**CHAPTER – I**

**EXECUTIVE SUMMARY**

Rural development is the backbone of national development in India since about 65% of the people live in rural India. Agriculture is indeed the most vital sector of national development in a developing country like India. The significance of rural socio-economic development was understood by the policy makers and administrators in India. Rural sector needs to be modernized and developed on the basis of appropriate intervention of the state and other stakeholders of rural development. The goal of development is the creation of a new society on the basis of human values and principles of social justice. Series of rural socio-economic development projects were implemented in India with a view to enhance the social and economic status of farmers, artisans and others in the countryside. The self government at global level, evolution of the Panchayats in India, local government in Karnataka, need for rural development, constitutional provisions for Panchayat Raj and Rural Development and significance of the study are enumerated in this chapter.

The local government is an administrative body for a small geographical area, such as a city, town, village, etc in a country. A local government will typically have control only over their specific geographical region and cannot pass or enforce laws that will affect a wider geographical area. Local governments constitute the elected representatives, levy taxes and undertake many other social-economic development works as per the State or Central Governments related Acts. The local governments at the global level are primarily discussed in this work.

The System of Panchayat rule is especially found in Asian countries. ‘Panchayat’ virtually suggests that assembly (ayat) of 5 (panch) wise and espected elders chosen and accepted by the local people. Historically, these assemblies settled disputes between people and villages. Fashionable Indian government has sub organized the functions of local bodies to the native level by empowering elective Gram Panchayat. Gram Panchayats are not to be confused with the unelected khap Panchayats (or caste Panchayats) found in some parts of Asian countries. Panchayat rule may be a system of governance during which Gram Panchayats are the fundamental units of administration. These local governments are organized at three levels like village, block and district in Asian countries.

In India, the local government authorities are the third level of government excluding the State and Central governments. There are two varieties of authorities in operation: Panchayats in rural areas and Municipalities in urban areas. The Panchayats area unit is a connected system of native bodies with village Panchayats (average population concerning 5,000), Panchayat samitis at the intermediate level (average population concerning 100,000), and district Panchayats (average population concerning 1,000,000). The authorized bodies are units of the democratic establishments at the fundamental level, states George Mathew (2000).

The basic concept of Panchayat Raj is that the villagers should think, decide and act for their own socio-economic interests. The Panchayat Raj Act is related to village self governance, where the people in the form of an organization will think, decide and act for their collective interests, where the Panchayats end their activities then the state governments push them forward. The state governments play their major role from the following points. The term ‘Panchayat Raj’ is comparatively new and practiced throughout the country’s administration. 'Raj' virtually suggests that governance or government. Mahatma Gandhi advocated Panchayat rule, a sub organized type of Government where every village is accountable for its own affairs, because the foundation of India's structure is villages.

Today in the modern age there are different states having different types of Panchayat System. Even after the 73rd Powers of Sarpanch amendment made to the constitution, one cannot find the single type of Panchayat in all the states. Kerala Panchayat is different from Karnataka Panchayat; West Bengal Panchayat is different from Bihar Panchayat. But before the existence of the present Panchayat System one could see the system in princely administrative period and it was called as ‘Panchara Adalitha” (Administration by five). During this period it is not difficult to find out the Administrators, they are none other than elders of that village who were called as Patela, Gowda, Shanubhoga, Kulakarni etc., but the thing is they were not elected by conducting the elections and their administrative powers came by inheritance and only some upper caste people were ruling as administrators of that system. These people were loyal to the dynasty and crown and they were collecting the taxes from villagers.

In the present times, integrated rural development has to be achieved in India. The word ‘Integrated Rural Development’ is however defined differently by people, depending upon the particular objective in view. In the Indian context, integrated rural development can be perceived as ‘integrated development of the areas and inclusive development of the disadvantaged sections of the rural society through optimum utilization of the resources – physical, biological and human; and bringing about necessary institutional, structural and attitudinal changes by delivering a package of services to encompass not only the economic field but also the establishment of the required social infrastructure and services in the areas of food, nutrition, health, sanitation, housing, drinking water, literacy, vocational education, selfemployment opportunities, marketing of goods and services and so on. Integrated rural development implies functional, spatial and temporal integration of all these parameters. Thus, the goal of integrated rural development has to be brought about in the state of Karnataka by involving multi-disciplinary approaches at the grassroots level. The panchayat raj institutions should be well organized, equipped and motivated to play an active role in the process of integrated rural development which also includes the economic development in the new millennium.

**CHAPTER – II**

**PROBLEM STATEMENT**

**STATEMENT OF THE PROBLEM**

India’s economy is predominantly rural in character. Rural development is the foundation of national development in India. But, India has not achieved commendable progress in the alleviation of rural poverty, development of rural infrastructural facilities, employment generation, agricultural development, small scale cottage industrial development, health and family welfare, human development and other sectors of rural development. The rural people have not achieved the goals of equality, freedom, self-reliance and collective development despite implementation of Panchayat Raj System and series of development programmes. The PRIs are established across the country after the 73rd amendment to the Constitution of India to facilitate social and economic transformation in the countryside. The present study evaluated the role of PRIs in the economic development of Karnataka state with an emphasis on Munnur district.

**SIGNIFICANCE OF THE STUDY**

The rural India continues to be neglected by the policy makers in the post-independence era. The constitutional provisions are not translated to the fullest possible extent due to lack of political will and social activism in the country. The women and weaker sections continue to remain backward in all walks of life due to system related drawbacks and failures. The PRIs have facilitated the political empowerment of the rural and tribal people. But, this system has not brought about revolutionary changes in the lives of the people living in the country side. The PRIs have implemented series of central and state government development schemes. In the absence of adequate social and political mobilization, PRIs have not brought about revolutionary economic transformation in the rural and tribal areas. The past studies have dealt with different dimensions of rural development in India and elsewhere. But, adequate investigations are not carried out by the researchers on the role of PRIs in the socio-economic transformation of rural India. Hence, the present study on the role of Panchayat raj institutions in the economic development of Munnur district assumed profound academic significance.

