

CHAPTER - 6

Conclusion and Recommendations

6.0 INTRODUCTION

This chapter presents a Conclusion and Recommendation assessment of the effectiveness of the existing strategies. Bihar occupies a unique position in the map of India. It is one of the highest populous state in the country (2nd highest based 2001 census). The density of population is nearly double of all India average. Literacy level is well below the national average. The infant mortality rate is higher than Indian average. The rural population is higher than national average. In some districts of North Bihar rural population accounted for over 90 per cent. The higher concentration of population in rural areas led to over dependence on agriculture. The average size of holding is almost half of all India size. The north Bihar is highly flood prone. The absence of viable strategies of flood control and water management led to backwardness of the region and the state. The agriculture growth of the state is well below the national growth.

6.1 Three tiers (levels) of Panchayat Raj

The Gram Panchayat: Gram Panchayat is the primary unit of Panchayati Raj Institutions or local self-government. In other words it can be said that the first formal democratic institution under the directive principle in the Indian constitution is the Gram Panchayat. It is a cabinet of the village elders, directly elected by the adult citizens of the village. Gram Panchayats are constituted considering their income, population and area. There is a provision for reservation of seats for women and Scheduled Castes and Scheduled Tribes. The panchayat has tenure of five years and is directly elected. It has income through taxes to perform its functions.

6.2 Main functions of Village Panchayat

The main functions of Village Panchayat are:

1. Preparation of Annual Plans for the development of the village Panchayat area.
2. Preparation Annual Budget of Village Panchayat.
3. Mobilization of relief in natural calamities.
4. Removal of encroachments on public properties.
5. Organizing voluntary labours and contribution for community works.
6. Maintenance of essential statistics of villages.
7. Such other development works as may be entrusted.
8. Service or developmental function, such as promotion of education, health, agriculture, etc.
9. Representative function, where the main role is to voice and represent the opinion;

10. Regulatory and administrative functions, which consists of regulating the conduct of individuals and institutions and also collection of taxes.

6.3 Sources of income of village panchayat

1. Share in land revenue.
2. Local tax.
3. Revenue earned from the settlement of shops, fisheries, etc
4. House taxes & other taxes as specified in Panchayati Raj Act.
5. Fees for providing amenities, cess, and tolls.
6. Contribution and grants.
7. Fine and penalties.

6.4 block Panchayat

It is also known as Panchayat Samiti or Panchayat Union: This is the second tier of the administration at Taluka or Block level. It is headed by Taluka President. Block Development Officer is appointed by the Government. He functions as the leader of the Block.

6.5 Main functions of Panchayat Samiti

The main functions of the Panchayat Samitis are planning, execution and supervision of all developmental programmes in the Block. It also supervises the works of Gram Panchayats within its Jurisdiction. It has to instil among people within its jurisdiction a spirit of self-help and initiative and work for raising the standard of living. It has to support for the implementation of development programmes. It has the welfare and development activities in the fields of agriculture, animal husbandry, health,

sanitation, elementary education, cottage industries and social. It has to use the village housing project funds and loans.

6.6 Zilla Panchayat

It is also known as District Development Council or Zilla Parishad. This is the third tier of Panchayat Raj functioning at district level. It is headed by Panchayat Union Chairman. District Collector leads the work with the help of District Development Officers.

6.7 Functions of Zila Panchayat

1. It works as advisory body for blocks.
2. It approves budget and plan of blocks.
3. It allots funds to the blocks.
4. It approves budget and plan of blocks. It allots funds to the blocks.
5. Secondary education is the responsibility of this council.
6. It should advise Government in all matters relating to rural development in the district.
7. It has to review the results achieved under various items in all the blocks.

6.8 special features of Democratic Decentralization

1. The sanctioning powers of most of the works and schemes are with panchayat Samitis and standing committees.
2. Most of the functions are implemented and performed by administrative control of the Panchayat Samitis. Thus, there is a single agency at Block level for all development programmes.
3. The power and functions of the District Boards are allocated among the parishads and the samitis, which are within the reach of rural people.

4. Panchayat samitis have all the technical assistance required at the block level itself.
5. Elementary education is the sole responsibility of the panchayat samitis.
6. Rural medical institutions in the Block are under the administrative control of the panchayat samitis.
7. Members of the panchayat samitis have the right to inspect institutions or works in the Block with a view to ensure efficient working and execution and draw the attention of the executive to any defects.
8. Personnel functioning within the Block are pooled together so that they function in a coordinated way under the samitis.
9. The responsibility for maintenance of minor irrigation works.
10. Panchayat samitis provide financial and technical assistance and supervision to panchayats.
11. Block plans are made based on village plans, district plans based on block plans and state are made based on district plans. This way plans are made truly based on needs of the people.
12. The panchayat samitis are given power to levy surcharges on taxes levied by the panchayats. This will help the panchayat samitis to build up their resources.
13. The main functions of the popular institutions are planning and execution of all schemes of rural development on the twin principles of self-help and mutual cooperation.

Panchayat Raj system gave significant progress in the fields of primary and secondary education, communication, agricultural extension, cooperation, health, etc. People could get drinking water. In some places people had

protected water supply, Village streets, electric light provision, village sanitation, etc., had enough resources. Rural awakening was brought up among rural people; as a result villagers became conscious of their rights and improved their standard of living.

6.9 Gram Swarozgar Yojana Swarnjayanti (SGSY)

Swarnjayanti Gram Swarozgar Yojana is centrally sponsored which came into effect from 01/04/1999 Scheme basically emphasizes on self-employment. Scheme covers all aspect of self-employment like capacity building, subsidy, and infrastructure facility, and credit, skill upgradation, insurance and marketing. Programme for self-employment of the poor has been an important component of the antipoverty programmes implemented through government initiatives in the rural areas of India. At present the Swarnjayanti Gram Swarozgar Yojana (SGSY) is the major on-going programme for self-employment of the rural poor. The programme was started with effect from 01.04.1999 after review and restructuring of the erstwhile IRDP and its allied programmes namely TRYSEM, DWCRA, SITRA and GKY, besides MWS. The earlier programmes are no longer in operation with the launching of the SGSY. The basic objective of the SGSY is to bring the assisted poor families (Swarozgaris) above the Poverty Line by providing them income-generating assets through a mix of Bank Credit and Governmental Subsidy. The programme aims at establishing a large number of micro enterprises in rural areas based on the ability of the poor and potential of each area. The brief details of the programme are indicated in the following paragraphs. Strategy: The SGSY is different from earlier Programmes, in terms of the strategy envisaged for its implementation. It

has been conceived as a holistic Programme of self-employment. It covers all aspects of self-employment of the rural poor viz. organisation of the poor into Self Help Groups (SHGs) and their capacity building, training, selection of key activities and planning of activity clusters, infrastructure build up, technology and marketing support.

