CHAPTER III

Socio Economic Profile of the Study Area and Organisation of the Plan Campaign

3.1 Introduction: A Profile of the District

The objective of this chapter is to identify the socio-economic situation of the study area and also see whether it has any implication in the participatory planning process. All the three Panchayats are located in Payyanur Block in Kannur District. Kannur District came into being on the 1 January, 1957 when the erstwhile Malabar District and the Kasaragod Taluk of Madras State were reconstituted into three revenue districts, namely, Kannur, Kozhikode and Palghat. But the present Kannur district with three taluks, Kannur, Tellicherry and Taliparamba came into existence on April 1984, when Kasaragod district was created.

Kannur District lies between latitudes 11°40’ to 12°18’ North and longitudes 75°10’ to 75°57’ East. The district is bound by the Western Ghats in the East (Coorg District of Karnataka State) Kozhikode and Wayanad Districts in the South, Lakshadweep Sea in the West and Kasaragod, the northern most district of Kerala, in the north.

The district can be divided into three geographical regions – high lands, midlands and low lands. The high land region comprises mainly of mountains. This is the area of major plantations like coffee, rubber, tea, cardamom and other spices. Timber trees like Teak, Veety etc. are grown in plenty in this region. The mid land region lying between the mountains and the low lands is made up of undulating hills and valleys. This is an area of intense agricultural activity. The low land is
comparatively narrow and comprises of rivers, deltas and seashore. This is a region of coconut and paddy cultivation.³

Kannur District covers an area of 2966 Sq. Kms. There are 9 development blocks in Kannur District. They are Payyanur, Taliparamba, Irikkur, Kannur, Edakkad, Tellicherry, Kuthuparamba, Iritty and Peravoor. There are 81 Panchayats and 6 municipalities and 1 military cantonment at Kannur in Kannur District. There are 130 Revenue villages out of which 48 are in Taliparamba Taluk, 48 in Thalassery Taluk and 34 in Kannur Taluk.⁴

The population of Kannur District as per the 1991 census is 22,51,727, which is 7.74 percent of the total population of the state. Of this 10,98,838 are males and 11,52,889 are females.⁵ The district is in the eighth position among districts of Kerala in terms of the total population. Work participation rate in the District is 26.22 percent of the total population. In the case of rural areas it comes to 54.47 percent of the work force.

As on 31-03-2000 the total employment seekers in Kannur District is 2,33,450, which comes to 10.37 percent of the total population. Of this 54.34 percent are women.⁶

Total employment in Public Sector increased from 37,659 on 31-03-99 to 38,182 on 31-03-2000. In the private sector it increased from 54,999 on 31-03-99 to 55,389 on 31-03-2000.
Table 3.1

Employment under Organized Sector – 1997-2000

<table>
<thead>
<tr>
<th>Year ended</th>
<th>Public</th>
<th>Private</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>31-03-1997</td>
<td>37,160</td>
<td>51,449</td>
<td>88,609</td>
</tr>
<tr>
<td>31-03-1998</td>
<td>37,833</td>
<td>52,256</td>
<td>90,089</td>
</tr>
<tr>
<td>31-03-1999</td>
<td>37,659</td>
<td>54,999</td>
<td>92,658</td>
</tr>
<tr>
<td>31-03-2000</td>
<td>38,122</td>
<td>55,389</td>
<td>93,511</td>
</tr>
</tbody>
</table>


The main work force of Kannur District comprises of agricultural labourers, marginal workers, cultivators and those engaged in livestock, fishing, construction, transport, trade and commerce, and quarrying.7

Hinduism, Islam and Christianity constitute the major religions in the district. The broad divisions of the Hindu community are Thiyya, Nair, Nambar, Saliya, Ambalavasi, Brahmins and Kammalan. Hindus constitute the major part of the population. Muslims known as Mappilas form the second largest community and majority of them are Sunnis. Christians form the third largest community and they belong mainly to four churches – the Syro Malabar Church, the Latin Catholic Church, the Church of South India and the Orthodox Syrian Church. During the last few decades, there has been a large influx of Syrian Christian migrants from the Travancore-Cochin area in search of land who contributed considerably to the economic and social development of the district.8

The literacy rate of Kannur district is 91.48 percent, which is above the state average of 89.81 percent for 1991. It is seen that 95.54 percent of males and 87.65 percent of females are literate. Among the Taluks, Kannur has the highest literacy
rate with 92.26 percent, followed by Thalassery with 92.16 percent and Taliparamba Taluk - 89.75 percent.\textsuperscript{9}

As on 30-06-2000, there were 1101 primary schools and 171 high schools in the district. There are 3 Kendriya Vidyalayas, one Navodaya Vidyalaya, 4 Training schools and also one District Institute for Education and Training (DIET) in the district. Higher Secondary and Vocational Higher Secondary (VHS) courses are also offered in many schools.\textsuperscript{10}

The district has a Government Engineering College, one Medical College and an Ayurvedic College in addition to the 11 Arts and Science Colleges, 4 B.Ed Training Colleges, 3 polytechnics and one Industrial Training Institute (ITI). There is also a university known as Kannur University. Bordered by sea on three sides Ezhimala is set to occupy a prominent place in the Naval history of the country, consequent to the proposal for commissioning Asia’s best Naval Academy here.

Kannur is an industrially backward district. There are only one major and five mini-industrial estates in the district. Keltron complex, Mangattuparamba and Western India Plywoods, Valapattanam, are the two major industries. The Western India Plywoods is one of the biggest wood based industrial complexes in South East Asia. As on 3\textsuperscript{rd} March 1997 the district has 12 medium-scale industries, most of which are either cotton textile or plywood manufacturing. The handloom industries provide employment to many people. Both handloom and powerloom industries have been facing threats for want of export orders from foreign countries. By giving professional touch, the traditional handloom industry may try to regain its old glory. Institute of handloom and textile technology at Thottada may popularize modern technology and fashion in textile fields. The medium and small scale industries are
not modernized and therefore could not accommodate more people in these industries.

Textile, Beedi and Coir are the important traditional industries in the district. About 1 lakh of people depend on the textile industry for livelihood. The beedi industry provides employment to about 50,000 people. Famous co-operatives like Dinesh Beedi are in Kannur District. The coir industry, which uses traditional technology, provides employment to about 11,000 workers.11

As on 01-01-98 there are 11 government hospitals, 7 community centers, 7 block primary health centers and 72 mini primary health centers, one government dispensary, 5 government rural dispensaries, 3 National Filaria Control Programme (NFCP) units, 408 Family Welfare Centres and 12 other institutions in the district. The number of private hospitals is 136. There is also a Medical College Hospital at Pariyaram. There are 6 Ayurvedic hospitals, 45 Ayurvedic dispensaries and 25 Government Homeo dispensaries in the district.12

The district is very rich in vegetation. Natural vegetation, except in some coastal regions, consists of different types of forests. But in spite of generally favourable climatic conditions, vegetation is not uniform. In restricted regions, with their own microclimate, plant formations assume different characters. Thus plant communities, ranging from psammophytes and mangroves to evergreen forests are seen in this district. Cash crops cultivated in the district are coconuts, areca nuts, cashew nuts, rubber, pepper etc.13 In addition to this other crops cultivated are banana, mango, ginger, paddy etc.

China clay is found in abundance in Taliparamba, and Kannur Taluks of Kannur District. There are a number of tile manufacturing centers along the coastal areas. Because of the abundant availability of clay, there is a great scope for
development of clay-based industries in the district. Lime shells used for the manufacture of white cement and for industrial purposes are found in the back waters of Eranholi river, Dharmadam river, Anjarakandi river around Thalassery and Dharmadam as well as Valapattanam river in the east of Azhikkal ferry.

Tourism is one of the world’s fastest growing industries. The significant feature of Tourism industry is that it employs a large number of woman-educated, skilled or unskilled along with menfolk. Kannur district with its cultural antiquity and heritage blended with architectural and landscape beauty has a prime position in the tourism map of Kerala. World-renowned ‘Theyyam’, architectural and historical monuments like Kannur, Thalassery forts, long and panoramic coastal lines of Payyambalam, Meenkunnu and Muzhappilangad, hill resorts of Paithalmala, Dharmadam island etc. give blissful experience to both domestic and foreign travellers. Intensive efforts are going on to establish a mega-tourism project at Parassinikadavu under newly registered Malabar Tourism Development Co-operative.

The District is not self-sufficient particularly in the matter of food. Even for rice, vegetables and eggs, the people depend upon neighbouring states like Tamil Nadu and Karnataka. The educated and technologically skilled youths want white-collar salaried jobs. A major section of the population directly or indirectly depends upon Gulf money for their existence and leads a relatively idle life.

In the education field, states like Karnataka and Tamil Nadu attract the youths of Kannur district since opportunities for professional education in Computer Science, Applied Sciences, Business Management, Medicine, Para medicine and Engineering are in a well developed state. The ongoing project of technological park and action plan of the district authorities to achieve total computer literacy in the district therefore reflect a felt need of the youth of Kannur District.
In the agricultural field, the fall in prices of crops such as coconut, arecanut, pepper, rubber, tea and coffee has substantially weakened the agrarian economy of the district. High agricultural costs, lack of skilled workers, and preference for white collar jobs have led to making agriculture an unattractive proposition.  

3.2 Kannur and the National Movement

Kannur District, which was under direct British control, has played an important role in the political movements of recent times. The Indian National Congress, which was founded in 1885, captured the attention of the people of this district from its very inception. A district committee came into existence in Malabar in 1908. A branch of the All India Home Rule League, founded by Dr. Annie Beasrant functioned in Thalassery during this period and among its active worker was V.K. Krishna Menon, the noted statesman. The decision of the Nagpur Congress to give up constitutional methods of agitation and resort to non-violent non-cooperation as a means of achieving ‘Swaraj’ led to widespread boycott of foreign goods, courting of arrest and boycott of educational institutions in Kannur.

Mahatma Gandhi and Maulana Shaukat Ali toured the district to carry the message of the non-cooperation and Khilafat movements. In May 1928, Kannur District came into limelight of Kerala politics when the fourth All Kerala Political Conference was held at Payyanur, which was presided over by Pandit Jawaharlal Nehru. The Payyanur Conference passed a resolution requesting the Indian National Congress to adopt ‘Complete Independence’ instead of ‘Swaraj’ as its goal at the annual session which was scheduled to take place at Calcutta during that year.