**OBJECTIVES OF THE STUDY**

* To assess the economic development programmes of PRIs in Karnataka state.
* To analyze the financial resource mobilization efforts of PRIs in Karnataka and Munnur district.
* To examine the effectiveness of implementation of the development Programmes of PRIs in Karnataka and Munnur district: and
* To explore new initiatives of panchayat raj institutions for the economic development of Karnataka state and Munnur district.

H**ypotheses of the Study**

The following set of null hypotheses was framed in accordance with the objectives of the study.

* Panchayat Raj System has a positive impact on the economic development of Karnataka.
* Panchayat Raj Institutions are facing shortage of resources to promote their economic activities.
* Panchayat Raj Institutions are capable of implementing the development programmes effectively

**METHODOLOGY**

Research Methodology The present study approached the problem through systematic quantitative and qualitative research methods which suit the nature of the present investigation. A structured and pre-tested interview schedule was administered to select beneficiaries of development programmes in Munnur Grama Panchayath in order to gather primary data on the role of PRIs in the economic development of people who live in the countryside. The structured questionnaire was designed to explore the understanding of the respondents about the strengths and limitations of PRIs from economic development point of view.

**LIMITATIONS OF THE STUDY**

It was not practically possible for the researcher to enjoy the benefit of accessibility of data to all the PRIs of Karnataka state. It was also not possible to study the perception of all the stakeholders of Panchayat Raj and rural development mainly due to large numbers, lack of time and other constraints. The usual limitations of the survey method such as time, human inadequacies, resource constraints, recollection and communication were experienced by the researcher. Though much care was taken to collect the primary data, the memory bias on the part of the respondents cannot be completely ruled out.

**REVIEW OF LITERATURE**

Sudhakar Panda (1998) carried out a study on decentralized planningprocess, pattern and participation in India and pointed out that the Grama sabha (Gram Panchayat) was involved in the development expansion of primary education, primary health care facilities, development of women and child, literacy programmes, marketing complex, training facilities, economic development and social justice. The scholar suggested that awareness building exercises should be carried out by the PRIs, non-government bodies, community organizations and media to enlist the active participation of people in the process of development.

Kulkarni (2000) analyzed the financial structure of backward area development in India and noted that a variety of measures had been implemented by the central and state government and promotional institutions like Panchayat Raj for relieving and alleviating backwardness. The study revealed that the development of small scale industries, ancillary units and agro-processing industries played an important part in any strategy for industrialization of backward of industrially lagging areas. The scholar suggested that new strategies and programmes are required for backward areas following the liberalization of economies and rapid technology development.

Singh and Ali (2001) investigated the role of Panchayat Raj Institution for rural development in India and observed that the ups and downs through which Panchayat Raj had gone through indicated the multitude of goalsdemocratization, economic development, social upliftment and decentralization. The study revealed that a comprehensive and clear-headed approach in this regard entails a philosophy besides clarity about the objectives and a clear demarcation of function so as to avoid ambiguity and overlapping. The scholar suggested that it is necessary to spell out the role of bureaucracy and establish channels of accountability to implement various economic development programmes effectively.

Verma (2002) carried out a study on the concept of social justice under the decentralized pattern of administration in India and highlighted the importance of social justice in creating a perfect political structure, reinforcing ways and means to participatory democracy, to achieve the goal of perfect democracy. The ideology of social justice calls for to obey the rules of the law and evolve a democratic government at the grass roots. The scholar suggested that four criteria of social justice – justice as fairness, justice as entitlement, justice as equality and justice as impartiality has to be considered to promote better delivery service system for weaker sections.

Nath (2010) explored the rural development and planning in India and found that most of the rural development plans were not closely related to local needs, potential, resources and aspirations of local people. The study revealed that active people’s participation was a missing link in the process of rural development. The scholar suggested that new initiatives and approaches should be developed on the basis of empirical evidence to improve the status of Panchayat Raj System from rural development point of view.

Mohd.Azam Khan and Tosib Alam (2012) investigated the financial decentralization, Panchayati Raj Institutions and rural development in India and reported that Panchayat Raj institutions did not have adequate funding and functionaries. The study revealed that many functions were shared between two or three tier of PRIs. The scholars suggested that the devolution of functions and funds would enhance the status of Panchayat Raj Institutions in India.

Raunak Ahmad (2013) explored the present state of decentralization in India in the context of role of Panchayat Raj in the delivery of public goods and services specific to centrally sponsored schemes. The study revealed that present generation of elected representatives and officials were not well equipped to manage the development programmes in consultation with the people. The scholar suggested that participatory development would lead to inclusive growth and only inclusive governance can ensure inclusive growth at the grassroots level.

Vikas Nandal (2013) examined the participation of women in Panchayat Raj Institutions and stated that participation of women in the affairs of Panchayat elections was not up to the mark. The study revealed that women were not fully aware of the aspirations behind the Panchayat Raj Act 73rd Amendment and the working of gram panchayats. The scholar suggested that women elected representatives should be trained and motivated to gain control over the Panchayat Raj Institutions and developmental activities.

**CHAPTER – III**

**THE STUDY**

Evolution of the Panchayat Raj in India In the beginning, the Panchayat consisted of five dominant persons who ruled the villages in India. They were not questioned by any authority since they had acquired unconstitutional powers and privileges. The caste system in India paved the way for the backwardization of weaker sections socially, economically and politically. The previous leaders of the Panchayats were not guided by the law of social justice and constitutional justice. During their regime, there was no equal social and economic justice to all the citizens. Lower caste people were not supposed to have the rights to protest against the decision taken by the upper caste people and also there were no criteria to elect the representatives by voting of majority confidence of vote. The period between 1862 and 1903 was called as the evolution of administration of local governments by the historians. From the ruling period of the Gangas till the rule of the British commissioners, several changes had taken place in Panchayat System.

Now in India there are five stages of governments such, Gram Panchayats, Taluk Panchayats, Zilla Panchayats, State Government and Central Government. But in the Princely States there were four stages, like the lower administration unit as ‘Grama’, above this ‘Agrahara’, ‘Nadu’, ‘Vishaya’ or ‘Nagara’. According to the historians, ‘Nadu’ was determined as ‘Taluk’, and ‘Vishaya’, determined as ‘District’ according to Chopra (2007). At present administrative system of local governments in India constitute at three levels namely, Zilla Panchayat, Taluk Panchayat and Gram Panchayat. After the Independence, many committees were appointed to study the working of the Panchayat Raj Institutions in India.