6.10 Social Mobilization of the poor

A major shift of the SGSY, from the erstwhile programmes, is its emphasis on the social mobilisation of the poor. The programme focuses on organisation of the poor at grassroots level through a process of social mobilisation for poverty eradication. Social mobilisation enables the poor to build their own organisations {Self-Help Groups (SHGs)} in which they fully and directly participate and take decisions on all issues that will help them in coming above the poverty line. A SHG may consist of 10-20 persons belonging to families below the Poverty Line and a person should not be a member of more than one group. In the case of minor irrigation schemes and in the case of disabled persons, this number may be a minimum of five. Efforts have to be made to involve women members in each SHG and 50% of Self-Help Groups in each block should be exclusively of women. Group activities are to be given preference and progressively, majority of the funding should be for Self-Help Groups. Activity Clusters - Planning and Selection: The SGSY also emphasizes assistance to the Swarozgaris only for those activities which have been identified and selected as key activity in terms of their economic viability in the area. Each Block has to concentrate on 4-5 Key Activities based on local resources, occupational skills of the people and availability of markets so

that the Swarozgaris can draw sustainable incomes from their investments. The SGSY adopts a Project approach for each Key Activity and Project Reports are to be prepared in respect of each identified Key Activity. The Banks and other financial institutions have to be closely associated and involved in preparing these Project Reports, so as to avoid delays in sanctioning of loans and ensure adequacy of financing. Selection of the activities has to be done with the approval of the Panchayat Samitis at the Block level and District Rural Development Agency/Zilla Parishad at the District level. These Key Activities should preferably be taken up in Activity Clusters so that the backward and forward linkages can be effectively established and economies of large scale production can be reaped. A major share of the assistance to be provided under the SGSY should also be for Activity Clusters. Target Group: Families Below the Poverty Line (BPL) in rural areas constitute the target group of the SGSY. Within the target group, special safeguards have been provided to vulnerable sections, by way of reserving 50% benefits for SCs/STs, 40% for women and 3% for disabled persons. Financial Assistance: Assistance under the SGSY, to individual Swarozgaris or Self Help Groups, is given in the form of subsidy by the Government and credit by the Banks. Credit is the critical component of the SGSY, subsidy being a minor and enabling element. Accordingly, the SGSY envisages greater involvement of the Banks. They are to be closely involved in the Planning and preparation of Project Reports, identification of activity clusters, infrastructure planning as well as capacity building and choice of activity of the SHGs, selection of individual Swarozgaris, preceded activities and post-credit monitoring

including loan recovery. SGSY also seeks to promote multiple credits rather than a one-time credit injection. The credit requirements of the Swarozgaris need to be carefully assessed and the Swarozgaris are allowed, in fact encouraged, to increase credit intake, over the years. Subsidy under the SGSY to individuals is uniform at 30% of the Project Cost subject to a maximum of Rs. 7500/-. In respect of SCs/STs, the subsidy is 50% of the Project Cost, subject to a maximum of Rs. 10,000/-. For groups of Swarozgaris, the subsidy is 50% of the cost of the scheme, subject to a ceiling of Rs. 1.25 lakh. There is no monetary limit on subsidy for Irrigation Projects. Subsidy is back ended i.e. it is released as part of the loan to be adjusted against last installment on satisfactory utilization of the loan for the micro enterprise. No interest is charged on the subsidy amount.

6.11 Training of Swarozgaris

The SGSY seeks to lay emphasis on skill development through well-designed training courses. Those, who have been sanctioned loans, are to be assessed and given necessary training. The design, duration and the training curriculum is tailored to meet the needs of the identified Key Activities. DRDAs are allowed to set apart up to 10% of the SGSY allocation on training. This may be maintained as .SGSY jV Training Fund..

6.12 Infrastructure Development

SGSY provides for review of existing infrastructure for the cluster of activities and identification of gaps. Under SGSY, critical gaps in investments have to be made up, subject to a ceiling of 20% (25% in the case of North Eastern States) of the total allocation made under the SGSY for each District. This amount is maintained by the DRDAs as .SGSY

Infrastructure Fund.. Marketing and Technology Support: SGSY attempts to ensure upgradation of technology in the identified key activity. The technology intervention seeks to add value to the local resources, including processing of the locally available material from natural and other resources for the local and non-local market. SGSY also provides for promotion of marketing of the goods produced by the Swarozgaris, which involves organization and participation in exhibitions/ melas at District/State/National/International levels to display and sell goods produced by the Swarozgaris, provision of market intelligence, development of markets and consultancy services, as well as institutional arrangements for marketing of the goods including exports.

6.13 Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

It is also known as NREGA. NREGA Launched on 2nd February 2006 as a momentous initiative towards pro-poor growth. For the first time, rural communities have been given not just a development programme but also a regime of rights. The National Rural Employment Guarantee Act, 2005 (NREGA) guarantees 100 days of employment in a financial year to any rural household whose adult members are willing to do unskilled manual work. This work guarantee also serve other objectives: generating productive assets and skills thereby boosting the rural economy, protecting the environment, empowering rural women, reducing rural urban migration and fostering social equity, among others. The Act offers an opportunity to strengthen our democratic processes by entrusting principle role to

Panchayats at all levels in its implementation and promises transparency through involvement of community at planning and monitoring stages.

6.14 Pradhan Mantri Gram Sadak Yojana

Rural Road Connectivity is not only a key component of Rural Development by promoting access to economic and social services and thereby generating increased agricultural incomes and productive employment opportunities in India, it is also as a result, a key ingredient in ensuring sustainable poverty reduction. Notwithstanding the efforts made, over the years, at the State and Central levels, through different Programmes, about 40% of the Habitations in the country are still not connected by All-weather roads. It is well known that even where connectivity has been provided, the roads constructed are of such quality (due to poor construction or maintenance) that they cannot always be categorized as All-weather roads. With a view to redressing the situation, Government has launched the Pradhan Mantri Gram Sadak Yojana on 25th December, 2000 to provide all-weather access to unconnected habitations. The Pradhan Mantri Gram Sadak Yojana (PMGSY) is a 100% Centrally Sponsored Scheme. 50% of the Cess on High Speed Diesel (HSD) is earmarked for this Programme.

6.15 Objectives of PMSGY

The primary objective of the PMGSY is to provide Connectivity, by way of an All-weather Road (with necessary culverts and cross-drainage structures, which is operable throughout the year), to the eligible unconnected Habitations in the rural areas, in such a way that all Unconnected Habitations with a population of 1000 persons and above are covered in

three years (2000-2003) and all Unconnected Habitations with a population of 500 persons and above by the end of the Tenth Plan Period (2007). In respect of the Hill States (North-East, Sikkim, Himachal Pradesh, Jammu & Kashmir, Uttaranchal) and the Desert Areas (as identified in the Desert Development Programme) as well as the Tribal (Schedule V) areas, the objective would be to connect Habitations with a population of 250 persons and above.

6.16 Indira Awaas Yojana

Housing is one of the basic requirements for human survival. For a normal citizen owning a house provides significant economic security and status in society. For a shelter less person, a house brings about a profound social change in his existence, endowing him with an identity, thus integrating him with his immediate social milieu. For the first 25 years after independence, the problem of rural housing did not receive any serious attention from the Government. A housing programme for the rehabilitation of refugees was taken up immediately after partition by the Ministry of Refugee Rehabilitation and lasted till around 1960 under which approximately 5 lakh families were housed in various centres mainly located in Northern India. A Village Housing Scheme was also launched as part of the Community Development Movement in 1957, in which loans to individuals and cooperative were provided up to a maximum of Rs.5000/- per house, however only 67000 houses were built under this scheme by the end of the Fifth plan (1980). In 1972-73, the Estimates Committee of the Lok Sabha in its 37th Report pointed out that the Committee are distressed to note that although 83% of India's population live in villages and about 73% of the

rural population reside in unsatisfactory kutcha structure, the problem of rural housing has not received the close attention of the Government." Following this, certain initiatives were undertaken by Government including the launching of the House Sites cum Construction. The genesis of the Indira Awas Yojana can be traced to the programmes of rural employment which began in the early 1980s. Construction of houses was one of the major activities under the National Rural Employment Programme (NREP) which began in 1980 and the Rural Landless Employment Guarantee Programme (RLEGP) which began in 1983. There was, however, no uniform policy for rural housing in the states. For instance some states permitted only part of the construction cost to be borne from NREP/ RLEGP funds and the balance was to be met by beneficiaries from their savings or loans obtained by them. On the other hand others permitted the entire expenditure to be borne from NREP/ RLEGP funds. While some states allowed construction of only new dwelling others permitted renovation of existing houses of beneficiaries.