Payyanur was the main venue of the Salt Satyagraha in Malabar. On April 13, 1942 a batch of congress volunteers under the leadership of K. Kelappan started on foot from Kozhikode to the beaches of Payyanur and broke the salt laws there on
April 21. The district was always in the forefront in civil disobedience movement, particularly the Payyanur region, and all along Congress workers broke salt laws and picketed foreign good dealers and liquor shops. The ‘Quit India’ movement of August 1942 also had its echoes in Kannur District. A socialist group among the congress workers under Dr. K.B. Menon, provided leadership to the movement. Thus we see that Kannur District had played a very important role in the Indian Independence struggle against the British.

3.3 Political Violence and Political Parties in Kannur District

People of Kannur District were actively involved in the political activities since the freedom movement. The major political parties of the district are Communist Party of India (Marsxist) [CPI(M)], Congress (Indira) [Cong.(I)] Indian Union Muslim League (IUML), Communist Party of India (CPI), Bharathiya Janata Party (BJP) and Janata Dal. In recent times Kannur District came into the limelight of Kerala politics due to the political clashes and killings that took place there. It has become a troublesome and problematic district in Kerala. Political clashes in the district are common between CPI(M) and BJP, CPI(M) and Cong.(I) and CPI(M) and IUML.

Kannur District is known to be a bastion of CPI(M) since pre-independent days. Though the presence of other parties is considerable in the district, they did not have the strength to challenge the CPI(M). The hectic activities of RSS that started after the lifting of emergency and the flow of youngsters to the Rashtriya Swayamsevak Sangh (RSS) paved the way for bitter rivalry between CPI(M) and the RSS in 1979, mainly in Thalassery sub division. Contrary to the submissive attitude of other parties, RSS started to challenge CPI(M) activities. The bitter rivalry and the clashes between CPI(M) and RSS workers had its origin about 20 years back and is
still continuing within the limits of Thalassery, Dharmadam, Panoor, Chokly, Kuthuparamba and Kolavellur police stations, which comes under Tellicherry subdivision and where both the CPM and the RSS have their strongholds. A total number of 128 political murder cases were reported in this district. In all, 49 CPI(M) and 40 BJP/RSS workers were killed in 129 political murder cases reported since 1992.  

The spate of political murders in recent years has made Kannur the most explosive district. The death of a number of local political leaders had a chain retaliatory effect on houses, party offices and cultural centers.

Most of those who get killed are the ordinary workers of political parties, particularly those belonging to the lower strata. The region where such political murders are widespread is known for the historical existence of suicide squads. Those who actually get killed become heroes or martyrs. Kannur is therefore known for the existence of a large number of martyrs in whose name memorials have been erected in many places, which constantly serves as a reminder of the need to avenge such martyrs. The death anniversaries of the victims are observed regularly with the intention of stirring the consciousness of the party faithful. In a highly politically divided society even social relations including matrimonial alliances, location of residence etc., are conditioned by political loyalties. The domination of the CPM is complete in many parts of the district with some villages even designated as party villages. In such a situation those who sever their links with the party often join the BJP ranks for security reasons. The BJP ranks cannot match the strength of the CPM, but does not lack the resolve to commit political violence. Although peace conferences by the leaders of political parties take place often, the results were short-lived and could only be considered as a calm before the storm.
Thus we see that political clashes and killings have become a routine practice of different political parties in Kannur district. According to Dr. Alexander Jacob, Joint Director of Police Academy who had conducted studies on political violence in Kannur District, unemployment is the main cause of violence. There are 4.5 lakhs unemployed people in Kannur district and that is the highest in Kerala. Seventy five percent of the violence takes place between 5th November and 5th January every year. This is the time when there is no agricultural work. Wandering youths, lack of films that give the message to keep away from violence and the films that end in tragedy are the other reasons for increasing political violence. According to Dr. Muraleekrishna, a criminologist, 50 percent of murder cases are let off unpunished for want of clear evidences. Often the accused are released on parole. Hence potential culprits are emboldened to commit acts of violence.²³

Participatory planning was launched with the objective of mobilizing people above partisan considerations. But the existence of stiff political rivalry between the political parties, works against creating such mobilization. In other words the “people’s campaign” did not have much visible impact on political violence if we go by the statistics of murders during the period.

Political violence and the presence of a culture of radical trade unionism have prevented industrialists from establishing industrial units in the district. Professionals like software engineers also are known for their reluctance to take up work in Kannur.²⁴

3.4 Profile and Development Problems of the Study Area

The study area consists of 3 Panchayats of Payyanur block namely, Ramanthali, Kankol-Alappadamba and Peringome-Vayakkara. An attempt is made here to look into the socio-economic situation of these Panchayats.
Figure 3.1

MAP OF KERALA WITH IDENTIFICATION OF KANNUR DISTRICT

Kannur District
KANNUR DISTRICT SHOWING THE THREE STUDY PANCHAYATS
Ramanthali Panchayat

Ramanthali is the Panchayat where the historic Ezhimala is situated. The Chera, the Chola, the Mooshika and the Chalukya dynasties held sway in Ezhimala as per the records of history. At present Asia’s biggest Naval Academy is being built here.  

While the National movement was at its zenith all over Kerala, Indian National Congress had been organizing many historic strikes in Ramanthali too. In the Salt Satyagraha at Poochal beach eminent leaders like Parangan Gopalai, Kodiyyath Kizhakke Veetil Krishna Poduval, P.T. Kunhikanna Poduval etc. participated along with the Congress volunteers from Payyanur.  

In the Quit India Movement of 1944, Valambath Valappil Krishnan, P.M. Easwaran Nambeesan, O.K. Kunhikrishnan, P.K. Kunhiraman etc. were in the leading row in Ramanthali. Side by side with the national movement small groups of peasants were also formed to put an end to the unlawful extraction by the land lords.  

Ramanthali is a land of rich cultural heritage and this Panchayat has always tried to preserve the cultural glory of North Malabar. There were troops in Ramanthali which performed a variety of art forms like ‘Kolkali’, ‘Poorakali’ and ‘Ottam Thullal’, musical drama etc. The Kathakali troops of Narayamangalam and the ‘Duff’ troops of Palakkode and Ramanthali are the strong threads of the glorious cultural fabric.  

Hindus and Muslims lived in harmony in this Panchayat. Hindus were divided into various castes like Nambiar, Nair, Namboodiri, Poduval, Thiyya, Vaniya, Vishwakarma, Maniyani, Pulayan, Vannan and Malayan. Christians also live scattered in the Panchayat.
Ramanthali is a Panchayat having several temples. The Vadakkumbad mosque and the Karuvanthatta temple are situated side by side. The fact that both the Hindus and the Muslims made pious offerings to the temple and the mosque, bears testimony to the existence of historical communal amity in Ramanthali.

The Ramanthali Panchayat comes under Payyanur Block. It is in Taliparamba Taluk, and is located in Payyanur Assembly constituency and Kasaragod Parliamentary constituency. The area of the Panchayat is 29.99 square kilometers and has 10 wards. The population of Ramanthali was 21,325 out of which 10,081 were males and 11,244 were females. The population of scheduled caste was 1080 of which 517 were males and 563 were females. The Panchayat is bounded on the north by Kavvayi river, on the east by Puthiya river and on the south and west by the Arabian Sea. Geographically the Panchayat can be divided into 6 zones. (1) The Highland (2) The sloppy land (3) The valley (4) The coastal plane (5) The Marshy area and (6) The coastal area. The main agricultural crops of the Panchayat include coconut, paddy, banana, pepper, cashew nut, mango, jack fruit and vegetables.

The work force include cultivators, agricultural labourers, marginal workers and those engaged in construction, live stock, fishing, quarrying and mat-weaving. Ramanthali being a land encircled by about 5 Kms. sea and 10 Kms river, fishing is a major source of income. About 46 registered boats, 20 fibre boats and 27 local boats engaged in fishing operate from Palakkode beach. There are 4 co-operative banks and 6 non-credit cooperatives. There are no public undertaking or big industries in the Panchayat except one stone crusher, 4 coconut oil mills, 9 rice mills and furniture units, Khadi Centre and sewing centers. In the Panchayat there are 2 Primary Health Centres, one Ayurvedic Dispensary, one Allopathic Clinic, three Homeo Clinics and 3 Family Welfare Centres and a Child Care Centre. The
Panchayat has 3 High Schools, 5 U.P Schools, and 7 L.P Schools. There are 2 cultural centers, 2 reading rooms and a mini stadium in the Panchayat. There are 5 recognised and 5 unrecognised scheduled caste colonies.  

The main political parties in the Panchayat are CPI(M), CONG(I), IUML and BJP. In every election caste and religion play a great role. Generally the poor, agricultural and marginal workers are with the CPI(M). Political clashes have been reported from this Panchayat. CPM is the common denominator in these clashes.

The Panchayat is ruled by the LDF. Out of the total number of 10 ward members the LDF has 6 seats. Of the six seats, five seats are held by CPI(M) and one seat by a CPI(M) supported independent. Of the total 4 UDF seats 3 seats belong to IUML and one to Cong(I). The BJP fought the election on its own without striking alliances with the other two fronts. 

The following table shows the relative political strength of the political parties in the Panchayat in the elections held in September 1995. It can be seen that CPI(M) is the largest party and BJP the smallest.

<table>
<thead>
<tr>
<th>Party</th>
<th>Votes</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>CPI(M)</td>
<td>4923</td>
<td>45.61</td>
</tr>
<tr>
<td>IUML</td>
<td>2134</td>
<td>19.77</td>
</tr>
<tr>
<td>Cong(I)</td>
<td>1744</td>
<td>16.16</td>
</tr>
<tr>
<td>BJP</td>
<td>333</td>
<td>3.08</td>
</tr>
<tr>
<td>Independent</td>
<td>1487</td>
<td>13.78</td>
</tr>
<tr>
<td>Invalid</td>
<td>173</td>
<td>1.60</td>
</tr>
<tr>
<td>Total</td>
<td>10794</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Source: Office Records, Deputy Collector (Elections), Kannur
Development Problems of Ramanthali Panchayat identified by the local people in the special Gram Sabha are, lack of irrigation facilities, drinking water scarcity both in summer and during monsoons (due to salination), lack of facilities for marketing milk, soil erosion on the sea side, absence of a fisheries office even though a sizeable section depend on fishing for survival, lack of industries, poor educational standards and lack of facilities in local schools, absence of vocational education opportunities, illicit brewing, lack of facilities for cultural expression, absence of drainage facilities and street lights and low voltage electricity.  

