Block Development Officer is the Chairman of this committee.

7. **Ballika Samrudhi Yojana (BSY):**

The Ballika Samrudhi Yojana has been implemented with effect from August 15, 1997. The objective is to raise the status of the Girl Child. The mother of the girl child born in below poverty line families on or after August 15, 1997 gets an amount of Rs. 500/- upto two female births. During the year 1998-99, 250 Below Poverty Line families received assistance, which amounted to Rs. 1.25 lakhs.
8. National Programme On Improved Chulhas:

The National Programme On Improved Chulhas was launched in 1984. The objective is to conserve and optimise the use of fuel-wood to reduce deforestation, provide clean homes and prevent damages to the eyesight and to the respiratory system which is caused due to ill effects of smoke. In the year 1998-99 the Agency has installed as many as 4021 chulhas as against the target of 5000.

9. National Social Assistance Programme (NSAP):

The National Social Assistance Programme implemented from February 1, 1996, has three components:

a) The National Old Age Pension Scheme (NOAPS) for destitute persons of 65 years of age or above to receive a pension of Rs. 75/- per month;

b) The National Family Benefit Scheme (NFBS) under which a family below poverty line gets an assistance of Rs.10,000/- on the death of its primary bread winner due to natural causes, if the age of the deceased primary bread winner in between 18-65 years the assistance shall be Rs. 10,000/- in case of death due to unnatural causes; and

c) The National Maternity Benefit Scheme (NMBS) provides assistance of Rs. 500/- to pregnant women of 19 years of age or above who
belong to the family below the poverty line for upto first two live births.

Under this programme a total grant of Rs. 34,82,000 was allotted for all three sub schemes, out of which Rs. 9,65,719.45 has been utilised

10. **Suwarna Jayanti Gram Swarojgar Yojana (SJSY)**:

The scheme is introduced recently in 1999 to assist the scheduled castes, scheduled tribes and backward classes and other assistance for self employment.

**An Assessment:**

The Zilla Panchayats have been recently constituted in Goa. They are just three months old infants. Technically an assessment of the Zilla Panchayat’s role in development functions is too early to make at this stage. Any institution to be evaluated for its work must be stabilised for a period of at least four to five years. However the village panchayats have made satisfactory effort in respect of their development role. The village panchayats have implemented the development schemes and programmes initiated by development administration agencies. They have not made any effort to devise their own schemes. From the above descriptions one notable
feature that is evident is that, in most of the schemes the expenditure done is short of the allotted grants for a particular years.

The reasons for such lesser expenditures are many. Most of these schemes have been recently introduced. It takes time for their effective implementation. Also, frequent politico administrative developments have affected to a great extent their implementation and their achievements. Also priorities have changed in view of peoples participation in planning and implementing development schemes. These are new developments, which have given a new thrust and dimension to rural self-government institutions. These innovations are expected to affect the lives of the rural population in a meaningful sense in due course. Hence rural poverty and rural problems are expected to loom very large as a target to be attacked and eliminated on a war footing.
NOTES AND REFERENCES

1. Rural development is a value-laden concept. Hence it has social, economic, political and technological dimensions. Rural development is an omnibus phrase. It includes the total uplift of rural life. Certainly the socio-economic and political dimensions are very much relevant, but the fact is that, rural development includes an all-round improvement in the quality of the lives of the rural population. The emphasis is on the material aspect of rural life as well as the less material aspect of rural reality. The Gandhian emphasis on simple living exemplifies the basic ethos of rural life as against the crash materialism of urban life. See S.I.Makkar, “Eradication of Poverty From Rural India: Some Steps”. Kurukshetra, February 1986, Vol. XIX, No 3. pp. 19-22.


5. Mansab Ali, "Need For Planning In Panchayat Area and CRZ Problem and Solutions". See Reading Material/ Synopsis Of The Training Programme For Panchayat Raj Functionaries; (Block Development Office, Salcete, Goa 1999)


12. The process of development is based on the two principles of development ethics that (1) welfare consideration that it is ethically irresponsible to perpetuate hunger, disease and premature death and (2) productivity goal aiming to establish wastage of human potentialities. In this connection see, Dennis Goulet, “The Cruel Choice: A New Concept In The Theory Of Development,” Antheum, New York, 1977.


23 Ibid., p. 290.

25 The Category 'weaker sections' in the rural society is rather vague. Actually the coverage of this category depends on the criterion adopted and hence vagueness. However, most of the scholars defines this category broadly which may include schedule castes, scheduled tribes, landless labourers, other groups in the society such as beggars, juvenile delinquents, destitute women, and children, invalid persons and physically handicapped persons. See, Report Of The Study Group On The Welfare Of The Weaker Sections Of The Village Community. Ministry of Community Development, Panchayati Raj and Co-operation (Chairman; Jayaprakash Narayan, Ministry of Community Development And Panchayati Raj and Co-operation, Government of India, New Delhi), Vol. I and II, 1963; Mohan Dharia, “Planning For Development of Backward Areas and Weaker Sections of Society”, Indian Journal of Public Administration, Vol. XIX, July-Sept. 1973, No. 3, p.304.