As per announcement made by Government in June 1985, a part of RLEGP fund was earmarked for the construction of SCs/ STs and freed bonded labourers. As a result, Indira Awaas Yojana (IAY) was launched during 1985-96 as a sub-scheme of RLEGP. IAY thereafter continued as a sub-scheme of Jawahar Rozgar Yojana (JRY) since its launching in April, 1989. 6% of the total JRY funds were allocated for implementation of IAY. From the year 1993-94 the scope of IAY was extended to cover Non Scheduled Castes/ Scheduled Tribes below the poverty line families in the rural areas. Simultaneously, the allocation of funds for implementing the scheme was

raised from 6% to 10% of the total resources available under JRY at national level, subject to the condition that the benefits to Non-Scheduled Castes/ Scheduled Tribes poor should not exceed 4% of the total JRY allocation. IAY has now been de-linked from JRY and has been made an independent scheme with effect from 1st January 1996. Objective: The objective of Indira Awaas Yojana is primarily to help construction of dwelling units by members of Scheduled Castes/ Schedule Tribes, freed bonded labourers and also non- SC/ST rural poor below the poverty line by providing them with grant-in-aid. Target Group: The target group for houses under Indira Awaas Yojana is people below poverty line living in rural areas belonging to Scheduled Castes/ Scheduled Tribes, freed bonded labourers and non- SC/ST Categories. A maximum of 40% of the total IAY allocation during a financial year can be utilised for construction of dwelling units for non-SC/ST BPL categories. From 1995-96, the IAY benefits have been extended to widows or next-of-kin of defense personnel and Para military forces killed in action irrespective of the income criteria subject to the condition that (i) they reside in rural areas; (ii) they have not been covered under any other scheme of shelter rehabilitation; and (iii) they are houseless or in need of shelter or shelter upgradation. Benefits have also been extended to ex-servicemen and retired members of the paramilitary forces as long as they fulfill the normal eligibility conditions of the Indira Awaas Yojana and have not been covered under any other shelter rehabilitation scheme. The priority in the matter of allotment of houses to the ex-serviceman and paramilitary forces and their dependents will be out of 40% of the houses set apart for allotment among the non-SC/ST

categories of beneficiaries. A fund to the tune of 3% is earmarked for the benefit of disabled persons below poverty line. This reservation of 3% under IAY for disabled persons below the poverty line would be horizontal reservation i.e., disabled persons belonging to sections like SCs, STs and Others would fall in their respective categories. Identification of Beneficiaries: District Rural Development Agencies (DRDAs) / Zilla Parishads on the basis of allocations made and targets fixed shall decide the number of houses to be constructed Panchayat wise under IAY during a particular financial year. The same shall be intimated to the Gram Panchayat. Thereafter, the Gram Sabha will select the beneficiaries from the list of eligible households according to IAY guidelines and as per priorities fixed, restricting this number to the target allotted. No approval of the Panchayat Samiti is required. The Panchayat Samiti should however, be sent a list of selected beneficiaries for their information.

6.17 Council for Advancement of People's Action & Rural Technology (CAPART)

Recognizing the need for an organisation that would coordinate and catalyse the development work of voluntary agencies in the country, particularly to ensure smooth flow of benefits to the underprivileged and socio-economically weaker sections of society, Government of India, in September, 1986 set up the Council for Advancement of People's Action and Rural Technology (CAPART), a registered society under the aegis of the Department of Rural Development, by merging two autonomous bodies, namely, People's Action for Development of India (PADI) and Council for

Advancement of Rural Technology (CAPART). The main objectives of the CAPART are:-

To encourage, promote and assist voluntary action for the implementation of projects intending enhancement of rural prosperity.

To Strengthen and promote voluntary efforts in rural development with focus on injecting new technological inputs;

To act as a catalyst for the development of technology appropriate for rural areas.

To promote, plan, undertake, develop, maintain and support projects/schemes aimed at all-round development, creation of employment opportunities, promotion of self-reliance, generation of awareness, organisation and improvement in the quality of life of the people in rural areas through voluntary action.

CAPART made useful contribution towards the implementation of the following programmes or schemes:

1. Jawahar Rozgar Yojana (Now renamed as Gram Samridhi Yojana (JGSY))
2. Development of Women & Children in Rural Areas (DWCRA)
3. The Schemes DWCRA, IRDP, MWS have been merged in single scheme renamed as Swarnjayanti Gram Swarozgar Yojana (SGSY)
4. Integrated Rural Development Programme (IRDP)
5. Million Well Scheme (MWS)
6. Accelerated Rural Water Supply Programme (ARWSP)
7. Central Rural Sanitation Programme (CRSP)
8. Indira Awas Yojana (IAY)

9. Panchayati Raj (PR)
10. Promotion of Voluntary Action in Rural Development (PC)
11. Organisation of Beneficiaries (OB) and Social Animators Training (SAT)
12. Advancement of Rural Technology Scheme (ARTS)
13. Watershed Development
14. Assistance to NGOs

Regional Centres: With a view to bringing CAPART nearer to the people and to ensure closer inter action between CAPART and voluntary agencies at the grass-root level, functioning of CAPART has been decentralized by setting up of nine Regional Committees/Regional Centres at Jaipur, Lucknow, Ahmedabad, Bhubaneswar, Patna, Chandigarh, Hyderabad, Guwahati and Dharwad. The Regional Committee is empowered to sanction project proposals to voluntary agencies up to an outlay of Rs. 10.00 lakh in their respective regions.

Funding Pattern: The quantum of assistance is normally decided on the basis of the nature of the project and the capability of the organisation to take up the project /to handle requested funds. On acceptance of the terms and conditions, CAPART releases sanctioned funds in suitable installments depending upon the nature of the project, quantum of assistance involved and the proportion of assistance to be mobilized from other sources including beneficiaries. contribution. Implementing Agency: NGOs are provided financial assistance through CAPART Monitoring & Evaluation: CAPART has fairly well developed monitoring system. CAPART projects are monitored with the help of its own officers and external monitors.

CAPART has a system of empanelling project Evaluators on different subjects. CAPART projects are monitored at three different stages; Pre funding appraisal, mid terms appraisal and Post Evaluation.

6.18 THE DISTRICT RURAL DEVELOPMENT AGENCY (DRDA)

The District Rural Development Agency (DRDA) has traditionally been the principal organ at the District level to oversee the implementation of different anti-poverty programmes. Since its inception, the administrative costs of the DRDAs were met by way of setting apart a share of the allocations for each programme. However, of late, the number of the programmes had increased and while some of the programmes provided for administrative costs of the DRDAs, others did not. There was no uniformity among the different programmes with reference to administrative costs. Keeping in view the need for an effective agency at the district level to coordinate the anti-poverty effort, a new Centrally Sponsored Scheme for strengthening the DRDAs has been introduced with effect from 1st April, 1999. Accordingly, the administrative costs are met by providing a separate budget provisions. This scheme which is funded on a 75:25 basis between Centre and States, aims at strengthening and professionalising the DRDAs.