The Panchayat is quite rich in associational life. There are 39 clubs and 11 reading rooms/libraries/cultural centres in the Panchayat. Three libraries are owned by the Panchayat. Although women’s groups or Mahila samajams have been established in most wards, they are not functional.

Kankol-Alappadamba Panchayat

The name Kankol-Alappadamba has its origin closely linked with ‘Dakshayaga’ conducted by the sage of yore ‘Kapila’. The legend has it that the ‘Koil’ detected by Kapila for his yaga became ‘Kapilan Koil’ and still later Kankol and the place where the Banyan tree was planted got its name transformed to the present ‘Alappadamba’.

An agriculture oriented life is in vogue here. So the socio-economic relations that existed were always confined to the province of agriculture. The social supremacy was always kept up by rich farmers, feudal lords and local chieftains. Land was centralized with Kankol Devaswam, Melukulangara Devaswam and Kuruveli Devaswam. During the reign of Chirakkal Thamburan, this was a hamlet of
Payyanur province. Traditionally, the local disputes were settled by feudal lords, rich peasants and influential chieftains.

Hindus and Muslims resided in harmony in this Panchayat. The Panchayat has only a very small minority of Christians. Kankol Shiva Temple is one of the important temples of this village. Legend has it that Dakshayaga was held here. This is a unique temple where religious amity is preserved even now. Many Muslim families were closely linked with the conventions and custom of this temple, which though sounds incredible, included offerings of sugar to the deities of this temple. The Hindus in turn offered the Muslims many rights including holy offerings from the temple. 38

All the evils of the caste system like untouchability and unapproachability existed here since time immemorial, but instances of caste oppression were less widespread. Primitive and unlawful land revenue existed. Ruler and landlord controlled agricultural relations and tenants were exploited by the ruler-landlord combination. In the socio-cultural and economic field, domination of the landlord and rich classes continued. With the expansion of the British hegemony, many temples and lands belonging to them were confiscated. Agricultural products of this area were mainly sold at the weekly trade fares. Remnants of hutments providing water to the weary travellers and porters are still seen in these trade routes. 39

The Panchayat is known for the existence of Theyyams and other cultural traditions with some of the Theyyams serving as clarion calls for defence. The Panchayat is known for several talented and famous persons that it has produced in the cultural sector as well as scholars. War exploits of Murikkancheri Kelu, general of the Kolathiri King, was still prevalent in ballads. Legend says that a mud-fort was
constructed at Nallur in the boundary of the Panchayat to prevent the invasion of Tippu. In connection with this legend, a well-shaped jail still exists in this area.\textsuperscript{40}

In this Panchayat informal type of education was prevalent for long. A Sanskrit vidyalaya at the Vatasseri road junction owned by Mangat Illam and a teaching center of alphabets owned by Alappadamba Thekke Madam were important early centers of learning. The first school for formal education was started in 1915 at Kankol. The national movement against imperialism and struggle for independence tremendously influenced the youth of this locality. The political meetings in 1928 with Nehru’s participation, Poorna Swaraj Resolution, March of Kelappan from Kozhikode to Payyanur, and the Salt Satyagraha inspired the villagers.\textsuperscript{41}

Kankol-Alappadamba was formed in 1936. The Panchayat had the benefit of the leadership of a number of eminent persons. For example, M.V.M. Kunhi Raman Nambeesan, the first elected president of the Kankol-Alappadamba Panchayat, won a National Award from the then Prime Minister, Pandit Nehru.\textsuperscript{42} Kankol-Alappadamba covers an area of 42.07 Sq. kms with valleys, plain lands and hills. It comes under Payyanur block, Trikaripur Assembly constituency and Kasaragod Parliamentary constituency.

Cashew nut is the main crop. But in valleys and slopes coconut, areca nut, pepper, plantain, pineapple, betel leaves and cardamom are cultivated. Vegetables, tapioca, corn and colocasia too are cultivated. In the low-lying lands, fertile soil is found. Canals running along the middle make this area suitable for paddy cultivation. Acidity of the soil, flood and draught are serious problems faced by the people of this Panchayat. Hilly areas are uncultivated and left fallow permanently.\textsuperscript{43}

The population of the Panchayat was recorded as 15,720 as per 1991 census. Out of this 8090 were females and 7630 were males. There were 974 scheduled caste
people out of which 480 were females and 494 were males. The work force include cultivators, agricultural labourers, marginal workers and those engaged in construction, live-stock and quarrying. A number of cooperative ventures including banks, and production and marketing units exist in the Panchayat. There are no big industries in the Panchayat. In the health sector, there is a snake-bite cure center, two family welfare centers, one Government Rural Dispensary, one private Ayurvedic Hospital and one Government Ayurvedic Dispensary. There are 4 Government L.P. Schools, 3 private L.P. Schools, 2 private U.P. Schools, 1 Government High School and 18 Anganwadis in the Panchayat. There are 7 recognised and 3 unrecognised colonies in the Panchayat.

CPI(M) is the dominant political party in this Panchayat. All the nine ward members in this Panchayat belong to the CPI(M) party and hence it is a homogenous body. The other parties in the Panchayat are Cong(I), IUML and BJP.

In the Panchayat election held in September 1995, the total polled votes were 9317 and the total votes in the Panchayat were 11667. In the election CPI(M) got 6841, Cong(I) got 1541, IUML secured 514, BJP 160, and Independents 176 votes.
Table 3.3
Strength of Political Parties - Kankol Alappadamba Panchayat - Election
September 1995

<table>
<thead>
<tr>
<th>Party</th>
<th>Votes</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>CPI(M)</td>
<td>6841</td>
<td>73.42</td>
</tr>
<tr>
<td>Cong(I)</td>
<td>1541</td>
<td>16.54</td>
</tr>
<tr>
<td>IUML</td>
<td>514</td>
<td>5.52</td>
</tr>
<tr>
<td>BJP</td>
<td>160</td>
<td>1.72</td>
</tr>
<tr>
<td>Independent</td>
<td>176</td>
<td>1.89</td>
</tr>
<tr>
<td>Invalid</td>
<td>85</td>
<td>0.91</td>
</tr>
<tr>
<td>Total</td>
<td>9317</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Source: Office Records, Deputy Collector (Elections), Kannur

The table shows that CPI(M) is the largest party and BJP is the smallest. In this Panchayat no other political parties other than CPI(M) has come to power for a long time. But the absence of an opposition has resulted in a kind of hegemony in Panchayat matters. Political clashes are reported from the Panchayat between CPM and the other parties. 48

The problems identified by the people during the Special Gram Sabha are numerous. They include decline in the cultivated area of paddy, shortage of agricultural labourers, lack of marketing facilities for milk and agricultural products, scarcity of fodder, low voltage of electricity, lack of electric connections in some areas, lack of cooperation on the part of local financial institutions, absence of facilities for higher education, drinking water shortage and inadequate transport facilities. 49

The associational life in the Panchayat is very vibrant. There are 13 reading rooms/libraries in the Panchayat and all the wards except ward number 2 have reading facilities. There are 2447 members who have registered with the libraries,
The libraries have a total collection of 25858 books. There are 45 arts and sports clubs in the Panchayat, which together accounts for a total membership of 3187 persons.  

Kankol Alappadamba was adjudged as the best Panchayat in the state in 1999-2000 and was awarded the Swaraj Trophy.

**Peringome-Vayakkara Panchayat**

The Peringome-Vayakkara Panchayat was formed in 1963 through the amalgamation of the two village Panchayats then in existence, namely Peringome and Vayakkara. The Panchayat has an area of 152.62 Sq.Km It is one of the biggest Panchayats in Kerala in area and population. The population of the Panchayat was 53106, which includes 26597 males and 26509 females. In other words, the sex ratio is 1000-997 in contrast to the highly favourable sex ratio of 1000-1101 for the District as a whole. There were 4276 people belonging to the scheduled castes of which 2130 are males and 2146 are females. The work force of the Panchayat include cultivators, agricultural labourers, marginal workers and those engaged in construction, live stock and quarrying; honeybee-keeping and basket and mat weaving. The villages of Peringome and Vayakkara were thick forests in the early part of the last century. A few landlords and Devaswam authorities held most of the land then. The early inhabitants were the ‘adivasis’ who were later kept slaves by the landlords and well to do farmers. The landlords treated the adivasis very brutally. The ‘adivasi’ women were even deprived of the right to use clothes to cover their body. The practice of ‘equal wages for equal work’ was never practiced. Records bear testimony that this slavery existed up to 1950’s.
In the 1930’s as in many other Indian villages there was a tide of political consciousness in this area. These villages also contributed their glorious share to the nationalist movement. By 1935 a small group of peasants were being formed in Prappoyil and nearby areas. This group organized local rebellions against the violence of landlords and the barbaric forms of taxation. Under the dynamic leadership of A.V. Kunhambu and N. Subrahmanya Shenoy a well-organized peasant movement was started.\textsuperscript{52}

Though the long cherished freedom was materialized in 1947, the working class was still bearing the yoke of slavery. They had to lead a life of destitution while the granaries of the landlords were full. Losing their patience at the call of hunger, the peasants raided the granaries of the landlords that resulted in the glorious “Nelleduppu” strike.

On the 30\textsuperscript{th} April 1948 about 42 peasants led by K.C. Kunhappan Master met at Munayankunnu to protest against the brutality of the authorities. The Malabar Special Police (MSP) force fired ruthlessly against them and six were thrown to a pit in Padiotchal and were buried there itself. This savagery intensified the rebellious spirit of the peasants. The monument erected to pay homage to these martyrs can be seen in Padiotchal even now.\textsuperscript{53}

The Hindus, the Muslims and the Christians live in relative harmony. The reputed Pulingome ‘Makham’ which is known for Hindu-Muslim amity is situated in this Panchayat. On the eastern side of the Panchayat Kudagu forest of Karnataka begins.