**The Balwanth Rai Mehta Committee (1957)**

In 1957, Balwant Rai Mehta Committee studied the Community Development Projects and the National Extension Service and assessed the extent to which the movement had succeeded in utilizing local initiatives and in creating institutions to ensure continuity in the process of improving economic and social conditions in rural areas, notes Asadharan (1994).

The Committee held that community development would only be deep and enduring when the community was involved in the planning, decision-making and implementation process. The suggestions were for as follows:

An early establishment of elected local bodies and devolution to them of necessary resources, power and authority,

That the basic unit of democratic decentralization was at the block/samiti level since the area of jurisdiction of the local body should neither be too large nor too small. The block was large enough for efficiency and economy of administration, and small enough for sustaining a sense of involvement in the citizens,

Such body must not be constrained by too much control by the government or government agencies,

The body must be constituted for five years by indirect elections from the village Panchayats,

Its functions should cover the development of agriculture in all its aspects, the promotion of local industries and others services such as drinking water, road building, etc., and

The higher level body, Zilla Parishad, would play an advisory role.

The PRIs structure did not develop the requisite democratic drive and failed to cater to the needs of rural development. There are various reasons for such an outcome which include political and bureaucratic resistance at the state level to share of powers and resources with local level institutions, domination of local elites over the major share of the benefits of welfare schemes, lack of capability at the local level and lack of political will.

**Ashok Mehta Committee (1978)**

With the coming of the Janata Party into power at the Centre in 1977, a serious view was taken of the weaknesses in the functioning of Panchayat Raj. It was decided to appoint a high-level committee under the chairmanship of Ashok Mehta to examine and suggest measures to strengthen PRIs, states Asadharan (1994). The Committee had to evolve an effective decentralized system of development for PRIs. They made the following recommendations:

* The district is a viable administrative unit for which planning, co-ordination and resource allocation are feasible and technical expertise available,
* PRIs as a two-tier system, with Mandal Panchayat at the base and Zilla Parishad at the top,
* The PRIs are capable of planning for themselves with the resources available to them,
* District planning should take care of the urban-rural continuum,
* Representation of SCs and STs in the election to PRIs on the basis of their population,
* Four-year term of PRIs,
* Participation of political parties in elections,
* Any financial devolution should be committed to accepting.

This much of the developmental functions at the district level would be played by the Panchayats as recommended by this committee. The states of Karnataka, Andhra Pradesh and West Bengal passed new legislation based on this report. However, the flux in politics at the state level did not allow these institutions to develop their own political dynamics.

**L.M.Singhvi Committee (1986)**

According to L.M. Singhvi Committee, in Panchayat Raj System, the Gram Sabha was considered as the base of a decentralized democracy, and PRIs viewed as institutions of local governance which would actually facilitate the participation of the people in the process of planning and development. It recommended:

Local government should be constitutionally recognized, protected and preserved by the inclusion of new chapter in the Constitution,

Non-involvement of political parties in Panchayat elections.

Constitutional Provisions for Panchayat Raj and Rural Development

The Constitution of India has several provisions for the implementation of development administration and political decentralization across the country. The Directive Principles of State Policy contain series of progressive measures for the establishment of welfare state. In particular, Article 40 clearly states that the government shall take steps to organize village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government in the country. The Part IX of the Indian Constitution contains another Article 243 which lays emphasis on the development of Panchayat Raj System in India. It says: “The Panchayats at the village level, intermediate and district levels should be established in every state in accordance with the provisions of this Part and notwithstanding anything in clause (1), Panchayat at the intermediate level may not be constituted in a State having a population not exceeding twenty lakhs”.

Article, 243G is subjected to the “provisions of the Constitution, the Legislature of a State may, by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level”, subject to such conditions as may be given as follows.

1. The preparation of plans for economic development and social justice;
2. The implementation of schemes for economic development and social justice as entrusted to them including those in relation to the matters listed in the XI Schedule

In Article 243H gives the powers to impose taxes by Panchayats and to collect funds of the Panchayats by legislature of a State or by law.

**73rd Amendment of the Constitution**

The 73rd Amendment was brought about to the Constitution of India to introduce the system of decentralization of democracy as well as development at the grassroots level. It is mandatory to establish three tier local-self government bodies at village, block and district levels. Decentralization of democracy is a must in a vast sub-continent like India. It also ensures alleviation of poverty, development of rural areas and empowerment of women and weaker sections of the society. The absolutely was a political drive to see PRIs as an answer to the governmental crises that India was experiencing. The Constitutional (73rd Amendment) Act, carried as in 1992 by the Narasimha Rao government, came into force on May 24, 1993 (Indian Legislation 2005). Its principal characteristics are as follows.

According to this amendment the Gram Sabha or town assembly as a deliberative human body to decentralize governance was imagined as the building blocks of the Panchayat Raj System. A uniform three-tier design of Panchayats at village (Gram Panchayat — GP), intermediate or block (Panchayat Samiti — PS) and area (Zilla Parishad — ZP) levels. All the seats in a Panchayat at every stage can be filled by elections from respective territorial constituencies. Reservation for weaker castes and tribes (SCs and STs) needs to be provided at all levels in percentage with their citizenry in the Panchayats. To monitor and control the normal and smooth elections to Panchayats, a State Election Commission needs to be constituted in every State and UT.

The Act has guaranteed constitution of a State Fund Commission in every State/UT, for every 5years, to recommend actions to strengthen finances of Panchayat Raj Institutions. To advertise bottom-up-planning, the District Planning Committee (DPC) in every area was accorded constitutional status. An indicative listing of 29 products was given in Eleventh Schedule of the Constitution. Panchayats are likely to enjoy a powerful role in preparing and implementation of works linked to these 29 items mentioned below.