Role and Functions of the DRDA

1. If effective programme design is critical to successful implementation of rural development programmes, so is an effective delivery agency. None of the anti-poverty programmes can have impact unless they are implemented with clarity of purpose and a commitment to the task. It is here that the DRDAs play a critical role. The DRDAs are not the implementation through overseeing the implementation of different programmes and

ensuring that necessary linkages are provided. To this extent the DRDA is a supporting and facilitation organization and needs to play a very effective role as a catalyst in development process.

2. The district Rural Development Agency is visualized as specialized and a professional agency capable of managing the anti-poverty programmes of the Ministry of Rural Development on the one hand and to effectively relate these to the overall effort of poverty eradication in the District. In other words, while the DRDA will continue to watch over and ensure effective utilization of the funds intended for anti-poverty programmes, it will need to develop a far greater understanding of the processes necessary for poverty alleviation/eradication. It will also need to develop the capacity to build synergies among different agencies involved for the most effective results. It will therefore need to develop distinctive capabilities rather than perform tasks that are legitimately in the domain of the PRIs or the line departments. The role of the DRDA will therefore be distinct from all the other agencies, including the Zilla Parishad.

3. DRDAs must themselves be more professional and should be able to interact effectively with various other agencies. They are expected to coordinate with the line department, the Panchayati Raj Institutions, the banks and other financial institutions, resources required for poverty reduction effort in the district. It shall be their endeavor and objective to secure inter-sectoral and inter-departmental coordination and cooperation for reducing poverty in the district. It is their ability to coordinate and bring about a convergence of approach among different agencies for poverty alleviation and would set them apart.

4. The DRDAs are expected to coordinate effectively with the Panchayati Raj Instructions. Under no circumstances will they perform functions of PRIs.

5. The DRDAs will maintain their separate identity but will function under the chairmanship of the Chairman of Zilla Parishad. They are expected to be a facilitating and supporting organization to Zilla Parishad, providing necessary executive and technical support in respect of poverty reduction efforts. Wherever the Zilla Parishads are not in existence or are not functional, the DRDAs would function under the Collector/District Magistrate/Deputy Commissioner, as the case may be.

6. The DRDAs are expected to oversee the implementation of different anti-poverty programmes of the Ministry of Rural Development in the district. This is not to be confused with actual implementation, which will be by the Panchayati Raj and other Institutions. The DRDAs will monitor closely the implementation through obtaining of periodic reports as well as frequent field visits. The purpose of the visit should be to facilitate the implementing agencies in improving implementation process, besides ensuring that the quality of implementation of programmes is high. This would include overseeing whether the intended beneficiaries are receiving the benefits under the different programmes.

7. The DRDAs shall keep the Zilla Parishad, the State and Central Government duly informed of the progress of the implementation of the programmes through periodic reports in the prescribed formats. Special report, as and when called for, shall be provided.

8. It shall be the duty of the DRDAs to oversee and ensure that the benefits specifically earmarked for certain target groups (SC/ST, women and disabled) reach them. They shall all necessary steps to achieve the prescribed norms.

9. The DRDAs shall take necessary step to improve the awareness regarding rural development and poverty alleviation particularly among the rural poor. This would involve issues of poverty, the opportunities available to the rural poor and generally infusing a sense of confidence in their ability to overcome poverty. It would also involve sensitizing the different functionaries in the district to the different aspects of poverty and poverty alleviation programmes.

10. The DRDAs will strive to promote transparency in the implementation of different anti-poverty programmes. Towards this end, they shall publish periodically, the details of the different programmes and their implementation.

11. Keeping in view, the substantial investment that are being made in poverty alleviation programmes, the DRDAs shall ensure financial discipline in respect of the funds received by them, whether from Central of State Governments. They shall also ensure that the accounts are properly maintained including in respect of the funds allocated to banks or implementing agencies in accordance with the guidelines of different programmes.

12. Thus the role of the DRDA is in terms of planning for effective implementation of anti-poverty programmes; coordinating with other agencies-Governmental, non-Governmental, technical and financial for

successful programme implementation; enabling the community and the rural poor to participate in the decision making process, overseeing the implementation to ensure adherence to guidelines, quality, equity and efficiency; reporting to the prescribed authorities on the implementation; and promoting transparency in decision making and implementation.

13. In addition the DRDAs shall coordinate and oversee the conduct of the BPL Census and such other surveys that are required from time to time.

14. The DRDAs shall also carry out / aid in carrying out action research/ or evaluation studies that are initiated by the Central/State Governments.

15. The DRDAs should deal only with the anti-poverty programmes of the Ministry of Rural Development. If DRDAs are to be entrusted with programmes of other ministries or those of the State Governments, it should be ensured that these have a definite antipoverty focus. Entrusting of any programme to the DRDAs, other than anti-poverty programmes of the Ministry, be it of any other Ministry of Government of India or the respective State Government will have to be done with the approval of the Secretary, Rural Development of the respective State (s), who should examine such request in consultation with the Ministry of Rural Development, Government of India. In such cases, it must be ensured that adequate provision is made for requisite staffing needed for proper implementation of the programme.

The composition of the governing body is as follows.

1. Chairman of Zilla Parishad Chairman
2. All MPs and MLAs and MLCs of the District

3. 1/3rd of Panchayat Samiti Chairpersons to be nominated by rotation in alphabetical order for a tenure of one year, one of whom must belong to SC/ST and another woman.
4. CEO of Zilla Parishad / District Collector ;V Chief Executive Officer / Executive Director
5. Head of the Central Cooperative Bank of the District
6. Chairman Regional Rural Bank
7. District Lead Bank Officer
8. Representative of the Reserve Bank of India at district level
9. NABARD representative at district level
10. General Manager, DIC
11. Representative of KVIB
12. District Officer in charge of Scheduled Caste / Scheduled Tribe Welfare
13. District women & Child welfare officer
14. District officer dealing with welfare of the disabled
15. One representative from technical institutions
16. Two representatives of NGOs
17. Two representatives of the weaker sections, one of whom may be drawn from SCs and STs
18. One representative of rural women
19. Project Director, DRDA- Member Secretary

Wherever the Zilla Parishads are not in existence, the State Governments may nominate elected members of the State Legislature from the concerned districts to act as Chairman of the Governing Bodies of the DRDAs.

6.19 NABARD (National Bank for Agriculture and Rural Development)

NABARD is set up as an apex Development Bank with a mandate for facilitating credit flow for promotion and development of agriculture, small-scale industries, cottage and village industries, handicrafts and other rural crafts. It also has the mandate to support all other allied economic activities in rural areas, promote integrated and sustainable rural development and secure prosperity of rural areas. In discharging its role as a facilitator for rural prosperity NABARD is entrusted with

1. Providing refinance to lending institutions in rural areas
2. Bringing about or promoting institutional development and
3. Evaluating, monitoring and inspecting the client banks
4. Besides this pivotal role, NABARD also:

Acts as a coordinator in the operations of rural credit institutions

Extends assistance to the government, the Reserve Bank of India and other organizations in matters relating to rural development

Offers training and research facilities for banks, cooperatives and organizations working in the field of rural development

Helps the state governments in reaching their targets of providing assistance to eligible institutions in agriculture and rural development

Acts as regulator for cooperative banks

Specific Objectives:

1. Assistance to the economically weaker sections of the community.
2. Cohesion and cooperative self help in the community.
3. Development of cooperative institutions.

4. Development of local resources including the utilization of manpower.
5. Production in agriculture as the highest priority in planning.
6. Progressive dispersal of authority and initiative both vertically and horizontally with special emphasis on the role of voluntary organizations.
7. Promotion of rural industries.
8. Understanding and harmony between the people's representatives and people servants through comprehensive training/education and a clear demarcation of duties and responsibilities.