Geographically the Panchayat can be divided into two – the mountainous area extending from Padiotchal to Karnataka forest and the rocky area lying to the west of
Padiotchal. Eight of the fifteen wards in the Panchayat have fertile areas that give a high yield of cash crops. Migration of Christians from the Travancore region to this hilly regions has led to intensification of agriculture and the cultivation of cash crops. This has added to the economic development of these areas where the price of land is quite high. Small towns and commercial centers are fast emerging in this area. However the western areas lag in development where the land is infertile. Added to this there is severe scarcity of water.  

The major crops of the Panchayat include paddy, coconut, areca nut, pepper, rubber, tapioca etc. About 90 percent of the people earn their livelihood from the agricultural sector. There are 36 co-operative ventures in the Panchayat, which suggests that this sector is in a relatively developed stage.

There are 243 small-scale industrial units spread in 25 sectors in this Panchayat. There are two Primary Health Centres and a number of private clinics. There are 23 schools, out of which 8 are High Schools. There are 20 recognised colonies in the Panchayat.

The Panchayat is ruled by UDF. Out of the 8 UDF members 5 belong to Cong(I), 2 to IUML and one to Kerala Congress (Mani). The strength of the UDF could be attributed to the reason that most Travencore migrants are known for their support for Congress and allies. All the seven LDF members belong to CPI(M). The main political parties in the Panchayat are Cong(I), CPI(M), IUML, Kerala Congress (Mani), Kerala Congress (Joseph) and BJP. Political clashes have been reported from this Panchayat quite often.

In the election held in September 1995 out of the total 37810 votes, 29564 votes were polled. From the table we understand that CPI(M) is the largest party, Cong(I) is the second and BJP is the smallest in the Panchayat.
Table 3.4
Strength of Political Parties - Peringome-Vayakkara Panchayat - Election

September 1995

<table>
<thead>
<tr>
<th>Party</th>
<th>Votes</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>CPI(M)</td>
<td>10327</td>
<td>34.93</td>
</tr>
<tr>
<td>Cong(I)</td>
<td>8279</td>
<td>28.00</td>
</tr>
<tr>
<td>IUML</td>
<td>1076</td>
<td>3.64</td>
</tr>
<tr>
<td>BJP</td>
<td>971</td>
<td>3.28</td>
</tr>
<tr>
<td>Independents</td>
<td>7015</td>
<td>23.73</td>
</tr>
<tr>
<td>KC(M)</td>
<td>1337</td>
<td>4.52</td>
</tr>
<tr>
<td>Invalid</td>
<td>559</td>
<td>1.89</td>
</tr>
<tr>
<td>Total</td>
<td>29564</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Office Records, Deputy Collector (Elections), Kannur

The decline in the cultivated land, conversion of paddy fields for cash crops, lack of irrigation facilities, fertilizers and improved varieties of seeds, lack of milk marketing facilities, low voltage electricity, lack of electrification, lack of customer-friendly policies on the part of the banking institutions, underdeveloped nature of primary education, poor infrastructural facilities in schools, lack of technical and higher education facilities, shortage of drinking water and inadequacy of transport were the main development problems identified by the Gram Sabha. 57

There are 27 libraries/ reading rooms in the Panchayat. All the fifteen wards of the Panchayat have either a library or a reading room. Of these three libraries are owned by the Panchayat. Nearly 5000 families in the Panchayat subscribe to a vernacular daily. Associational life in the panchayat is quite vibrant. All the fifteen wards are represented by clubs. The following bar chart shows the distribution of clubs by wards.
There are 27 libraries/ reading rooms in the Panchayat. All the fifteen wards of the Panchayat have either a library or a reading room. Of these three libraries are owned by the Panchayat. Nearly 5000 families in the Panchayat subscribe to a vernacular daily. Associational life in the panchayat is quite vibrant. All the fifteen wards are represented by clubs. The following bar chart shows the distribution of clubs by wards.

![Bar Chart](image)

**Fig 3.3 Distribution of Clubs by wards**


The bar chart shows that there are 85 clubs in the panchayat. As in the Peringome Vayakkara Panchayat, Arts and Sports Club and Reading Rooms are seen in the other two Panchayats also. In Ramanthali there are 50 Arts and Sports Clubs and Cultural Centres and in Kankol-Alappadamba Panchayat there are 45 clubs and 13 Reading rooms. 58
The above account shows that there is some degree of similarity in the nature of development problems experienced by all the three Panchayats. All the three Panchayats have been centres of hectic activity during the freedom struggle and bore witness to a number of landmark events and leaders in the history of freedom struggle in Kerala. It is perhaps the Payyanur region which was the epicentre of the national movement in Kerala. This was a bastion of the congress during the freedom struggle. However, after independence, most of the erstwhile Congress leaders joined the Marxist camp. Associational life is quite intense in all the three Panchayats, particularly in Kankol Alappadamba. But most groups operate under the umbrella of the CPM, often with names such as Red Star Sports and Arts Clubs and Reading Room. Those clubs owing allegiance to the Congress often have names like Priyadarsini attached to them. In other words, we can know the political leanings of most of the members of these clubs by the names of club themselves. But all these clubs are monopolised by men. While in the CPM strongholds, women are relatively free to engage in party work and such work has some respectability among party faithful, they are excluded from the vast networks of associational life that the region boasts of. There are no NGOs other than the pro-CPM Kerala Sastra Sahitya Parishad, which played a crucial role particularly in the literacy campaign. In other words the mediation of the CPM in the arts and sports sector of the three Panchayats is glaringly visible. The children’s associations like Balajanasakhyam sponsored by a vernacular daily and the CPM-sponsored Balasanghom are active in the region. Trade unions like centre of Indian trade union (CITU), Indian National Trade Union Congress (INTUC) and Bharthiya Mazdoor Sangh (BMS) have considerable presence in the three Panchayats. There are also student and youth groups affiliated to different parties.
3.5 Nature and Organisation of the Campaign

When participatory planning is introduced in the campaign mode, it requires elaborate organisation and mobilisation. The Kerala Sastra Sahitya Parishad and local political leaders played a crucial role in organising the campaign in the three Panchayats. The Parishad volunteers had already some familiarity with the organisational aspects of a campaign since they had been involved in the literacy campaign in the late eighties and early nineties. This organisational style was largely translated into the “people’s campaign” also without much difficulty.

Rural Development and Voluntarism

In India, the participation of NGO’s in poverty alleviation and development activities is now widely acknowledged. The Ninth Five-Year Plan (1997-2002) views the role of the government and non-government sector as complementary. As the state cannot do everything, it is imperative that the non-governmental organizations should participate in poverty reduction process. This is obvious because “in almost all states, people perceive bureaucracy as wooden, disinterested in public welfare and corrupt.”

Secondly, given the vast experience of NGOs in local level development and in the sharpening of participatory techniques, they have a key role to play in any scheme for participatory planning. “Keeping in view the rapid increase in the nature, volume, range and diversity of welfare activities, going beyond public and private sectors, the NGO’s have not truly emerged as the third omnibus sector of socio-economic development in India. NGO’s may therefore be called as Associate Government Organisations (AGO’s) in place of NGO’s. AGO’s should associate with government in their work rather than opposing the services of the government.”
In the wake of 73rd Amendment, NGO’s should play a supportive and complementary role to the Panchayats and thus facilitate community participation in development programmes. Hence, there exists enough scope for associating the non-government sector in development sphere. But it is a fact that NGO’s are no panacea for all the ills impairing the development process. They are preferred because they have more accountability to the poor as they work within the people while the official system is yet to be one hundred percent pro-poor. 60

Much has been written on village contribution towards the development process. From the 1st Plan, one essential element was to collect contribution in cash or kind from the beneficiaries as a first step towards self-reliance. By the third plan, ‘voluntary contributions’ in the Community Development Programmes in cash, kind and service have been estimated at about Rs. 100 crores. But this effort at mobilizing resources from the community was given little importance in subsequent plans. In the 5th and 6th Plan there was hardly any mention on raising resources from the community for technical and socio-economic services rendered. In the 7th plan largely through efforts of voluntary agencies an attempt was made to review this idea of raising resources from the community to implement their own programmes.

To achieve better results and reach maximum benefits to the rural poor, there is no denying the fact that voluntary agencies have to upgrade their professional skills and develop some managerial expertise. While the tendency is to depend on people with more theoretical knowledge than practical experience in training and skill development where institutions have become a necessity, there is an obvious need to tap the resources from

(1) Within the voluntary sector

(2) From the people themselves and
(3) From the small percentage of bureaucracy.

**KSSP and Volunteerism**

There are very few NGOs in the three Panchayats. The KSSP is the main NGO in the Panchayat. Being a large NGO with state wide branches, the KSSP has been able to invest considerably in production of training material, publication of material for raising consciousness of the public and also impart training. The KSSP is blessed with not only a large following of committed workers, but also a number of persons with high academic stature and skills. In the three Panchayats under study the KSSP activities alone therefore stands as examples of voluntarism. But other voluntary organizations and non-governmental organizations in the state have not shown much involvement in the people’s campaign. KSSP is the most influential and functional agency in implementing People’s Campaign Programme in Kerala. Though legally an NGO, it is quite different from other conventionally run of the mill, non-governmental organizations. It was formed in 1962 as a Forum for Science Writers in Malayalam. The senior activists of KSSP later realized that Science and Technology lives not so much in the pages of books, not in the spoken or printed words, but at the tips of hands in the process of production of goods and services in agriculture, animal husbandry, village industries, and modern industries.