* Agricultural programmes including expansion of agriculture.
* Conservation of fertile land and land reform programmes.
* Minor irrigation, water management and watershed management.
* Animal husbandry, dairy farming and poultry farming.
* Fisheries
* Social forestry
* Small forest productivity
* Small Scale Industries including food processing industries.
* Handloom and textile industries and cottage industries.
* Rural Housing
* Drinking Water
* Firewood and fodder
* Roads, buildings, dam constructions, waterways and other connectivity.
* Power supply and rural electrification.
* Non-traditional energy sources
* Poverty alleviation programmes
* Primary and Secondary education programmes
* Technical trainings and professional training
* Adult and formal education
* Libraries
* Cultural activities
* Market and Hats
* Hospital, Primary Health Centers including clinics Health and Sanitation.
* Family Welfare
* Women and Child Development
* Social Welfare
* Schedule Caste and Schedule Tribes Welfare
* Public Distribution Programmes
* Maintaining public assets.

India has achieved commendable progress in the introduction of Panchayat Raj System in the country. Many committees have contributed innovative ideas and guidelines for the development of Panchayat Raj System in the country. Gandhi, Ambedkar, Lohia and other statesmen had also advocated Panchayat Raj System to achieve the goals of social justice and economic equity in rural India. The dream of power to the rural people was achieved through the Panchayat Raj System. But India has to go a long way in achieving the goals of social democracy and economic self-sufficiency in the rural and tribal areas.

**Local Government in Karnataka**

The Panchayats are one of the oldest local governance institutions in rural Karnataka. This old age system of governance at the local level has gained much popularity in the current time. The Karnataka government is giving more and more importance to the Panchayat Raj System. They believe that the local community should be provided with the recognition and the opportunity to set their own priorities as well as make their own strategies. In the state of Karnataka, the chief responsibility of the Rural Development and Panchayat Raj department lies in the implementation of the provisions of the Karnataka Panchayat Raj Act, 1993. This act aims at the achievement of the democratic decentralization especially for the rural areas. Panchayat Raj in Karnataka has a three tier structural local self government bodies for rural Karnataka.

The Zilla Panchayats at the district level

The Taluk Panchayats at the sub-district level

The Gram Panchayats at the village level

Panchayat Raj System is a three tier system in the Karnataka state with elected bodies at the village, Taluk and district levels. Gandhiji dreamed of village republic through the Panchayat Raj System of local government administered by a council of ‘Panchayat’ duly elected in a democratic manner. After the independence Centre and State governments have tried their level best to evolve Panchayat Raj System to promote socio-economic development in the countryside.

**Change in the Way of Panchayats in Karnataka**

The British Viceroy Lord Ripen had taken a decision to reorganize the ‘local self government’ in India on par with western countries. Later on the State of Munnur under the Dhiwanship of Sir Rangacharlu had prepared a draft in 1885 to introduce the system of sub-division, Taluk administration and village administration. The draft was approved by the then Government of India in the year 1902. It came into existence in the year 1903 in the name of ‘The Munnur Local Board Regulation I of 1902’. Subsequently, three stages of local administration system came into existence as follows.

1. District Board

2. Taluk Board

3. Panchayat Union.

Functions of District Board: The following were the functions of the District Board.

* Road Construction and Supplement Systems
* Schools, Hospitals, Medical Shops and Building Markets.
* Water Supply
* Women Welfare
* Building the cow docks
* Public water transport
* Agricultural fairs, Industries exhibitions
* Works related to the basic needs of the public’s

Functions of Taluk Board: Ironically there were no powers to Taluk Board, only they were working under the instructions passed by the District Board. Also, there were no powers given to the Panchayat Union to act as its own and it was working under the instructions passed by the Taluk Board and District Boards (Aziz 1994)

The Local Self Government Act, 1926 was a land mark, because this Act had made a provision to appoint the secretary to the GP among members. It made the provision to prepare the budget for GPs. Several committees were also formed to make a better Self Governance in the village level namely Panchayat Raj Institutions to promote the socio-economic interest of the rural people. The Different Committee and their recommendation are discussed as follows.

**Economic Development and Panchayat Raj**

According to Anupam Agrawal (2010:04) “Economic development refers to the process, whereby the people of the country go for utilizing the resources available to bring about a sustained increase in per capita production of goods and services. This term is associated with underdeveloped countries. The process of economic development is a multi-dimensional phenomenon which involves not only economic improvements but also eliminates social, political and cultural obstacles to development of a country”. Schumpeter states: “A spontaneous and discontinuous change set in motion by an impelling spirit of expansion….Development takes place because of forces working within the system when other factors are given”. According to Ursula K. Hicks, “The term development should relate to backward countries where there is possibility of developing and using hitherto unused resources”. The economic development is a wider concept which is taken to mean growth plus change. It is related to qualitative changes in economic wants, goods, incentives, institutions, productivity and knowledge or the upward movement of the entire social system. In the days of classical economists, was called as political economy, because all decisions were taken by the rulers. Even today the elected representatives of the people manage the economy of the country. On behalf of the people the political leaders take all decisions regarding the economic development and people as a collective decision. Economic development is a process of creating institutions to promote standard of living of people in any region. Economic development involves decision making process. In a democratic governing system people’s participation is essential for their economic development. Democratic political institutions are created to take decisions regarding the economic development of people in the rural areas. In India local self governments named as Panchayat Raj institutions play a major role in economic development of rural India.

**Rural Development and Panchayat**

Raj India is basically a rural, agrarian, ethno-centric, pluralistic and developing nation. This is indeed true for the rural population of the Third World Countries as a whole. Even after 67 years of national independence, rural areas have remained neglected by the policy makers and bureaucrats from development point of view. The urban areas constitute ‘India’ while the rural and tribal areas constitute ‘Bharat’. The gap between urban India and rural India is constantly widening from the points of view of basic needs, infrastructural facilities, standard of living, bargaining power, economic status and so on. In the light of planned development, as undertaken by the Indian policy makers, rural development was the thrust area over the last 6 decades. Special programmes are also implemented to improve the social and economic conditions of the rural people who are mostly under-privileged sections of the society.