The economic and social infrastructure as judged by per capita electricity consumption , road length per lakh population and hospital beds per lakh compared unfavourably with the national average.

The state so far could not procure its due share of funds available with various financial agencies. This was evident from the fact that till March 1996, the share of Bihar in total sanctions from the financial institutions was only 1.32 percent. The increase in percentage of total elected, plus co-opted. However the above statistics exhibit that women's participation in the panchayati Raj is not upto the mark. It is observed that mere reservation will not solve the problem unless women members are given immensurate powers to function effectively. However, in this regard the following steps have been suggested:

- (i) all women members of panchayats and other executive bodies must be trained and empowered to exercise their authority.
- (ii) Particular attention must be paid to the development of interpersonal communication skills among the trainees/community leaders.

(iii) Efforts are required to elicit participation of women through establishing links between the elected representatives and the development functionaries.

(iv) Programmes meant for women's development should be linked with panchayat/local functionaries for more effective participation of women.

(v) Despite being members of these democratic bodies or even their head, women's political participation may be severely constrained by various socio-economic pressures. It would , institutional structures with other measures such as mobilisation of women and involvement of panchayats on specific socio-economic issues; and

(vi) There is need to organise women workers either in cooperative or any other form whereby production and marketing are integrated. Government institutions or voluntary welfare organisations must come forward to organise women who are self employed and reduce their exploitation and active participation in panchayats.

6.20 District Planning Committee

The district has been recognized as the basic unit for decentralized planning functions. Operationalizing the concept of district planning requires functional local institutions. The District Planning Committee is the statutory authority for preparing plans for local development area planning. The involvement of the people in the planning process is necessary to take into account their felt needs, to mobilize local resources, to increase the speed of implementation by securing the people's cooperation, to increase the acceptance of the plan and projects and also to bring about a change in the power structure in people's institutions in favour of the poor. Strong

leadership and political will are the necessary conditions for facing the challenge of enabling the local self-government institutions to become effective instruments of social and economic development of rural areas.

6.21 Backward Region Grant Fund

The Backward Regions Grant Fund should be designed to redress regional imbalances in development. The fund will provide financial resources for supplementing and converging existing developmental inflows into 250 identified districts, so as to: Bridge critical gaps in local infrastructure and other development requirements that are not being adequately met through existing inflows. Strengthen, to this end Panchayat and Municipality level governance with more appropriate capacity building, to facilitate participatory planning, decision making, implementation and monitoring, to reflect local felt needs, Provide professional support to local bodies for planning, implementation and monitoring their plans Improve the performance and delivery of critical functions assigned to Panchayats, and counter possible efficiency and equity losses on account of inadequate local capacity. Integrated development will commence with each district undertaking a diagnostic study of its backwardness by enlisting professional planning support. This will be followed by preparing a well-conceived participatory district development perspective plan to address this backwardness during 2006-07 and the period of the Eleventh Five-Year. The Panchayats at the village, intermediate and district level, referred to in Part IX of the Constitution, will undertake planning and implementation of the programme, in keeping with the letter and spirit of Article 243 G, while the Municipalities referred to in Part IX A will similarly plan and

implement the programme in urban areas in conformity with the letter and spirit of Article 243 W, read with Article 243 ZD of the Constitution.

Suggestions for better functioning to the PRIs for the rural development of village panchayat

1. Gram Sabha should be endowed with ownership of minor forest produce. The executive action in this regard may be taken by the gram panchayat or the committee of gram sabha
2. The Gram Sabha of the village where the market is located should decide on the modalities of the management. Development aspects including improvement, modernization may be handled by the gram panchayat. Regulatory aspects may be dealt with by the gram panchayats.
3. Gram Sabha should have the power and responsibility to decide on the matter as per the prevailing provisions of law and gram panc hayat should execute the decision of the gram sabha.
4. Gram Sabha should exercise control over functionaries and institutions whose jurisdiction are entirely confined to the village. Gram panchayats may exercise control over functionaries and institutions whose jurisdiction extends to more than one village. Block Panchayats may exercise control over institutions and functionaries whose jurisdiction extends to more than one panchayat. Zilla Parishad may exercise control over institutions whose jurisdiction extends to more than one block.
5. The decision of the gram sabha, where necessary, may be executed by the gram panchayat and the decision of gram panchayat in this regard where necessary may be executed by the block panchayat samiti. However, this is in conflict with provisions in Madhya Pradesh Act.

6. Gram Sabha should exercise control over local plans and resources. The decision of the gram sabha may be executed by the gram panchayat. In respect of schemes and plans which cut across the boundaries of gram panchayats, the control may be exercised by the block panchayat samitis.

Health and Family Welfare Programmes The Ministry of Health and Family Welfare has been implementing a number of national programmes for disease control and family welfare most of which are externally funded. These programmes are invariably implemented through vertical bureaucratic formations and have not involved the panchayati raj institutions even though the subject they cover fall within the domain of powers and functions transferred to these bodies. The major programmes are as follows: -

- 1) Family Welfare Programme - Reproductive Child and Maternal Health (RCH) programmes
- 2) Vector Borne Disease Control Programmes (covers Malaria, Kalazar, Dengue and Japanese encephalitis)
- 3) TB Control Programme
- 4) Blindness Control Programme
- 5) HIV AIDS / STD Programmes

Following is the sequence of activities in respect of each of these programmes and the suggested role of appropriate PRI in regard to them.

7. For empowering the SCs, the nodal Ministry of Social Justice & Empowerment implements various programmes, which encompass welfare, development and protective measures.

These include i) educational developmental programmes such as Post-Matric Scholarships, Pre-Matric Scholarships, Provision of Hostels, Special Educational Development Programmes for SC girls and Coaching and Allied schemes etc; ii) Economic Development Programmes such as employment and income generating activities supported through National and State level SC/ST Finance and Development Corporations and iii) Social justice and protective measures through implementation of PCR Act (Protection of Civil Rights) 1955 and the SC/ST POA (Prevention of Atrocities) 1989 and the Scheme for Liberation and Rehabilitation of Scavengers.

8. All the programmes related to empowerment of SCs are implemented through the State Governments. Therefore, PRIs being the grass-root level institutions for promoting self-governance can be involved equitably / effectively especially in –

- (i) identification of needy and deserving beneficiaries;
- (ii) distribution of schemes and beneficiaries among them;
- (iii) identification of schemes in terms of their suitability and feasibility;
- (iv) evaluating the continuing schemes to identify gaps / problems in their implementation;
- (v) monitoring progress of implementation of these schemes in respect of physical and financial achievements and watching the actual performance and impact of the schemes
- (vi) monitoring the implementation of Special Component Plan (SCP) and coordination, convergence and integration of various programmes therein at the gross root level;

(vii) prevention of diversion of earmarked funds / benefits and ensuring utilization of the same for the purpose they are meant for; and (viii) selection of grass-root level NGOs etc.

9. Zilla Parishad should be involved in developing linkages with various programmes, improving the quality of services, timely allocation of funds and timely sanction of scholarships, establishing linkages between hostels and schools where beneficiaries are pursuing their studies, providing various facilities at the hostels, identifying institutions for coaching services and monitoring the quality of coaching as well as their impact.

10. Zilla Parishads should also make appropriate linkages with poverty alleviation programmes to enable beneficiaries belonging to the most poor and backward segments to take advantage of these educational schemes whether of scholarships or of coaching or hostels. They should also promote inter-sectoral linkages such as between educational and health programmes, educational and poverty alleviation programmes etc.