If science knowledge is to help people, one has to consciously apply science and technology to productive activities. It was in consonance with this understanding that KSSP realized the necessity of working in rural areas where the major part of production is taking place. The KSSP was convinced that unless the people become ready to assume power and acquire the skills to handle authority, there would not be any change in the state of affairs. And so it continued its efforts with renewed vigour, to enable the people to take power in their hands. KSSP set out to organize
discussions on rural development in each Panchayat. It was in this context that the Rural Science Jathas or marches were organized during 1979-82. 62

In 1984, KSSP published a document entitled “Rural Development”. It was an incisive critique on the 37 years of the post independent Indian Development policies and the methods of implementation. In 1986 March, the General Council of the KSSP took a decision to make Kerala totally literate in 5 years and to make a programme of action for the same. It was in fact only a continuation of the literacy work of 1977-79 though with a long break. As an exemplary work KSSP has made a district in Kerala, Ernakulam totally literate with the help of 15000 volunteers. On the 4th February of 1990, Ernakulam was declared as the first totally literate district in India. On the same day, the 4th of February, the Kerala Total Literacy Campaign was inaugurated and on the 18th of April 1991, Kerala was declared totally literate.

For KSSP, the literacy campaign gave an opportunity to take its concept of development into the mainstream of society. Another field of activity that was undertaken by the KSSP was the initiation in the preparation of Panchayat Resource Mapping.

KSSP also formulated a two-year long action research programme to prepare comprehensive development plans for five Panchayats in Kerala with the active participation of the people and also to help these Panchayats to implement various projects. This is known as participatory and sustainable Panchayat Level Development Planning or shortly PLDP.

This project was initiated in 1996. Initially three broad areas of development were selected. A number of state level training camps, involving representatives from more than 20 Panchayats were organized in the initial months. The areas were
1) Land and water management
2) Health
3) Education

On all these subjects, Panchayat level training camps too were organized and about a dozen hand books like Guide to Panchayat Development, Guide to Secondary Data Collection, Guide to Writing of Local History, Approach to Agricultural Development, Soil Water Management, Environmental Cleanliness etc. were published as part of this programme. Protection of Silent Valley in Kerala, Total Literacy Campaign, Preparation of Panchayat Resource Map, Creation of Scientific outlook among the people are the major contributions of this organization. For these diversified actions many awards were received, namely, Vikram Sarabhai Award, Indira Paryavaran Puraskar, Global 500 Roll of honour and King Seemoj Literacy Prize. It was these activities, both the human resources and the study materials that acted as the spring board to the people’s planning campaign in Kerala.

3.6 Key Players of the Plan Campaign

The first step in the planning process was to identify the resource persons. A key resource person (KRP) from each of the three Panchayats first underwent state level training. This was followed by training for the District level resource persons or DRPs. All the three Panchayats held preparatory meetings in 1996 before the campaign was organised. It may be noted that unlike in most Panchayats in the state, in none of the three Panchayats, Grama Sabha had been convened before the “plan campaign”. Hence the convening of special Gram Sabhas amounted also to the inauguration of the Gram Sabhas in the three Panchayats.
Although the Planning Board had suggested that women and SCs should be given special consideration for representation among the resource persons, in none of the three Panchayats, these categories could get themselves represented at the level of KRP and DRP.

### Table 3.5

**Profile of the Resource Persons of the three Panchayats**

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Ramanthali Panchayat</th>
<th>Kankol-Alappadamba Panchayat</th>
<th>Peringome-Vayakkara Panchayat</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total No. of KRP+DRPs</td>
<td>1+2=3</td>
<td>1+10=11</td>
<td>1+9=10</td>
</tr>
<tr>
<td>Average age of KRP/DRPs</td>
<td>35</td>
<td>38</td>
<td>40</td>
</tr>
<tr>
<td>Average annual income</td>
<td>71,000</td>
<td>63,600</td>
<td>55,400</td>
</tr>
<tr>
<td>Total No. of LRP</td>
<td>35</td>
<td>40</td>
<td>60</td>
</tr>
<tr>
<td>LRP below 40 years</td>
<td>54.28%</td>
<td>52.50%</td>
<td>55%</td>
</tr>
<tr>
<td>Average annual income of LRP in Rs</td>
<td>40,525</td>
<td>42,250</td>
<td>42,500</td>
</tr>
<tr>
<td>Percentage of women among Resource Persons</td>
<td>14.29</td>
<td>10.00</td>
<td>8.33</td>
</tr>
<tr>
<td>Percentage of SC members among Resource Persons</td>
<td>2.63</td>
<td>1.96</td>
<td>2.85</td>
</tr>
<tr>
<td>Percentage of Teachers among all three types of Resource Persons</td>
<td>44.74</td>
<td>33.33</td>
<td>37.14</td>
</tr>
<tr>
<td>Association of KRP/DRP with KSSP and Literacy Campaign</td>
<td>100%</td>
<td>100%</td>
<td>50%</td>
</tr>
<tr>
<td>LRP having previous social activities</td>
<td>77.14</td>
<td>75.00</td>
<td>60.00</td>
</tr>
</tbody>
</table>

Source: Survey of the Resources Persons of the three Panchayats

An analysis of the different characteristics of the resource persons is shown in the above table. The total number of KRP/DRPs in the Ramanthali, Kankol-Alappadamba and Peringome-Vayakkara were 3, 11 and 10 respectively. The
average age of the KRP/DRPs was 35, 38 and 40 respectively and the average income was Rs. 71,000, Rs. 63,600 and Rs. 55,400. Total number of LRP s in Ramanthali, Kankol-Alappadamba and Peringome-Vayakkara Panchayats were 35, 40 and 60 respectively. LRP s below 40 years in Ramanthali Panchayat constituted 54.28 percent, in Kankol-Alappadamba Panchayat 52.50 percent and in Peringome-Vayakkara Panchayat 55 percent. The average income of the LRP s was also Rs. 40,525, Rs. 42,250 and Rs. 42,500 respectively.

Percentage of women among Resource Persons was 14.29 in Ramanthali, 10 in Kankol-Alappadamba and 8.33 in Peringome-Vayakkara Panchayats and that of SC members was 2.63, 1.96 and 2.85 respectively. Teachers were actively involved in the people’s campaign and in the Ramanthali Panchayat they constituted 44.74 percent, in Kankol-Alappadamba 33.33 percent and in Peringome-Vayakkara 37.14 percent. Association of KRP/LRP with KSSP and Literacy Campaign was 100 percent in both Ramanthali and Kankol-Alappadamba Panchayats and 50 percent in Peringome-Vayakkara Panchayat and the LRP s having previous association with social activities were 77.14, 75 and 60 percent respectively.

The key players of the people’s campaign were the KRP s, DRPs and LRP s of the Panchayat. Majority of them had previous experience in social activities and were specifically involved in KSSP activities and Literacy Campaign.

Since the people campaign was introduced by the LDF government in Kerala, the major party of the front, CPI(M) and its labour organization, Centre of Indian Trade Unions (CITU) and its students organization Students Federation of India (SFI) had put their heart and soul in making this programme a great success.
Profile of the Resource Persons of Ramanthali Panchayat

There are one KRP and two DRPs in the Panchayat who are all teachers. All are males. All the three belong to Hindu community. They are members of Kerala State Teachers Association (KSTA) and KSSP. The KRP was the Assistant Project Officer of Literacy Campaign and the two DRPs were Master Trainees. The average income of the KRP and DRPs is Rs. 71,000/- and age is 35. There are 35 LRPs who were later absorbed as Task Force members. Out of 35 LRPs, 5 are women. 1 member belongs to SC. The age groups of the LRPs are given in the table.

Table 3.6
Age Group of LRPs

<table>
<thead>
<tr>
<th>Age group</th>
<th>No. of LRPs</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>18 – 25</td>
<td>2</td>
<td>5.71</td>
</tr>
<tr>
<td>26 – 40</td>
<td>17</td>
<td>48.57</td>
</tr>
<tr>
<td>40 – 45</td>
<td>10</td>
<td>28.57</td>
</tr>
<tr>
<td>Above 45</td>
<td>6</td>
<td>17.14</td>
</tr>
<tr>
<td>Total</td>
<td>35</td>
<td>99.99</td>
</tr>
</tbody>
</table>

Source: Survey of the Resources Persons

54.28 percent of the LRPs belong to the youth group and the other half belong to the middle aged and above group.

Regarding the Educational level 40 percent of the LRPs are Graduates, 5.71 percent are post-graduates and 48.57 percent have SSLC and above education. It is shown in the table. 66
Table 3.7
Educational level of LRPCs of Ramanthali

<table>
<thead>
<tr>
<th>Category</th>
<th>No. of LRPCs</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Post Graduates</td>
<td>2</td>
<td>5.71</td>
</tr>
<tr>
<td>Graduates</td>
<td>14</td>
<td>40.00</td>
</tr>
<tr>
<td>SSLC and above</td>
<td>17</td>
<td>48.57</td>
</tr>
<tr>
<td>Below SSLC</td>
<td>2</td>
<td>5.71</td>
</tr>
<tr>
<td>Total</td>
<td>35</td>
<td>99.99</td>
</tr>
</tbody>
</table>

Source: Survey of the Resources Persons

Out of the 35 LRPCs, 71.42 percent are Hindus, 22.86 percent Muslims and 5.71 percent Christians.

Table 3.8
Religious Profile of LRPCs

<table>
<thead>
<tr>
<th>Religion</th>
<th>No. of LRPCs</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hindu</td>
<td>25</td>
<td>71.42</td>
</tr>
<tr>
<td>Muslims</td>
<td>8</td>
<td>22.86</td>
</tr>
<tr>
<td>Christians</td>
<td>2</td>
<td>5.71</td>
</tr>
<tr>
<td>Total</td>
<td>35</td>
<td>99.99</td>
</tr>
</tbody>
</table>

Source: Survey of the Resources Persons

8 LRPCs are strong workers of KSSP and 19 are active workers of Literacy Campaign. The remaining 8 of the total 35 LRPCs had no previous experience in Literacy Campaign or any other social activities. The average income of the LRPCs is Rs. 40,525.

Kankol-Alappadamba Panchayat

In the Kankol-Alappadamba Panchayat there are one KRP and 10 DRPs and 40 LRPCs. The KRP and DRPs are all males and belong to Hindu community. The KRP aged 35 is a state government employee and is a graduate. He is a member and
a strong worker of KSSP and also an active worker of literacy campaign in the Panchayat.

