

**DECENTRALISED PLANNING AND
TRANSFER OF DEVELOPMENT FUNCTIONS:
A STUDY OF THRISSUR DISTRICT**

BY

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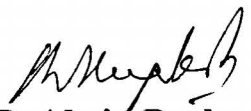
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Certified that, this written account on “Decentralised Planning and Transfer of Development Functions : A Study of Thrissur District” is a bonafide record of research work done by Sri. E. M. Thomas under my supervision. This thesis has not been submitted earlier for any other degree or diploma.


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DECLARATION BY THE CANDIDATE

I declare that this written account entitled “Decentralised Planning and Transfer of Development Functions: a study of Thrissur District” is a bonafide record of research work done by me under the guidance of Dr. B. Alwin Prakash, Professor of Economics, University of Kerala.

I also declare that the thesis has not been submitted, by me fully or partly for the award of any degree, diploma, title or recognition before.

Place : Thrissur

Date : 9th September, 2002



E. M. Thomas

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List of Abbreviations

DPC	- District Planning Committee
BLEC	- Block Level Export Committees
SC	- Scheduled Caste
ST	- Scheduled Tribes
MLA	- Member of Legislative Assembly
MP	- Member of Parliament
NGO	- Non Governmental Organisation
UDF	- United Democratic Front
LDF	- Left Democratic Front
KWA	- Kerala Water Authority
KSEB	- Kerala State Electricity Board
Raidco	- Regional Agro Industrial Development Cooperation
Hudco	- Housing Development Corporation
COSTFORD	- Centre for Science and Technology for Rural Development
KILA	- Kerala Institute for Local Administration
KRP	- Key Resource Person
LRP	- Local Resource Person
NHG	- Neighbourhood Group
DRP	- District Resource Person
GS	- Grama Sabha

INTRODUCTION

E.M. Thomas “Decentralised planning and transfer of development functions:
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CHAPTER - I

INTRODUCTION

Decentralisation of the economic planning process has now become a matter of serious concern all over the world. Irrespective of the type of economic system, various degrees of decentralisation are practiced by various countries like Nepal, Bangladesh, Mexico, Chile etc. Decentralisation through the involvement of local representative institutions in the formulation of plans for development as well as their implementation is being advocated in the interest of efficient utilisation of resources and for ensuring more equitable sharing of benefits from development. The concept and philosophy of decentralised system of economic planning received renewed attention in India with the 73rd and 74th Constitutional Amendment Acts of 1992.

India's experience of four decades of planning has taught us the fact that, the upward shift of functions from the states to the union has not in the least contributed either to the strengthening or to the making of planning more effective. Indeed it has had the opposite effect on both sides. These problems have made political parties and scholars think in terms of decentralising functions from the union to the states and from states to districts, blocks and villages. As a result of these, we have got the 73rd & 74th Constitutional Amendment Act 1992.

At present Kerala is passing through an era of decentralised planning, generally known as people's planning. Hence, the ninth plan of Kerala was primarily based on the principles of people's participation in the planning process or grass root level planning. The official

inauguration of people's planning was on August 17-1996 at Thiruvananthapuram by our former Chief Minister E. K. Nayanar.

According to Thomas Issac, T. M. (1999) one of the major decisions taken by the state government of Kerala in 1996 was to earmark 35-40% of the outlay of the 9th plan towards projects and programmes to be drawn by local self govt institutions. During 1997-98 the total resources devolved worked out to be Rs. 1025 crores and in 1998-99, Rs. 1178 crores, not counting funds from centrally sponsored schemes and the institutional loans that could be availed by the local bodies with government guarantee. Before 1996-97 their share in the annual plan was limited to a paltry amount that averaged around Rs. 20 crores.

The local self government institutions are also entrusted with the task of preparing their development plans. Apart from the comprehensive nature of the local plans and the maximum autonomy given to the panchayats, in their plan formulations, the micro level planning methodology adopted in Kerala is different from similar experiments in other states by the insistence on mass participation and transparency. Because of the comparatively better level of literacy and civic consciousness of the people, the local self governments in Kerala provides a suitable launching pad for effective grass root level planning. Also the village panchayats in Kerala act as sound basic units of planning because of their unique geographical characteristics and pattern of distribution of population. For example in other states, the population of a panchayat normally ranges between 1000 and 5000, and in Kerala it is between 10,000 to 25,000. This has helped the village panchayaths in Kerala to become model viable units of local self governments both financially and administratively.

Though a few studies had been done on Panchayati Raj in Kerala they were mainly concentrated on some historical, administrative and financial aspects of the village system. But no attempts have so far made on problems of micro level planning, its formulation, implementation and evaluation, in the context of the Panchayati Raj system in Kerala. Hence there is a research gap. How far the devolution revolution has become successful in the transfer of development functions from state level to grass root, village level ? How did the panchayats ensure people's participation in the planning process, both at the formulation and implementation stages ? How plan projects were implemented by the panchayats ? If they could not successfully complete the projects, what were the important causal factors responsible ? All these are very pertinent questions and their answers will stimulate the inquisitiveness of serious researchers. This investigation will also be useful for academic, administrative and practical purposes.

1.1 Review of Literature

Despite the fact that, decentralised planning is a topic of the day and is widely discussed, serious analysis through published empirical studies on this topic have rarely come up, showing proper evaluation of all aspects of decentralised planning in India. Based on the available studies, a brief review of literature of contemporal relevance is presented here about the structural and functional aspects of decentralised planning in Indian states in general and in Kerala state in particular.