11. In the category of economic development programmes especially those are implemented through the State level Scheduled Caste Finance and Development Corporation (SCFDC), zilla parishads should decide upon specified number of beneficiaries to be taken up in the district and their distribution among various blocks. The block level panchayats should decide on the clusters where such schemes should be promoted. Block level panchayats should also mobilize development and technical personnel to help prepare appropriate self-employment projects for members of these clusters which may include aspects such as selection of viable economic and income generating ventures, arranging their forward and backward

linkages i.e., raw material, skill development, appropriate market, and motivating members for repayment of loans. The block level panchayats should forward such schemes to the zilla parishads for onward transmission and sanction of these projects. Zilla Parishads should ensure expeditious sanction of these schemes and timely release of funds for implementation. They should specifically ensure that various inputs and linkages as envisaged in the projects are arranged and in case of any problem should take corrective action. The zilla parishads should also monitor intensively the implementation of these projects.

12 They should also try to promote intersectoral linkages for more effective implementation through appropriate convergence of other schemes, which have relevance for these programmes. In respect of social justice and protective measures such as effective implementation of Protection Civil Rights Act of 1955 and Prevention of Atrocities Act 1989, village level panchayats should have the responsibility of reporting incidence of atrocities committed on SCs/STs to the competent authority. They should also take prompt action with the help of gram sabha in diffusing tension, providing protection to the victims through social mobilization, creating a climate where the perpetrators of atrocities are socially ostracized and keeping vigil on the situation. Village level panchayats should also take follow up action with regard to registration of case and help in its expeditious investigation by mobilizing evidence. They should also forward compensation claims and rehabilitation plans for the victims and upon its sanction ensure that this assistance is distributed to the victims in the gram sabha and made use of meaningfully. Village level panchayats should also

investigate the circumstances in which atrocities have been committed and if there are underlying causes, which require matters to be handled at a higher level for intervention, may immediately report the matter to the block level panchayats. They should also keep in touch with the victims in order that the victims are not intimidated or forced to withdraw their complaints or to run away from the village to frustrate the process of punitive action.

13. The block level panchayats would have a very important responsibility for ensuring that the cases are promptly registered and investigated and where necessary, medical examination is carried out timely and also that the victims are not intimidated and appropriate protection is provided to the victims in case of harassment. Block level panchayat should also provide immediate relief and social support to the victims and should monitor their condition so as to make necessary intervention. Zilla Parishads would have the responsibility to sanction compensation claim and rehabilitation plan promptly. They should have the entire circumstances of atrocities investigated comprehensively (apart from the criminal prosecution) in order that there is no repeat of such cases in and around that area and if there are underlying causes which have given rise to such atrocities, to take action to prevent their recurrence. Zilla Parishads should also have the responsibility to monitor the deliberations of the cases in the appropriate courts in order that no harassment is caused to the victims through judicial process and manipulation by the perpetrators of atrocities or through negligence of the prosecution machinery. As regards the scheme relating to elimination of manual scavenging, since by and large such scavenging takes place in

urbanized areas within the jurisdiction of municipalities, Zilla Parishads should ensure that the concerned municipalities / urban local bodies and other competent authorities identify the families engaged in manual scavenging. It should also ensure that a team of officers is placed at the disposal of the municipality / urban local body to help them in preparing rehabilitation package / project for such scavengers. 14. The Zilla Parishads should also forge immediate linkages with programme under which dry latrines are converted into wet latrines so that the underlying cause for engagement of manual scavengers is eliminated. Zilla Parishads should also promote convergence of various sectoral programmes relevant to situations in respect of such beneficiaries. Zilla Parishads should promptly sanction their rehabilitation plan and monitor its implementation and intervene where corrective action is required. 15. Zilla Parishads would have a major task of sponsoring awareness generation programmes for preventing practice of untouchability and other forms of social and economic marginalisation, discrimination and exploitation. For this purpose, they would identify the agencies and instruments through which this task would be performed, lay down modalities for generating this awareness and for taking action where such practice is still prevailing and monitor impact of these efforts. Zilla Parishads would have a major responsibility for ensuring convergence of various programmes for empowerment of untouchables so that the victims are enabled socially and economically to experience enhancement of their status and equality with other communities. They should also promote social mobilisation through block panchayats and gram panchayats besides NGOs and other institutions

for social ostracisation of those who practice untouchability. They should also ensure that appropriate legal / punitive action is taken where such cases come to the notice and mobilise evidence for effective disposal of such cases in appropriate judicial fora so that exemplary punishment can be awarded against offenders.

In respect of programmes for empowerment of OBCs and minorities, since the nature of the schemes are the same as those referred to in respect of SCs such as those relating to economic development, educational improvement etc. various tiers of PRIs would continue to have similar responsibilities in respect of these programmes as well.

Empowerment of Scheduled Tribes (STs)

1. Zilla Parishads would also have a major task of identifying starvation prone areas or migration prone areas where due to food insecurity, tribals suffer and to undertake measures by appropriate convergence and linkages so that food security is provided and people are enabled to undertake income-generating activities for enhancing their purchasing power.
2. Zilla Parishads should also identify minor forest produce collected by tribals in the area and tie up with various market organisations both public and private sector to ensure that timely procurements are made by public sector agencies and remunerative prices paid to the tribals.
3. Zilla Parishad should make other regulatory arrangements where market is through private channels.
4. Zilla Parishads with the help of block panchayat should institute mechanism in the markets to prevent exploitation of tribals through middle-men and extortionists.

5. Zilla Parishads would have a major responsibility of administration of Ashram schools, their proper up keep, monitoring the quality of education, the living conditions and the treatment of tribal students by the teachers etc. They would also have the responsibility of identifying areas and sites where new schools and hostels should be set up and ensure that available opportunities in schools and hostels are equitably availed of by the needy sections of the tribal communities.

6. Zilla Parishads should also ensure appropriate linkages with health sector for these schools and hostels. In all these activities they would involve and be guided by the block panchayat. They should also appropriately utilise block level panchayats for supervision of these schools and hostels and to provide necessary funds where required for improving their condition.

7. In respect of economic development programmes, the responsibilities of various tiers of PRIs would be more or less the same as specified in respect of SCs except to the extent that at the panchayat level customary social organisation of the tribal community should also be actively involved in identification of beneficiaries and selecting the nature of income generating activity, mobilising women in various programmes. PRIs at the village and block level would have to play a very major role in Over -seeing the collection of minor forest produce, its storage, procurement, disposal and processing, where feasible.

8. ICDS Programme In respect of ICDS programmes, the village level panchayats with the help of gram sabha should select the Anganwadi worker and helper. Gram Sabha should help in identification of beneficiary

households (children and lactating mothers), arranging accommodation within the village, providing necessary assistance to anganwadi worker for cooking food where necessary, mobilising target group households to seek assistance of the programme, verifying whether the benefits are reaching the children and the pregnant / lactating mothers as the case may be. Village panchayat should promote inter-sectoral linkages particularly between health and nutrition programme and sorting out problems, if any in the implementation of the programme. The village level panchayat should also see that the ICDS centres operate regularly and necessary equipments like weighing machines are available and in working order. It should monitor whether food supplements are being received in time and should seek assistance of block panchayat / zilla parishads in arranging them in time so that there are no interruptions in services. It may also explore if community contribution can come in this regard to maintain continuity and in fact should promote such efforts. District and block level panchayats should arrange training programmes for anganwadi workers, ensure timely supply of food supplements / equipments, review the implementation of the schemes, promote inter-sectoral linkages particularly between health and nutrition staff and review impact of the programme on mal-nourished children. District level panchayats should specifically promote linkages with relevant programmes such as poverty alleviation in respect of those households where the infants are not showing requisite growth.