Out of the 10 DRPs, 5 are teachers, one a retired Deputy Director of Collegiate Education and the other four are state government employees. The average annual income of the KRP/DRPs is Rs. 63,600 /- and age is 38. All are members of KSSP and were actively involved in literacy campaign. All the DRPs belong to the CPI(M).

There are 40 LRP s who were later made Task Force members of the Panchayat. Out of the 40 LRP s 4 are women. One of the LRP s belongs to SC. The average income of the LRP s is Rs. 42,250.

As shown in the table below, 52.50 percent of the LRP s come under the youth group.

<table>
<thead>
<tr>
<th>Age group</th>
<th>No. of LRP s</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>18 – 25</td>
<td>2</td>
<td>5.00</td>
</tr>
<tr>
<td>26 – 40</td>
<td>19</td>
<td>47.50</td>
</tr>
<tr>
<td>40 – 45</td>
<td>10</td>
<td>25.00</td>
</tr>
<tr>
<td>Above 45</td>
<td>9</td>
<td>22.50</td>
</tr>
<tr>
<td>Total</td>
<td>40</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Source: Survey of the Resources Persons

From the Educational point of view 7.50 percent are post graduates, 30 percent are graduates and 57.50 percent are persons with SSLC and above. The table given below illustrates it.
Table 3.10

Education Level of LRP's

<table>
<thead>
<tr>
<th>Category</th>
<th>No. of LRP</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Post Graduates</td>
<td>3</td>
<td>7.50</td>
</tr>
<tr>
<td>Graduates</td>
<td>12</td>
<td>30.00</td>
</tr>
<tr>
<td>SSLC and above</td>
<td>23</td>
<td>57.50</td>
</tr>
<tr>
<td>Below SSLC</td>
<td>2</td>
<td>5.00</td>
</tr>
<tr>
<td>Total</td>
<td>40</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Source: Survey of the Resources Persons

All the members of the LRP's belong to the Hindu religion. Out of the LRP's 16 are active workers of KSSP. 14 LRP's were actively involved in Literacy Campaign. 10 members had no previous experience in social work.

Peringome-Vayakkara Panchayat

In the Peringome-Vayakkara Panchayat there are one KRP and 9 DRPs who are all males. The KRP is a graduate who was the retired secretary of the Panchayat. He is the convenor of the people's campaign in the Panchayat and an active worker of KSSP and CPI(M). He was also very much involved in literacy campaign. He is a Christian.

Out of the 9 DRPs 6 are Hindus, 2 are Christians and one is a Muslim. The average income of the KRP/DRPs is Rs. 55,400 and age is 40. Out of the 9 DRPs, 8 are teachers and one is a Co-operative Bank Clerk. Five DRPs were actively involved in Literacy Campaign.
There are 60 LRP\'s out of which 5 are women. Out of the LRP\'s 2 belong to SC. All the LRP\'s were later absorbed as Task Force members. The average income of the LRP\'s was Rs. 42,500 /-.

More than half of the LRP\'s are youths and they constituted 55.00 percent. The details are shown in the table.

**Table 3.11**

*Age group of LRP\'s*

<table>
<thead>
<tr>
<th>Age group</th>
<th>No. of LRP's</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>18 - 25</td>
<td>3</td>
<td>5.00</td>
</tr>
<tr>
<td>26 - 40</td>
<td>30</td>
<td>50.00</td>
</tr>
<tr>
<td>40 - 45</td>
<td>19</td>
<td>31.67</td>
</tr>
<tr>
<td>Above 45</td>
<td>8</td>
<td>13.33</td>
</tr>
<tr>
<td>Total</td>
<td>60</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Source: Survey of the Resources Persons

Out of the 60 LRP\'s, 5 percent are post graduates, 30 percent are graduates and 56.66 percent have SSLC and above educational background. This is illustrated in the table.

**Table 3.12**

*Educational level of LRP\'s*

<table>
<thead>
<tr>
<th>Category</th>
<th>No. of LRP's</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Post Graduates</td>
<td>5</td>
<td>8.33</td>
</tr>
<tr>
<td>Graduates</td>
<td>18</td>
<td>30.00</td>
</tr>
<tr>
<td>SSLC and above</td>
<td>34</td>
<td>56.66</td>
</tr>
<tr>
<td>Below SSLC</td>
<td>3</td>
<td>5.00</td>
</tr>
<tr>
<td>Total</td>
<td>60</td>
<td>99.99</td>
</tr>
</tbody>
</table>

Source: Survey of the Resources Persons
Regarding religion, out of the 60 LRPs, 39 are Hindus, 4 are Muslims and 17 are Christians as shown in the table.

<table>
<thead>
<tr>
<th>Religion</th>
<th>No. of LRPs</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hindus</td>
<td>39</td>
<td>65.00</td>
</tr>
<tr>
<td>Muslims</td>
<td>4</td>
<td>6.66</td>
</tr>
<tr>
<td>Christians</td>
<td>17</td>
<td>28.33</td>
</tr>
<tr>
<td>Total</td>
<td>60</td>
<td>99.99</td>
</tr>
</tbody>
</table>

Source: Survey of the Resources Persons

Sixteen LRPs were strong workers of KSSP and 20 were Literacy Campaign workers. 24 LRPs had no previous experience in social work.

Of the 162 persons who were associated directly with the preparation of the development report, only 8 persons or 4.93 percent alone were women. In Ramanthali Panchayat only one out of the 35 persons who prepared the report was a woman, which comes to 3 percent of the total. In Kankol Alappadamaba, out of the 95 members 88 or 93 percent were males. In Peringome- Vayakkara none of the 32 members involved in the preparation of the development report was a woman.

3.7 How the Campaign was Organized?

Ramanthali Panchayat

As a preliminary step towards the implementation of people’s campaign six persons were sent to District Level Training at the Extension Training Centre at Taliparamba. A workshop was held on 12-09-96 for training resource persons at the village level. Forty five persons participated in the workshop. From 21st October to
6th November 1996, special Grama Sabhas were held at the different wards of the Panchayat after giving due publicity through mike announcements. A total of 1305 or 8.96 percent of the total voters participated in it. Since this was the first Gram Sabha in the history of the Panchayat, people were also curious to know what it was all about. After the Grama Sabhas were held, secondary data were collected from semi-government and government institutions by groups of people entrusted with the task by the Gram Sabha.69

A study of local geography and natural resources of the Panchayat was held on 23rd October 1996 by seven groups using Rapid Rural Appraisal Techniques. Rapid Rural Appraisal is a process to learn about rural conditions in an intensive iterative and expeditious manner. PRA employs the techniques of RRA but with emphasis on participation of the local population.70

A secondary phase of District Level Training was held at Government UP School, Kunhimangalam in which 9 members participated. The second phase of the village level training for the resource persons was held in the workshop held on 29th October 1996 in which 68 members participated. As per the decisions taken in the workshop, a socio-economic survey and a development report was prepared and it was approved by the Panchayat committee on 15-01-1996.

The development report was approved in the development seminar held on 30th November 1996 which consisted of 84 pages. The development report was prepared by a committee of 35 in which 34 were males. This is a clear indication that in the preparation of the development report, the women folk could not be adequately represented.
In general, a development report has two main parts. Part I has three chapters which are general in nature and they are the following.

1. *Introduction to the Panchayat and peoples planning.*
2. *Socio-economic history*
3. *Geo-physical conditions and human resources.*

Part II consists of 12 chapters giving the present status, problems and development projects of 12 sectors as mentioned in Chapter II.

The above 12 chapters dealing with the different development sectors constitute the core of the Panchayat development report. Each of these chapters consists of four parts.

1. An account of the development and transformation of the sector since independence and analysis of the present status, if possible, on a quantitative basis.

2. A review of development schemes recently completed or currently being implemented in the sector.

3. A list of the development problems to be solved in the sector.

4. A list of the solutions or proposals. 71

A development seminar was conducted and it was attended by 240 persons. Out of these 62 were women and 21 were Scheduled Caste members. Most of the delegates were from Gram Sabha. Even though it was recommended that two delegates should be selected from each subject group, one male and one female, the participation of women could not be ensured along expected lines.
The development seminar provided the Panchayat with a list of recommendations regarding what to do in each development sector. The task forces formed at the development seminar prepared projects to carry out these recommendations.

In the task force for agricultural sector, there were 12 members, out of which the chairman was the only woman, who was also the Panchayat president. For the animal husbandry sector there were 10 members out of which 2 were women. In fisheries and industries sector, there were 11 and 12 members respectively who were all men. In the social welfare sector there were 12 members out of which 7 were women. In the drinking water sector there were 12 members in which there was a woman member who was a ward member of the Panchayat. In education, culture and sports sectors there were 12 members each, but all were men. In the health sector, there were 11 members, but only one woman. In the women’s welfare sector, out of the 12 members, 8 were women, and in the resource mobilization sector, the chairman, who was the ward member, was the only woman member. This is clear from the following table.
Table 3.14
Gender Composition of Task Force Committee

<table>
<thead>
<tr>
<th>Task Force Sector</th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
<th>% of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Agriculture</td>
<td>11</td>
<td>1</td>
<td>12</td>
<td>8.33</td>
</tr>
<tr>
<td>2. Animal husbandry</td>
<td>10</td>
<td>2</td>
<td>12</td>
<td>16.66</td>
</tr>
<tr>
<td>3. Fisheries</td>
<td>11</td>
<td>--</td>
<td>11</td>
<td>0.00</td>
</tr>
<tr>
<td>4. Industry &amp; Energy</td>
<td>12</td>
<td>--</td>
<td>12</td>
<td>0.00</td>
</tr>
<tr>
<td>5. Social Welfare</td>
<td>5</td>
<td>7</td>
<td>12</td>
<td>58.33</td>
</tr>
<tr>
<td>6. Drinking water</td>
<td>11</td>
<td>1</td>
<td>12</td>
<td>8.33</td>
</tr>
<tr>
<td>7. Education, Culture &amp;</td>
<td>12</td>
<td>--</td>
<td>12</td>
<td>0.00</td>
</tr>
<tr>
<td>Sports</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Transport</td>
<td>12</td>
<td>--</td>
<td>12</td>
<td>0.00</td>
</tr>
<tr>
<td>9. SC/ST</td>
<td>8</td>
<td>4</td>
<td>12</td>
<td>33.3</td>
</tr>
<tr>
<td>10. Health</td>
<td>11</td>
<td>1</td>
<td>12</td>
<td>8.33</td>
</tr>
<tr>
<td>11. Women Welfare</td>
<td>4</td>
<td>8</td>
<td>12</td>
<td>66.66</td>
</tr>
<tr>
<td>12. Resource Mobilisation</td>
<td>11</td>
<td>1</td>
<td>12</td>
<td>8.33</td>
</tr>
<tr>
<td>Total</td>
<td>118</td>
<td>25</td>
<td>143</td>
<td>21.19</td>
</tr>
</tbody>
</table>

Source: Minutes of Task Force Committee

In four sectors there were no women members at all and in other sectors there were women members for namesake. Altogether, among the 143 members of the task forces, only 25 were women, and that comes to only 21.19 percent. Except the officials of the task forces and ward members, all other members of the task forces were party workers and members of Kerala Sasthra Sahithya Parishad.