Rural development is a very popular phrase which is subjected to series of discussions and investigations all over the world. There are no universally accepted definitions or approaches to rural development. It is a choice influenced by time, space and culture. Katar Singh (1999) observes: “The term rural development connotes overall development of rural areas to improve the quality of life of rural people who are neglected by the policy makers and others. Rural development is a comprehensive and multidimensional concept, and encompasses the development of agriculture and allied activities, village and cottage industries and crafts, socio-economic infrastructure, community services and facilities and, above all, human resources in rural areas. As a phenomenon, rural development is the end-result of interactions between various physical, technological, economic, social, cultural and institutional factors. As a strategy, it is designed to improve the economic and social wellbeing of a specific group of people – the rural poor. As a discipline, it is multidisciplinary in nature, representing an intersection of agriculture, social, behavioral, engineering and management sciences”.

**Profile of Karnataka State**

General The State of Karnataka is the 8th largest state in the Indian Republic in terms of geographical area 1.90 lakh sq. Kms. The state is situated in South West India and accounts for 6.3 percent of geographical area and 5.1 percent of the population in the country. The state is bounded by Maharashtra and Goa states in the north and northwest; by the Arabian Sea in the west; Kerala and Tamilnadu in the south and Andhra Pradesh in east. The State is confined roughly within 110 .5’ and 180 .5’ North latitudes and 740 and 780 Karnataka State has various types of variations in topography – high mountains, plateaus, residual hills and coastal plains. It is enclosed by chain of mountains to its west and north.

It consist mainly the plateau which has higher elevation of 600 to 900 meters above mean sea level. The entire landscape is undulating, broken up by mountains and deep ravines. Plain land of elevation less than 300 meters above mean sea level is found only in the narrow coastal belt facing the Arabian Sea. .5 East longitudes, situated on a table land, where the Western and Eastern Ghat ranges converge in the Nilgiri hill complex. Karnataka State extends to about 750 Kms. from north to south and about 400 Kms. from east to west. It covers an area of about 1, 90, 498 sq. Kms. Karnataka is one of the 28 states in India, emerging as an industrial super power of the country.

The state has 30 districts and 176 Taluks. There are 20 sea ports including Mangalore Port and Karwar Ports. Karnataka has four revenue divisions namely Gulbarga, Dharwad, Bangalore and Mysuru. Karnataka also has four functional airports at Bangalore, Mangalore, Belgaum and Hubli. The International Airports was commissioned in 2008 at Bangalore. The railway network in the state covers a total length of 3172 Kms. The major cities like Bangalore, Mysuru, Hubli-Dharwad, Belgaum, Gulbarga and Mangalore are well linked by rail to other parts of the country.

**Active Mapping in Karnataka PRIs**

Karnataka comprises 5,627 Gram Panchayats, 176 Taluk Panchayats and 30 Zilla Panchayats. The State has to its credit entrusting major responsibilities and devolving all the 29 functions (a first State to do so in the country as a whole) to Panchayats as enlisted under the Eleventh Schedule of the Constitution. In recent years, the Karnataka Government was taking a proactive stance to strengthen the decentralized governance and planning process and to that effect has introduced many administrative innovations. ‘Active mapping’, a first of its kind in the country, has evolved a detailed range of activities for all the three panchayats in order to streamline the process of active mapping which benefits the rural people. Efforts were made to simplify and rationalize the scheme that would be transferred to panchayats. Accordingly, the number of schemes in Panchayat sector of the budget is now reduced to about 324 (200 plans and 124 non plans). Minor schemes were merged into larger ones, giving greater flexibility to Panchayats to address their priorities to simplify the district sector fund transfer mechanism.

The District sector plan size is increasing over the years. The District sector plan size which was at Rs.441676 lakh during the year 2008-09 rose to Rs.604165 lakh during the year 2011-12 to Rs.780893 Lakh during 2012-13 in Karnataka. Sectors like education, rural employment, welfare of women and children, welfare of Scheduled Castes and Scheduled Tribes; rural housing were receiving better allocation compared to other sectors. It can also be seen that there is a perceptible increase in the allocation made to these sectors across the plan years.

**Economic Development Programmes.**

Karnataka state has also achieved notable development in the field of economy. Practically, the development programmes increase the national output, national income, gainful employment generation, poverty reduction, sustainable livelihood and improvement of the socio-economic status of the people. These economic development programmes are related to the three sectors of the economy such as agriculture and allied activities, industries and services connected to infrastructure. The economic development programmes of Centre and State governments are being implemented through the PRIs and few important programmes have been discussed as below.

**Agriculture and Allied Sector**

As per the land utilization statistics for 2011-12, out of the total 190.50 lakh hectares geographical area of the state, the net cropped area was 99.41lakh hectares accounting to 52% of the total geographical area. Gross cropped area was 120.59 lakh hectares including 21.18 lakh hectares area sown more than once this works out to 121.30 % cropping capacity. Around 16% of the area was covered under forests, 7.5% area was under non-agricultural uses, 4.1% land was barren and uncultivable land and 2.16% land was cultivable waste. Permanent pastures, grazing land and miscellaneous tree crops constituted 4.77% of the total geographical area. About 8.77% of the total area falls under current fallow land, according to latest statistics furnished by the State Planning Commission.

**MUNNUR PANCHAYATH**

MUNNURU Panchayat MANGALORE is situated in Dakshina Kannada District. People of this village are living in very peaceful manner. This village having very proud history. Agriculture is the main profession of this village. Still this village is waiting for Industrial development. Education, Drinking water, Road and Electricity are the main concern of this village. Young generation is more attracted towards mobile, Laptop and computer technology these days. If banks and finance institutions proved loan and other financial support to the villagers, this village will see the real development. Medical and health services has to be improved.

**CHAPTER IV**

**DATA ANALYSIS & INTERPRETATION**

**TABLE NO 4.1**

**AGE WISE CLASSIFICATION**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No of respondents** | **Percentage** |
| Below 21 | 13 | 26 |
| 21 – 35 | 18 | 36 |
| 36 – 45 | 8 | 16 |
| 46-60 | 6 | 12 |
| Above 60 | 5 | 10 |
| **Total** | **50** | **100** |

**Source: primary data**

**CHART NO 4.1**

**AGE WISE CLASSIFICATION**

**INTERPRETATION**

The above table shows that 36% of the respondents comes under the age group of 21-35, 26% are comes under the age group of below 21, 16% comes under 36-45, 12% are comes under 46-60 and 10% of them comes under the age group of above 60.