9. With regard to Food and Nutrition Board, the village level panchayat with the help of gram sabha should arrange and organise awareness camps where Board officials can disseminate nutrition awareness through

demonstration programmes based on local food available. It should also promote nutrition awareness in their public contact programmes as well as through the local anganwadi centres and health sub centres.

10. In respect of training-cum-employment programmes, village panchayats through gram sabhas should be involved in the identification of beneficiaries and extending cooperation, providing accommodation etc. for taking up income generation activities in the village. The block level panchayats should be involved in promoting linkages with such groups and other development programmes and such institutions as may assist these groups in carrying out the entrepreneurial activities. The block level panchayats should also promote active linkages for such groups with local markets in their jurisdiction by such actions as, for example, providing proper space in market centres, protecting them from harassment by other traders and other forms of exploitation.

11 .Zilla Parishads should promote skill upgradation and training and promoting wider linkages with raw material and sources of markets. They should also provide linkages with institutions which can feed them with market information. Zilla Parishads should also review the activities of these groups to see the difficulties being faced by them particularly in respect of credit and working capital. In respect of Indira Mahila Yojana, etc. Zilla Parishads may promote village level panchayats as recipient beneficiaries organisations to take up projects for income generation.

12. In respect of awareness generation project, the village level panchayats should be responsible for checking atrocities, promoting harmonious relations, arranging programmes for awareness generation and assisting the

victim/victims of atrocities by ensuring that the available assistance reaches timely and is appropriately utilised.

13. Under the Paryavaran Sudhar Pariyojana, the entire scheme is people oriented and, therefore, the local village panchayats and the concerned gram sabhas should be actively involved in identifying the areas and nature of efforts, monitoring etc. The scheme relating to Environmental Education, Awareness & Training involves development of educational material, assisting NGOs, training in manpower development and mobilising people awareness. The scheme includes major programme for forming eco-clubs in schools. Obviously, this programme needs to involve PRI in a big way. Block level panchayats should select schools where eco-clubs need to be formed. Block panchayats should also identify NGOs, which need to be assisted. They should also identify target groups such as teachers, women, professionals and public functionaries who need to be trained. Zilla Parishads may identify manpower development of the district for this purpose. Zilla Parishads may also be involved in designing programmes of environmental conservation.

14. Forest Sector In the forest sector, most of the schemes are Central Sector which provide financial assistance for forestry institutions for education, training, research and extension. These schemes obviously cannot be transferred to PRIs. In this category are also included schemes relating to strengthening of wild life divisions, National Zoological Parks and Forest Survey of India including application of remote sensing technology.

15. The Central Sector and Centrally Sponsored Schemes under this sector can be broadly divided into the following sub-sectors:

- (i) Crop Development
- (ii) Land and Water Resources Development,
- (iii) Production of Inputs,
- (iv) Research,
- (v) Regulatory arrangement,
- (iv) Crop Development

Under this sub -sector, the following components / activities are covered.

Training of farmers,

Field demonstrations,

Arrangements for input supply and distribution through incentive subsidies,

Land development,

Training of officials. Land and Water Resources Development

Under this sub -sector, the components / activities include the following:

Watershed development, Soil conservation for enhanced productivity of degraded lands, Land use planning, Rehabilitation of shifting cultivation areas, Reclamation of degraded soils etc. Production of Inputs.

16. Crop Development This category deals with micro level crop development and management schemes. Panchayati Raj Institutions at various levels have a very crucial role and should be actively involved as the programmes in this sector vitally concern the people. Usually, agriculture is a transferred subject under the scheme of devolution of powers to PRIs. Therefore, ordinarily funds relating to such CSSs ought to get transferred to PRIs and the PRIs at the district, block and village level

should have a decisive say in their implementation. The implementation machinery consisting of officials of the agriculture extension and research organization should plan and implement these programmes under the direct supervision and control of these institutions. This would imply that the entire blueprint of the schemes and the modalities of implementation enshrined in the schematic guidelines would be explained to and placed before the Zilla Parishad by the district level sectoral officers who would apprise them of various technical parameters determining the implementation of the specific schemes. A large number of schemes under this category basically involve the components outlined above. The first sequence of activities in this regard is identification of the technology in respect of a crop which is sought to be extended to a specific area. This, obviously, would be the function of the research organisation and the district level technical head of the implementing agency. But PRIs at appropriate level would provide farmers' perception in taking a decision. The second step would consist of identification of the area where demonstration programme has to be positioned or extension work has to be carried out. This is the domain where PRI should have a decisive say. Depending upon the resources allocated for a particular programme to a district, the zilla parishad would decide how available funds would be distributed in different eligible areas [block-wise] and thereafter, block panchayats would decide the manner in which selection of sites in various panchayats would be undertaken subject to the technical parameters being satisfied. The identification of the beneficiary / beneficiaries should be the prerogative of the village panchayats through local gram sabha suitably

assisted by the local level technical functionaries. The third sequence of activities would be the arrangement of inputs. This should be done by the technical functionaries in consultation with the PRI at the district level and, where feasible / appropriate, at the block level so that transparency and accountability in terms of effective supply and distribution can be ensured and monitored. Where the inputs are required to be locally produced such as seed multiplication, the technical officers at the district / block level as the case may be, would identify the agency, individuals for such multiplication with the approval of the appropriate level of PRI. The next sequence of activities would be actual organization of demonstration which would be done by the local level technical functionaries. Panchayati raj body at the local level would be involved in publicizing the demonstration and ensuring participation of farmers from nearby areas for widespread dissemination of technology just in case some enterprising farmers wish to take it up on their own.

17. The block panchayat should review the implementation of programme and monitor results particularly the impact in terms of stated objectives. The PRI bodies at block / zilla level should also be involved in developing linkages with other development programmes which may facilitate the realization of objectives of the schemes, participation of larger number of farmers when demonstrations are carried out and effective interface with the technical functionaries so that there is comprehensive dissemination of technology. Also the PRIs can provide feedback of the demonstration to technical functionaries for possible corrective interventions. The most important sequence of activities in this category of scheme is the

distribution of inputs, which essentially involves subsidies. The inputs may consist of certified seeds, minikits, weedicides, machinery, farm implements, sprinkler sets or micro-nutrients / fertilizers. In this sequence of activity PRIs at appropriate level must get decisively involved so that transparency, accountability and equity considerations can be ensured and satisfaction of beneficiaries in terms of inputs received can be monitored.

18. Animal Husbandry and Dairy In this sector, there are 12 Centrally Sponsored Schemes and 10 Central Sector schemes. The Central Sector Schemes largely relate to the activities of Central Government institutions such as breeding farms, training institutes, feed and fodder organizations, survey and regulatory arrangements. These schemes do not have any distributional angle and therefore do not involve any extension work or provision of subsidy. Basically the schemes relate to the activities of the organisations. Therefore, there is no way in which PRIs can be involved. However, it is desirable that in districts where these institutions are located, the Zilla Parishads are acquainted with their activities so that, if necessary, they can seek their help for benefiting the people through training, dissemination of knowledge / research findings, visits, getting inputs, etc. In turn, the institutions can also seek the help of PRIs wherever the research and production activities need people's cooperation or support of local administration.