Every project proposal had eight parts. They are rationale, objectives, beneficiaries, activities, organisation, financial analysis, monitoring and expected results. The only way to achieve financial discipline and transparency was to insist on detailed project proposals. It is to be noted that the task forces prepared projects keeping largely in view the desires of the elected representatives. 73
Every plan document was to have eight chapters.

1. Introduction
2. Development strategy
3. Pattern of Finance
4. Projects by sector
5. Integrated programmes
6. Programmes for Scheduled Caste and Scheduled Tribes
7. Programmes for women’s development
8. The Monitoring system

These projects prepared by the task forces and proposed by Gram Sabhas were prioritized and incorporated into the plan document of the Panchayats keeping in mind the sectoral allocation for the Panchayat. Certain schemes were integrated in the plan keeping in mind the guidelines given by the state and central governments. These plans prepared by the Panchayat were forwarded to Block and District Panchayats for discussion, consolidation and integration. On approval of the plan by the District Planning Committee, on the basis of certification by plan appraisal team (BLEC), fund was released. Thus the people’s campaign was launched precisely to avoid such tradition of top-down planning and create genuine bottom-up planning. It was the same pattern in the preparation of projects and its implementation throughout the three years.

Kankol-Alappadamba Panchayat

For the implementation of people’s campaign preliminary and participatory measures were undertaken. On 07-09-96 a meeting was held to think about convening a first phase workshop. The first phase workshop was held on 13-09-1996 in which 104 people participated. On 20-07-96 a combined meeting of officials of the Panchayat, DRPs and Panchayat members was held. From 21-09-96 to 02-10-96
special Gram Sabhas were held in which the strength varied from 117 to 336. On 25-09-96, meetings of LRPs and DRPs were held.

On 30-09-96 secondary data were collected and personal interviews were held. On 04-10-96 a Panchayat study tour was held. On 07-10-96 a meeting was held to chalk out plans for resource collection. On 22-10-96, 250 squads conducted a socio-economic survey.

On 30-10-96 the second phase of workshop was held. Various pieces of information that were collected were handed over to the president for preparing the development report. On 03-10-96, a meeting of the convenors of different subject groups was held. On 05-10-96 separate subject group meetings were conducted. On 06-11-1996 a meeting was held to convene a Panchayat Development Seminar and on 17-11-96 a procession was held conveying the message of planning. The Panchayat Development Seminar was thus held and the development report was approved.

The development report consists of 122 pages. It was prepared by a committee of 95 members. Out of the 95 members, 88 were males. So in the preparation of the report, women were not adequately represented.

A list of recommendations came from the development seminar on what development activities are to be taken in the Panchayat. On the basis of these proposals, task forces were formed for the preparation of projects.

In the task force for agricultural sector, there were 13 members, in the animal husbandry sector, 11 members, in the industries sector 13 members, in transport and housing sector 15 members, in the health and social welfare sector 11 members, in the women welfare sector 11 members, in the scheduled caste sector 10 members and in
co-operation sector 13 members. In the women welfare sector there were 5 women out of the total 11 and in all other sectors there was only one woman each.\textsuperscript{75}

Table 3.15

Gender Composition of the Task Forces – Kankol-Alappadamba Panchayat

<table>
<thead>
<tr>
<th>Task Force Sector</th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
<th>% of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Agriculture</td>
<td>12</td>
<td>1</td>
<td>13</td>
<td>7.69</td>
</tr>
<tr>
<td>2. Animal husbandry</td>
<td>10</td>
<td>1</td>
<td>11</td>
<td>9.09</td>
</tr>
<tr>
<td>3. Industrial sector</td>
<td>12</td>
<td>1</td>
<td>13</td>
<td>7.69</td>
</tr>
<tr>
<td>4. Transport and housing</td>
<td>14</td>
<td>1</td>
<td>15</td>
<td>6.67</td>
</tr>
<tr>
<td>5. Health and Social Welfare</td>
<td>10</td>
<td>1</td>
<td>11</td>
<td>9.09</td>
</tr>
<tr>
<td>6. Women welfare</td>
<td>6</td>
<td>5</td>
<td>11</td>
<td>45.45</td>
</tr>
<tr>
<td>7. Scheduled Caste Welfare</td>
<td>9</td>
<td>1</td>
<td>10</td>
<td>10.00</td>
</tr>
<tr>
<td>8. Co-operative Sector</td>
<td>12</td>
<td>1</td>
<td>13</td>
<td>7.69</td>
</tr>
<tr>
<td>Total</td>
<td>85</td>
<td>12</td>
<td>97</td>
<td>12.37</td>
</tr>
</tbody>
</table>

Source: Minutes of Task Force Committee

From the above table we understand that out of the total 97 members only 12 (12.37\% ) were women.

The projects prepared by the task forces were placed before Gram Sabha. The projects passed by the Gram Sabhas were then incorporated into plan documents, integrating the central and state schemes. These plans as usual were sent to the BLEC for appraisal, and subsequently for integration and consideration by the Block Panchayat and the District Panchayat. After getting the approval of the District Planning Committee, funds were released and the projects were implemented. This was the same practice throughout the 3 years.
Peringome- Vayakkara Panchayat

Planning activities were started in the Panchayat with a meeting of the Panchayat body. On September 3rd, 4th and 5th the first phase of the workshop of the District Resource Persons was held at Taliparamba. On 7th September, the first phase of the workshop of the Panchayat Resource Persons was held at Peringome. From 15-09-96 to 20-10-96 special Gram Sabhas were held in the wards 1 to 15. On 5th October 1996 a seminar of resource persons was held and also the work of collecting secondary data was initiated on 8th October 1996. Study tours were also held across the Panchayat.

The second phase of workshop for District Resource Persons was held at Kunhimangalam on 25th, 26th and 27th of October 1996. The second phase of one-day workshop of Panchayat Resource Persons was held on 30-10-96. A socio-economic survey was started on 04-11-1996. Gram Sabha proposals were codified on 05-11-96. On 19-11-1996 a meeting of the officers connected with the people’s campaign was held at Peringome. The data of the socio-economic survey were codified on 21-11-1996. The preliminary works related to Development Report was started on 23-11-1996. The Development Report was thus submitted to the Panchayat body on 26-11-1996. The Panchayat Administrative body accepted the Development Report on 28-11-1996. On 29-11-96 a committee meeting for conducting Development Seminar was held and the Development Seminar was finally held on 09-12-1996. 76

The development report consists of 108 pages and 32 members were involved in its preparation. All the members were males. This committee had completely neglected the womenfolk while giving shape to the development report of the Panchayat.
The task forces formed at the Development Seminar gave shape to the projects. In the task force for agriculture there were 15 members, in the Animal Husbandry 10 members, in Industry 9 members. In all these sectors there were no women members. In the Health Sector there were 12 members out of which two were women. In the Education Sector all the 14 members were males. In the Women Welfare Task Force, there were one man and 9 women. In the Transport and Housing Task Force, there were 12 members who were all males and in the scheduled caste and scheduled tribe task force there were 16 members out of which there was only one woman.77

The table given below shows that out of the total 99 members there were only 12 females (12.12%).

**Table 3.16**

**Gender Composition of Task Forces – Peringome-Vayakkara Panchayat**

<table>
<thead>
<tr>
<th>Task Force Sector</th>
<th>Men</th>
<th>Women</th>
<th>Total</th>
<th>% of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>15</td>
<td>--</td>
<td>15</td>
<td>00</td>
</tr>
<tr>
<td>Animal Husbandry</td>
<td>10</td>
<td>--</td>
<td>10</td>
<td>00</td>
</tr>
<tr>
<td>Industry</td>
<td>9</td>
<td>--</td>
<td>9</td>
<td>00</td>
</tr>
<tr>
<td>Health</td>
<td>10</td>
<td>2</td>
<td>12</td>
<td>16.66</td>
</tr>
<tr>
<td>Education</td>
<td>14</td>
<td>--</td>
<td>14</td>
<td>00</td>
</tr>
<tr>
<td>Women Welfare</td>
<td>1</td>
<td>9</td>
<td>10</td>
<td>90</td>
</tr>
<tr>
<td>Transport &amp; Housing</td>
<td>12</td>
<td>--</td>
<td>12</td>
<td>00</td>
</tr>
<tr>
<td>SC/ST</td>
<td>16</td>
<td>1</td>
<td>17</td>
<td>5.88</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>87</td>
<td>12</td>
<td>99</td>
<td>12.12</td>
</tr>
</tbody>
</table>

Source: Minutes of Task Force Committee

As in the case of other Panchayats, the projects were placed before the Gram Sabha and with the consent of the Gram Sabha plan documents were prepared integrating state and central schemes. After the appraisal of the projects and
integration and consolidation of the projects with Block Panchayat and District Panchayat, the District Planning Committee approved the projects and funds were released. The projects were later implemented and the same practice was continued throughout the three years.