**TABLE NO 4.2**

**GENDER WISE CLASSIFICATION**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No of respondents** | **Percentage** |
| Male | 30 | 60 |
| Female | 20 | 40 |
| **Total** | **50** | **100** |

**Source: primary data**

**CHART NO 4.2**

**GENDER WISE CLASSIFICATION**

**INTERPRETATION**

The above table shows that 60% of the respondents are males and 40% of the respondents are females.

**TABLE NO 4.3**

**RELIGION**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of Respondents** | **Percentage** |
| Hindu | 20 | 40 |
| Muslim | 17 | 34 |
| Christian | 13 | 26 |
| **Total** | **50** | **100** |

**Source: primary data**

**CHART NO 4.3**

**RELIGION**

**INTERPRETATION**

The above table shows that 40% of the respondents are comes under Hindu religion, 34% are comes under Muslim religion and 26% of them are comes under Christian religion.

**TABLE NO 4.4**

**OPINION WITH THAT THERE IS PROPER UTILIZATION OF PANCHAYATH RESOURCES IN THEIR GRAMAPANCHAYATH**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of Respondents** | **Percentage** |
| Yes | 35 | 70 |
| No | 15 | 30 |
| **Total** | **50** | **100** |

**Source: primary data**

**CHART NO 4.4**

**OPINION WITH THAT THERE IS PROPER UTILIZATION OF PANCHAYATH RESOURCES IN THEIR GRAMAPANCHAYATH**

**INTERPRETATION**

The above table shows that 70% of the respondents opined that there is proper utilization of panchayath resources in their gramapanchayath and 30% of them opined as there is no proper utilization of panchayath resources.

**TABLE NO 4.5**

**ABILITY TO RAISE OWN RESOURCES BY THE GRAMAPANCHAYATH**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of Respondents** | **Percentage** |
| Yes | 28 | 56 |
| No | 22 | 44 |
| **Total** | **50** | **100** |

**Source: primary data**

**CHART NO 4.5**

**ABILITY TO RAISE OWN RESOURCES BY THE GRAMAPANCHAYATH**

**INTERPRETATION**

The above table shows that 56% of the respondents said that their gramapanchayath is able to raise their own resources and 44% of them said that the gramapanchayath is not able to raise their own resources

**TABLE NO 4.6**

**IMPOSING OF TAXES BY THE GRAMAPANCHAYATH TO RAISE THE SOURCE OF INCOME**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of Respondents** | **Percentage** |
| Yes | 25 | 50 |
| No | 25 | 50 |
| **Total** | **50** | **100** |

**Source: primary data**

**CHART NO 4.6**

**IMPOSING OF TAXES BY THE GRAMAPANCHAYATH TO RAISE THE SOURCE OF INCOME**

**INTERPRETATION**

The above table shows that 50% of the respondents opined that the gramapanchayath imposes taxes to raise the source of income and also 50% opined that the gramapanchayath do not imposes taxes to raise the source of income.

**TABLE NO 4.7**

**OPINION ABOUT UNSUFFICIENT FUNDS**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of Respondents** | **Percentage** |
| High | 17 | 34 |
| Medium | 21 | 42 |
| Low | 12 | 24 |
| **Total** | **50** | **100** |

**Source: primary data**

**CHART NO 4.7**

**OPINION ABOUT UNSUFFICIENT FUNDS**

**INTERPRETATION**

The above table shows that 42% of the respondents opined that there is a medium unsufficient fund in panchayath, 34% are opined as high and 24% of them opined as low unsufficient funds.

**TABLE NO 4.8**

**RESPONDS WITH THE GROUPISM IN PANCHAYATH**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of Respondents** | **Percentage** |
| High | 24 | 48 |
| Medium | 16 | 32 |
| Low | 10 | 20 |
| **Total** | **50** | **100** |

**Source: Primary data**

**CHART NO 4.8**

**RESPONDS WITH THE GROUPISM IN PANCHAYATH**

**INTERPRETATION**

The above table shows that 48% of the respondents opined that there is high groupism in panchayath, 32% are opined as medium and 20% of them opined as low gropism.

**TABLE NO. 4.9**

**NON COOPERATIVE ATTITUDE OF OFFICIALS**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of respondents** | **Percentage** |
| High | 10 | 20 |
| Medium | 34 | 68 |
| Low | 6 | 12 |
| **Total** | **50** | **100** |

**Source: Primary Data**

**CHART NO. 4.9**

**NON COOPERATIVE ATTITUDE OF OFFICIALS**

**INTERPRETATION**

Table no.4.9 shows that 68% of the respondents said that non cooperative attitude of officials are medium. 20% said that it was high and 12% of the respondents said that it was low.

**TABLE NO. 4.10**

**POLITICAL INTERFERENCE**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of respondents** | **Percentage** |
| High | 5 | 10 |
| Medium | 39 | 78 |
| Low | 6 | 12 |
| **Total** | **50** | **100** |

**Source: Primary Data**

**CHART NO. 4.10**

**POLITICAL INTERFERENCE**

**INTERPRETATION**

Table no.4.10 shows that 78% of the respondents said that political interference in the grama panchayath is medium. 12% of them said that it was low and 10% of the respondents said that the political interference in the grama panchayath is high.

**TABLE NO. 4.11**

**NON COOPERATIVENESS OF PUBLIC**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of respondents** | **Percentage** |
| High | 1 | 2 |
| Medium | 9 | 18 |
| Low | 40 | 80 |
| **Total** | **50** | **100** |

**Source: Primary Data**

**CHART NO. 4.11**

**NON COOPERATIVENESS OF PUBLIC**

**INTERPRETATION**

Table no.4.11 shows that 80% of the respondents said that the non-cooperativeness of public is low. 18% rate as medium and 2% of the respondent said that it was high.