As regards 12 Centrally Sponsored Schemes, these can be broadly divided into 4 categories.

a) Those relating to assistance to State farms for enhancing their production. The assistance is in terms of provision of inputs etc.

b) Those relating to strengthening of frozen semen centres with equipments, consumables, training and infrastructure improvement.

c) Those relating to veterinary health cover such as control of diseases

d) Those relating to dairy development. Under this category, the schemes largely relate to assistance to cooperative organisations in terms of inputs etc.

a) State farms - In this category of schemes, assistance is largely given to state farms engaged in breeding / production activities. It is essential that block and zilla level PRIs should be fully involved in the decision making on the selection of farm, the range of activities for which assistance is being proposed to be given and monitoring how this assistance is being utilised. Thus, the Animal Husbandry Department of the State Government may identify a particular breeding / production institution in consultation with the zilla parishad where it is located, get the development plan prepared by the institution so that it can subsequently be in a position to ensure that the allocated amount is well spent. The activities of the institutions should also be monitored. The zilla parishad would also sort out various problems that stand in the way of optimal utilisation of infrastructure for breeding / production programme and for better and effective linkages between the breeding / production farm and the extension machinery. The zilla parishad and block panchayat should also arrange periodic supervisory visits to see that inputs being received are of proper quality and that farm animals are being properly looked after. They should also be able to identify constraints in utilisation of infrastructure and help out the institutions through better convergence of programmes.

(b) The second category of the schemes are those which are largely dovetailed into a major project called 'National Project on Cattle and Buffalo breeding'.

19. Under this scheme are involved activities relating to transport, storage and distribution of liquid Nitrogen, support to breeding associations, cooperatives / NGOs, acquisition of bulls for natural service, strengthening of semen banks, training facilities and effecting better linkages between service centres and beneficiaries. This is a programme in which PRIs should have a major say. Zilla Parishad with the help of block panchayats should identify snags in transport, storage and distribution of liquid Nitrogen and initiate measures for removing them. Zilla Parishad should also identify agencies which need to be supported under the programme. They should also be involved in making arrangements for acquisition of bulls for natural service and in strengthening of semen banks and designing of training programmes. They should have a major say in setting up of artificial insemination centres etc. Block panchayats and Zilla Parishad both should monitor the utilisation of funds and the impact of programmes. These schemes, therefore, should necessarily be approved by appropriate level of PRI duly serviced by local technical officers.

In this category, the major scheme is of National Project on Rinder Pest reduction. This involves monitoring and surveillance, organisation of communication campaigns, vaccine production, quality assurance, disease investigation etc. In monitoring and surveillance, village level panchayats through gram sabha should be effectively involved with technical guidelines from veterinary officers. Similarly, in organizing communication campaign

village level panchayat should be fully involved and should play a major role in designing as well as operationalizing these campaigns.

As regards, schemes relating to Dairy Development, the sequence of activities would include the following:

Identification of co-operative societies.

Preparation of projects for assistance

Supply of inputs

Manpower development

Monitoring and review of activities.

20. Block level panchayat should select cooperative societies based on the parameters decided upon by the technical department. Block panchayat should also approve the project prepared by such cooperative societies with the assistance of technical department. Technical department should arrange for supply of inputs and manpower development. Village level panchayat where the cooperative societies are located should ensure that the assistance has been rightly distributed and received by eligible organisation. Block level panchayat should also review and monitor implementation of the programme. Block level panchayat should also integrate other relevant schemes for the optimal utilisation of the project assistance such as development of marketing facilities, linkage with milk producers, ancillaries' activities, etc.

21. Nyaya Panchayats try petty civil and criminal cases and can impose fine. But they cannot award imprisonment. However, exceptions are there and in Bihar, Nyaya Panchayats may even award imprisonment. At times, Nyaya Panchayat gives only warning. District Officer may send for

recommendation of any judgement given by Nyaya Panchayat. In general, the performance of Nyaya Panchayat is not encouraging because people do not appear before Nyaya Panchayats.

22. As regards regulatory activities such as integrated sample survey, implementation of milk and milk product orders, undertaking research studies and arranging seminars; these activities should be the sole concern of the concerned technical department. However, block panchayats should be involved in organizing demonstration and training programmes for farmers, breeders and women on latest animal husbandry practices, organising of milk yield competition and regional livestock and poultry shows, arranging exhibition, gathering feedback from the beneficiary groups and other people about the impact of various sectoral programmes.

23. Credit and Cooperation Major Activities under this sub-sector include distribution of credit to farmers through primary cooperative societies, assistance to cooperative institutions for development projects in the form of working capital and infrastructure development assistance. In respect of distribution of credit, village level panchayats should be involved in selection of beneficiaries on the basis of laid down norms, preparation of credit plan of primary credit societies and in ensuring that credit is made available from the society to the beneficiaries in time. The village level panchayats with the help of gram sabha should also be involved in enlarging the membership of primary societies, impressing upon credit takers to return their loan and where due to extraordinary circumstances, it is not possible to do so, to endorse their difficulties to the credit institutions. It should specifically mobilise action against willful defaulters. Block level

panchayats should oversee disbursement work, develop linkage with programmes providing other inputs, mobilise creditors for return of loan and where due to adverse situation, repayment is delayed, to prepare the case for rescheduling of the loan repayment plan. In respect of project loans from cooperative institutions, block level panchayats should identify such institutions which need assistance, help them to prepare their project reports and with the assistance of zilla parishad should ensure timely disposal of the loan applications. It should monitor the activities of such institutions to see that assistance received by the institutions is properly utilised. The block level panchayats should also identify viable development projects for strengthening cooperative institutions with a view to providing better services to local users. The block level panchayats should help such cooperative societies by arranging technical expertise for them. District level PRI should arrange timely release of sanctioned credit to primary credit societies, cooperative bank clearance, endorsement of projects relating to cooperative institutions, monitoring credit disbursement & utilisation of project assistance, and promoting effective inter-sectoral linkages and coordination.

24. Crop Insurance

The sequences of activities under this head include identification of beneficiaries, preparation of claims, expeditious disposal of these claims and timely receipt of the compensation amount. The village level panchayat should be involved in identification of beneficiaries under this scheme and in preparation of their claim which it should vet. The block level panchayat / zilla level panchayat, as the case may be, should arrange to ensure that the

claims are expeditiously considered and settled by the competent authority. The village level panchayat through gram sabha should ensure that amount is disbursed to the correct beneficiary and is received by him / her without any hassles. The village level panchayat should also help in arranging support / assistance through sources other than insurance to such farmers whose crops have been destroyed or lost in order that they can prepare themselves for the next season of cultivation.

25. Relief against natural calamities The village level panchayats through gram sabha should identify beneficiaries eligible for seeking relief under the Relief Manual and get their claims prepared and send them to competent authority. The block level panchayat should have this claim expeditiously disposed of / settled. The village level panchayats should ensure that the compensation amount or other assistance is distributed to the proper beneficiaries under their supervision. They should also arrange to have other forms of relief distributed and, where necessary through mobilisation of concerned offices of Government and where possible through community action.

26. Education There were seven schemes relating to elementary education such as Operation Blackboard, Non-Formal Education, Teacher Education, Nutritional Support to Primary Education, Lok Jumbish, Shiksha Karmi and District Primary Education Programme. The main ingredients of these activities include construction of class rooms, provision of teaching materials, training of teachers, selection of volunteer teachers and supply of food grains for nutritional support. All these schemes are now being

integrated into one scheme called Sarva Shiksha Abhiyan. It is now claimed that scheme would be implemented through Panchayati Raj Institutions.

27. National Literacy Mission Sequence of activities include location of centres, identification of volunteers / instructors and development of teaching and learning material. Selection of volunteers and location of centres should be handled by the village level panchayats.