In Ramanthali, in the first year, there were a large number of individual beneficiaries since supply of cows, goats, chicks and low voltage lamps constituted a major component of the projects. 78

In the first year, projects were shared more or less equally among the wards of the Panchayat. Every elected member wanted a share from every possible project for his/her ward. And also, agricultural sector was not given much importance, whereas in the infrastructure sector, a good amount was spent. The failure to integrate the central and state schemes into the local plans was a major weakness of the annual plan for 1997-98. A basic approach of the decentralized planning is that the centrally sponsored schemes must be integrated into the local plans to avoid duplication and gaps and thus improve the effectiveness. The rigidity of the norms laid down by the center for centrally sponsored schemes and the existing organizational structure for implementation hinder the formulation of integrated local plan. 79

In the Ramanthali Panchayat and Kankol-Alappadamba Panchayat, in 1997-98 and 1998-99, no amount in the Centrally Sponsored Scheme (CSS) was integrated in the plan. But in 1999-2000 Rs.167,000 and Rs.187,000 in Ramanthali and Kankol-Alappadamba Panchayats respectively were integrated in the plan from Centrally Sponsored Schemes (CSS). In Peringome-Vayakkara Panchayat no amount from CSS was integrated in 1997-98 whereas in 1998-99 Rs.200000 and in 1999-2000 Rs.296,550 were integrated in the local plan.
Another defect in the 1997-98 plan was the lack of integration of projects across department and tiers. There is need for co-ordination of plans of the different tiers of local bodies and the state governments. The absence of such co-ordination led to duplication. In the area of housing and distribution of milch animals, this has happened. \(^{80}\)

A serious problem in 1997-98 was the non-co-operation of the commercial banks with the people's campaign. The financial contribution of the co-operative sector was only a negligible part of the expected share from the commercial banks. The co-operative credit system plays a much larger role than the commercial banks in financing the agricultural and small-scale productive sectors. \(^{81}\)

There was no concerted effort during first year to co-ordinate the co-operative movement in the region and the local planning process. In Ramanthali Panchayat no amount was allotted by the co-operative institutions in 1997-98 whereas an amount of Rs.264000 was integrated in 1998-99 and Rs.530,500 in 1999-2000. In Kankol-Alappadamba Panchayat in 1997-98 Rs.289755, in 1998-99 Rs. 475,500 and 1999-2000 Rs.15,6,5500 were integrated from the cooperative institutions. But in Peringome –Vayakkara in 1997-98 Rs.40000 was integrated from co-operative institutions, whereas in 1998-99 and 1999-2000 no amount was available. \(^{82}\)

The Panchayat has attempted to tap larger resources through voluntary labour and donations. Contribution from the beneficiaries also was another source. Contributions from beneficiaries were exaggerated either to magnify the rate of subsidy or to artificially inflate the plan outlay. The subsidy rates in many plans were much higher than those of state government departments. There was a tendency to show an increased rate of subsidy in the projects. As a result the government made a
revision of subsidy rate following a discussion held with representatives of local bodies. It was a rate higher than the prevalent rate in state government schemes.

Ramanthali Panchayat had not envisaged any amount as coming in the form of voluntary service or donation for the years 1997-98, 1998-99 and 1999-2000. However, the Panchayat received Rs. 89,600 as beneficiary contribution for the year 1997-98. But during 1998-99 and 99-2000, no amount was received as beneficiary contribution.

Kankol-Alappadamba Panchayat on the other hand received Rs. 129230 in 1997-98, 1087087 in 1998-99 and Rs. 476223 in 1999-2000, as voluntary service/donation. The beneficiary contribution received during the corresponding period was Rs. 1259060, Rs. 2398415 and Rs 1932470 respectively.

Peringome-Vayakkara Panchayat has not received any amount in the form of voluntary service/donation for the year 1997-98, 1998-99 and 1999-2000, whereas it received beneficiary contribution of Rs. 528339, Rs. 884711 and Rs. 1762068 respectively during the corresponding period.

The service sector occupy the most prominent position in the investment profile of the Panchayats except Ramanthali Panchayat. In the case of Kankol-Alappadamba Panchayat, 80.68% of the plan fund for 1997-98 was spent for service sector. In the Peringome-Vayakkara Panchayat 33.57% of the plan fund for 1997-98 was spent for service sector.

In the initial phase simple projects not requiring technical sanctions were taken up for implementation by the Panchayats. Beneficiary schemes were utilized for patronage by local political parties. But the Kerala High Court on 4th April 1997 ruled that the Panchayat was no selecting authority but only approving authorities in
the case of beneficiary selection. So after 2nd October 1997, Gram Sabha became the legitimate body to select beneficiaries.  

In the first year infrastructure sector was given much importance, whereas it was stipulated to spend at least 40 percent for production sector and not more than 30 in infrastructure. Also 10 percent for women was made a mandatory requirement from the second year onwards.

In the absence of a comprehensive district plan, certain functional divisions in the types of projects that could be taken up by the different tiers of local bodies were included in the guidelines.  

The individual beneficiary oriented asset distribution programme was confined to the Grama Panchayats. Distribution of houses and house sites alone was exempted from this general rule. The District Panchayat was to confine itself to link roads of more than eight metres in width. Block Panchayats could not take up roads of less than six metres of width.

Minor irrigation projects for less than five hectares in area were to be undertaken only by Gram Panchayat. With respect to hospitals and schools, the Panchayats were asked to concentrate on those institutions that came directly under their control. Programmes for the improvement of infrastructure facilities in these institutions might be undertaken by any tier. However, the control of assets so created would rest with the tier that was legally responsible for the institutions.

The Panchayats were asked to earmark funds for nutrition in the Integrated Child Development Scheme (ICDS) programme. Anganwadis had been transferred to the Panchayats. It was instructed by the Planning Board that Panchayats were to
provide funds for erecting large notice boards in every ward for displaying the decisions of the Gram Sabhas and details of the projects being undertaken.  

In the second year, items like umbrellas, footwear, clothes, financial help for marriages and tools and cooking vessels was banned. In the case of SCs and STs, subsidy to the tune of 75 percent could be given in respect of asset distribution for self-employment. For the general categories who are below poverty line, this was restricted to 50 percent and, for all others, 25 percent. The subsidy for chemical pesticides was banned and limits were imposed on the subsidy for certain agricultural inputs. In the second year, strict instructions were given to integrate centrally sponsored programmes with those of local bodies.

In 1998-99 task forces were expected to play a leading role in organizing the Gram Sabhas and development seminars in addition to drawing up project proposals. The task force for each sector was to submit a list of recommendations to be included in the plan to the committee of the Panchayats.

In 1998-99 conscious attempt was made to involve the department officials and non-officials experts in the training programmes right from the beginning and steps were taken to give specialized subject training. It was in this year that a hand book titled ‘Asoothrana Sahayi No.1” was prepared by the State Planning Baord. Thirteen such handbooks were prepared in all.

3.8 Conclusion

This chapter has provided a general socio-economic overview of the study area and the way in which the “people’s campaign” has been organized in the individual Panchayats. School teachers constituted a key influential group of resource persons in the 3 Panchayats who assisted the Panchayats with the
preparation of development report, holding of Gram Sabhas, preparing projects, and various other aspects of the planning process. The intensity of associational life in the Panchayat also played a facilitating role. However, lady teachers did not find much place in the organisation of the process even though they roughly match the male teachers in terms of number in the 3 Panchayats. Overall, the women seemed to have played a very passive role in the organizational aspect of the “campaign”. The supporters of the CPI(M) and its mass and class organizations were found to be very active in the campaign in all three Panchayats.
Notes and References


6. Data gathered from the District Employment Officer, Kannur.


8. District Handbook of Kerala, Kannur, *op.cit*, p.23

9. Census records, 1991 *op.cit*

10. Data collected from the Deputy Director of Education, Kannur.

11. Data collected from the District Industrial Offices.

12. Date collected from the office of the District Medical Officer, Kannur.


15. District Handbook of Kerala, Kannur, *op.cit.*, p.17


17. *Ibid*


24. For example, when the Dinesh Software Park in the IT sector was started in Kannur on 27th October 2001, by Kerala Dinesh Beedi, a giant in the co-operative sector, the first company, Snow Soft Technologies authorities complained that they do not get the required computer experts as the employment seekers feel that it is not safe to work in Kannur. In the first phase, when interview was held they got only 42 computer engineers where they required 81. When this Bangalore based company advertised job opportunities, it was not mentioned that the work site would be at Kannur. On the other hand computer experts felt that the work site would be at Bangalore and so within 4 days 1700 applications were poured in. But when the candidates knew that the company is Kannur based, 1400 candidates informed that they are not interested. Now, because of the bad image of violence, terror and radical culture of Kannur district the company’s 20 crore project is at cross roads.

26. Information given by K.M. Narayanan Nambiar, Honorary Captain in an interview held on 02-03-2000


31. Data given by Panchayat Member Shri C.K. Moosa Haji (Ward No.IX) of Ramanthali Panchayat in which Palakode comes on 20-7-1999.

32. Ramanthali Panchayat, Development Report 1996, pp. 74-75


35. Date gathered from the Office of the Deputy Collector (Elections) Kannur District.


38. Information given by A.K. Rajagopalan, Head Master, ALP School, Kankol.

39. Information given by K.M. Govindan Nambisan, Retired Deputy Director of Collegiate Education, Mathil.


41. Ibid., p.14
42. Information gathered from P. Sasidharan, President, Kankol-Alappadamba Panchayat.

43. Information gathered from P. Raveendran, Agricultural Officer, Kankol-Alappadamba Panchayat.


45. Interview with Dr. T.V. Kunhikannan, Medical Officer, Kankol-Alappadamba Panchayat on 14-05-1997.


47. Election Records from the office of the Deputy Collector, Elections, Collectorate, Kannur.


52. Interview held with N. Subrahmanya Shenoy, Ex. MLA and Freedom Fighter on 05-07-1998.

53. Interview held with K. Kunhikrishnan Nair, President, Peringome-Vayakkara Panchayat on 26-12-1999.


55. Information given by T.K. Rajan, Ward member (Ward X, SC reserved ward), Peringome-Vayakkara Panchayat.


64. M.P. Parameswaran, *op.cit.*


72. Ramanthali Panchayat – Minutes of Task Force Committee.


77. Task Force Committee Meeting minutes – Kankol-Alappadamba Panchayat.

78. Plan documents of Ramanthali Panchayat.


82. Finance Profile of Grama Panchayats, *op.cit.*


85. GO(MS) 19/98 Plg. Dtd. 04-06-1998.