**TABLE NO. 4.12**

**DO YOU THINK THAT GRAM PANCHAYAT HAS BEEN GIVEN ADEQUATE POWERS BY PANCHAYATHI RAJ ACT**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of respondents** | **Percentage** |
| To great extent | 37 | 74 |
| To some extent | 13 | 26 |
| Not at all | 0 | 0 |
| **Total** | **50** | **100** |

**Source: Primary Data**

**CHART NO. 4.12**

**DO YOU THINK THAT GRAM PANCHAYAT HAS BEEN GIVEN ADEQUATE POWERS BY PANCHAYATHI RAJ ACT**

**INTERPRETATION**

The above table shows that 74% of the respondents opined that to a great extent Panchayathi Raj act given adequate powers to Grama panchayat. 26% opined that grama panchayat got powers to some extent.

**TABLE NO. 4.13**

**WHETHER THE MEETINS OF GRAMA SABHA HELD ACTUALLY**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of respondents** | **Percentage** |
| Yes | 40 | 80 |
| No | 10 | 20 |
| **Total** | **50** | **100** |

**Source: Primary Data**

**CHART NO. 4.13**

**WHETHER THE MEETINS OF GRAMA SABHA HELD ACTUALLY**

**INTERPRETATION**

Table no.4.13 shows that 80% of the respondents agreed that the meeting of grama panchayath held actually. 20% disagreed.

**TABLE NO. 4.14**

**ARE YOU IN FAVOUR OF DECENTRALIZATION OF POWERS TO GRAM PANCHAYAT IN THE SPIRIT OF 73RD AMENDMENT TO THE CONSTITUTION AND 11TH SCHEDULE**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of respondents** | **Percentage** |
| Yes | 50 | 100 |
| No | 0 | 0 |
| **Total** | **50** | **100** |

**Source: Primary Data**

**CHART NO. 4.14**

**ARE YOU IN FAVOUR OF DECENTRALIZATION OF POWERS TO GRAM PANCHAYAT IN THE SPIRIT OF 73RD AMENDMENT TO THE CONSTITUTION AND 11TH SCHEDULE**

**INTERPRETATION**

The entire respondents agreed that they are in favour of decentralization of powers to grama panchayat in the spirit of 73rd amendment to the constitution and 11th schedule.

**TABLE NO. 4.15**

**DOES YOUR PANCHAYT MAKE EFFORTS TO AWARE PEOPLE REGARDING RURAL DEVELOPMENT SCHEMES**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of respondents** | **Percentage** |
| Yes | 28 | 56 |
| No | 22 | 44 |
| **Total** | **50** | **100** |

**Source: Primary Data**

**CHART NO. 4.15**

**DOES YOUR PANCHAYT MAKE EFFORTS TO AWARE PEOPLE REGARDING RURAL DEVELOPMENT SCHEMES**

**INTERPRETATION**

Table no.4.15 shows that 56% of the respondents agreed that their panchayat make efforts to aware people regarding rural development schemes. 44% disagreed with it.

**TABLE NO. 4.16**

**DOES PANCHAYATH PROMOTE PEOPLE’S PARTICIPATION IN PLANNING AND IMPLEMENTATION OF RURAL DEVELOPMENT SCHEMES**

|  |  |  |
| --- | --- | --- |
| **Particulars** | **No. of respondents** | **Percentage** |
| To great extent | 30 | 60 |
| To some extent | 17 | 34 |
| Not at all | 3 | 6 |
| **Total** | **50** | **100** |

**Source: Primary Data**

**CHART NO. 4.16**

**DOES PANCHAYATH PROMOTE PEOPLE’S PARTICIPATION IN PLANNING AND IMPLEMENTATION OF RURAL DEVELOPMENT SCHEMES**

**INTERPRETATION**

Table no.4.16 shows that 60% of the respondents said that to a great extent, their panchayat promote people’s participation in planning and implementation of rural development schemes. 34% of them said to some extent and 6% of them said that their panchayat not at all promote people’s participation in planning and implementation.

**CHAPTER V**

**FINDINGS, SUGGESTIONS & CONCLUSION**

**5.1 FINDINGS**

* 36% of the respondents are comes under the age group of 21-35.
* 60% of the respondents are males.
* 40% of the respondents are comes under Hindu religion.
* 70% of the respondents opined that there is proper utilization of panchayath resources in their gramapanchayath.
* 56% of the respondents said that their gramapanchayath is able to raise their own resources.
* 50% of the respondents opined that the gramapanchayath imposes taxes to raise the source of income and also 50% opined that the gramapanchayath do not imposes taxes to raise the source of income.
* 42% of the respondents opined that there is a medium unsufficient fund in panchayath.
* 48% of the respondents opined that there is high groupism in panchayath.
* 68% of the respondents said that non cooperative attitude of officials are medium.
* 78% of the respondents said that political interference in the grama panchayath is medium.
* 80% of the respondents said that the non-cooperativeness of public is low.
* 74% of the respondents opined that to a great extent Panchayathi Raj act given adequate powers to Grama panchayat.
* 80% of the respondents agreed that the meeting of grama panchayath held actually.
* The entire respondents agreed that they are in favour of decentralization of powers to grama panchayat in the spirit of 73rd amendment to the constitution and 11th schedule.
* 56% of the respondents agreed that their panchayat make efforts to aware people regarding rural development schemes.
* 60% of the respondents said that to a great extent, their panchayat promote people’s participation in planning and implementation of rural development schemes.

**5.2 SUGGESTIONS**

* There is every need to enhance the knowledge of rural mass with regard to ongoing rural development programmes. For the improvement of the knowledge of the people wide canvassing is needed by the Panchayat Raj leaders as well as officials.
* The scope ofthe rural development programmes is to be enhanced to cover all the poor people in rural areas, irrespective of caste or religion.
* For the successful implementation of the rural development programmes, the involvement of Panchayat Raj leaders is to be enhanced, by reducing the official role in implementation.
* For the furtherence ofrelations between Panchayat Raj leaders and people, it must be made obligatory for leaders to conduct village level meetings at least once in six months.
* From the analysis of the present study, the following suggestions are made in order to strengthen the process of democratic decentralization. It is very much essential to develop capacities and competence of PR leaders and particularly of the GP leaders. Therefore, first of all, the elected leaders of these institutions should be at least literate who can read and write in mother tongue. This measure will help to promote literacy among the village folks, an essential component of social progress. It will also help to evolve better leadership in rural power structure.
* The comprehensive training programmes can improve upon the competence and capacities of rural leaders. The methods of imparting and components of training course should be devised after careful examination oftraining needs ofspecific leaders.
* The training and non-training needs ofthe PRIs, and implementing agencies should be analyzed and identified and they should be trained. Male domination should be restricted and women are to be allowed to perform their functions effectively, so that the policy of women reservation is fruitful.
* For the effective implementation of rural development programmes by the Panchayati Raj Institutions, there is a need for allocating additional tax sources to the PRIs which are productive, simpler to administer, locally feasible and economical to collect the local level.
* The productivity and the service delivery mechanism need to be improved and targeted programmes to achieve the desired goals of balanced development ofrural areas.
* Public representatives should know that officials have the right to give advice and accordingly it is also expected from them. Officials should also understand that elected representatives have the right to disagree with the advices ofofficials.
* Effective training is needed for planning at the village and district levels in respect of people’s representatives as well as officials so as to prepare plans which not only meet the local demand but also utilize the local resources to the optimum level.
* Efforts are being made by various state as well as central government to empower the Gram Sabha to involve all the people in decentralized planning. Even though the availability of funds and their sanctioning power may still be at different levels, when the question comes for execution of programmes, there is no alternative but to involve the PRIs at the village level.

**5.3 CONCLUSION**

Panchayati Raj Institutions in India are as old as its political history. These institutions were called as village Republics by Mahatma Gandhi. The word panchayati literacy means a Council of Five. The PRIs in India were established to provide civic amenities to the villages. It is a matter of fact that the existing modem system oflocal government is the contribution of British rale. However, village panchayats have been in existence since the very begining of Indian history. This institution had been the basic unit of administration during Vedic and Mauryan periods and it was used as an agency to collect revenue during British period. Mahatma Gandhi, an ardent supporter of Gram Swaraj, wanted to make village panchayat a complete republic vested with requisite legislative and judicial authorities. It was on his insistence that Article 40 was included in the Indian Constitution under Directive Principles of State Policy.

The democratic system of government in a country can be ensured only if there is people’s participation in the governance. Therefore, the system of democratic decentralization, popularly known as Panchayati Raj, has been considered as an instrument to ensure democracy, vehicle of development and socio-economic transformation of society. Panchayati Raj in India initially evolved out ofCommunity Development programme, but it could not succeed for want of requisite people’s participation. Balwantha Roy Mehta Committee (1957) stressed the need of democratic decentralization and suggested a three-tier system of Panchayati Raj in India. The recommendations of the Committee were accepted and various states adopted the Balwantha Roy Mehta model as per local requirements. However, after mid-sixties, PR lost its glamour and the maladies such as inefficiency, corruption, favouritism, uncertainty, irregularity, indifferent attitude ofstate governments, lack of people’s initiative, etc., crept in Panchayati Raj. Besides, the establishment of parallel administrative agencies, inadequacy of funds, dominance of bureaucracy, etc., have made these institutions subordinate units of government. All these weaknesses led to the appointment of Ashok Mehta Committee (1977), which recommended two-tier structure of PR, i.e., Zilla Parishad and Mandal Panchayat along with other reformatory measures. However, Government of India did not accept these recommendations.

On the basis of the respondents’ perceptions regarding the achievement of objectives, PR institutions are perceived both as the units ofself-government, as well as agencies of government. These institutions facilitate the mechanism of decentralization of powers essential for strengthening democracy. However, the extent of devolution largely depends upon the wish of state government. These institutions act as the nurseries of democracy, which are essential to develop local leadership in the rural community.

To get the benefits of any institution or organization, one must have adequate knowledge about that particular institution. The study conducted at Munnur Panchayath of Dakshina Kannada district of Karnataka state reveals that the awareness levels ofthe sample respondents with regard to three tiers of Panchayati Raj institution is not only uneven but also different with regard to various social categories

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**APPENDIX**

**QUESTIONNAIRE**

* + - 1. Age :

1. Be;low 21[ ]
2. 21 – 35[ ]
3. 36 – 45[ ]
4. 46 – 60[ ]
5. Above 60[ ]
   * + 1. Sex
6. Male[ ]
7. Female[ ]
   * + 1. Educational qualification
8. Hindu[ ]
9. Muslim[ ]
10. Christian[ ]
    * + 1. Do you think that there is proper utilization of panchayat resources your Gram panchayath?
11. Yes[ ]
12. No[ ]
    * + 1. Is Gram panchyat able to raise its own resources?
13. Yes[ ]
14. No[ ]
    * + 1. Do you think that Gram panchayath should impose taxes to raise the sources of income?
15. Yes[ ]
16. No[ ]

Rank the following hurdle in the performance ofGrampanchyath

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Sl.No.** | **Hurdle** | **High** | **Medium** | **Low** |
| 7. | Unsufficinet funds |  |  |  |
| 8. | Groupism in panchayat |  |  |  |
| 9. | Non cooperative attitude of officials |  |  |  |
| 10. | Political interference |  |  |  |
| 11. | Non cooperativeness of public |  |  |  |

12. Do you think that Gram panchayat has been given adequate powders by Panchayathi Raj act ?

1. To great extent[ ]
2. To some extent[ ]
3. Not at all[ ]

13. Whether the meetins of Grama Sabha held actually?

1. Yes[ ]
2. No[ ]

14. Are you in favour of decentralization of powers to Gram Panchayat in the spirit of 73rd amendment to the constitution and 11th schedule?

1. Yes[ ]
2. No[ ]

15. Does your panchayt make efforts to aware people regarding rural development schemes?

1. Yes[ ]
2. No[ ]

16. Does Panchayath promote people’s participation in planning and implementation of rural development schemes?

1. To large extent[ ]
2. To some extent[ ]
3. Not at all[ ]

17. Please give suggestion for making Gram panchyath more effective