According to Aziz Abdul and David Arnold (1996) the rationale of decentralised governance is also derived from the known drawbacks of the centralised decision making at the macro government levels. Being away from the basic spatial units such as hamlets and villages, and with

power concentrated at the top of the space in a pyramidal power base, the state and union government power structures draw representatives from well endowed subregions and sectors of the community leaving the backward regions and weaker sections unrepresented. This gives rise to the emergence of enclave type power bases and unequal distribution of power among the people. The interests, felt needs and aspirations of some sections and of the people living in backward areas are thus likely to be overlooked under the centralised decision making system. In the centralised system where there is not much scope for people's participation, the implementation of decisions taken at top government levels becomes weak as it does not inspire or motivate people to extend their cooperation. On the other hand, under the decentralised governance system, since the representatives are drawn from all sub regions including villages and hamlets and from all sections of the community (through a system of positive discrimination if necessary) two important results can be expected : (a) the emerging power structure would not be all that unequal or of the enclave type and (b) the articulation in the decision making process of local needs and aspirations of people belonging to different sections would be more probable. Also, as people's participation is ensured by inspiring them and by creating some special institutional mechanisms, implementation of decisions is more likely to be effective under decentralised governance.

According to Prasad, Kamta (1988) another set of arguments in favour of decentralised planning centres around the virtues of participatory process of development. People's participation at all the levels of planned development processes ensures many advantages. The increasing awareness of the importance of people's participation in the development process also has accelerated the speed of the decentralised planning

process. Decentralisation or grass roots planning is expected to result in better planning because, the local people have better awareness of their needs and preferences and fuller information on the conditions and possibilities of their areas. The area level planner with a more intimate knowledge of the interdependence of activities at the micro level, would be in a better position to develop integrated programmes which would avoid duplication and can produce maximum impact with minimum cost. There is also scope for involvement of people in the planning process, if the process is decentralised. Moreover implementation may also be better as a result of more realistic planning and greater involvement of the people.

Some international changes also have inspired the acceptance of the decentralised system of planning. As Rajni Kothari (1996) puts it, decentralisation should be viewed in the context of an emerging need to reconcile two contrary tendencies - globalisation on one hand and local self governance on the other. The entire world is undergoing wide ranging changes. An immediate impact of the world capital market on centralised and decentralised governance, especially in respect of the making of vital decisions that affect the lives of the people. It is in this changed context of economic and technological development that there has emerged a need to understand the imperatives of decentralised governance and to develop commitments to the philosophy of decentralisation.

In the opinion of Misra Swetha (1994) a set of other factors also has necessitated the renewed interest in decentralised planning. Firstly it has been prompted by the need to deliver the basic public goods like food, housing, and water from local units of administration as soon as possible. Secondly most people in developing countries live in rural areas which are away from the national capital located in a distant urban

area. Administration has to "penetrate" the rural areas and link these up with the nation as a whole. Thirdly in many countries, sociological diversities manifest themselves in ethnic, linguistic and religious differences. Administration needs to be decentralised in response to regional diversities. Fourthly, regional and local resources can be utilised for the area development purposes, only if administration would move out to the regions and localities. Decentralisation, therefore, facilitates local planning and development with the help of the local resources.

One of the major studies conducted by Inamdar, N. R. (1970), in Maharashtra State, provides valuable information regarding the serious economic difficulties and problems of political transformation experienced in panchayats. He investigated the day to day operations and the relevant problems of four panchayats, namely, Dehu, Dhamni, Khardrdwasla and Rahatwada. He found that, the real transfer of development functions increased the burden of the responsibility of these panchayats. The author opined that, the functioning of the panchayats evoked popular cooperation and participation in implementing their programmes. Yet the developmental activities would require immense effort on the part of the administrative and political leadership to bring about a rapid change and development.

Another serious study on the topic was conducted by Muthayya, B. C. (1972). The study mainly concentrated on panchayat taxes with particular reference to a few panchayats in Andhra Pradesh. He found that, for funds these bodies depend heavily on grants from the government and samithis. But taxation is also conceived as one of the sources of revenue for these bodies, and this understanding may be one of the influencing factors in their tax payment.

A fascinating study conducted by Nandekar, V. G. (1979), on the role of Zilla Parishad as local government and development body found the necessity for the additional resources for Zilla parishad, if they had to deliver their development duties effectively. It was a case study of Nazik Zilla Parishad in Maharashtra. He has pointed out that operational success of Zilla Parishad and such other local self governing bodies is organically linked with their financial resources and strength.

Chokshi (1971) found that, neither the panchayats were functioning satisfactorily nor their resources adequate for these bodies. It was a case study on village panchayat in Baroda district of Gujarat. He pointed that each and every panchayat should follow the broad principles of programme budgeting and accordingly should have a properly planned supply schedule of resources. The study pointed out that unless the resource position of these bodies improved, panchayats could not justify their existence as developmental units.

In an in depth study M. Shiviah et al (1976) made a detailed analysis of the nature and functioning of panchayati raj institutions. The study reached the conclusion that, panchayati raj is a multi dimensional phenomenon. It is difficult to quantify its contributions to the modernisation of rural India. Greater dynamism in rural areas will increase the effectiveness of panchayati raj as an instrument of modernisation and economic development.

The study made by Harichandran, C. (1983) on the role of panchayatiraj institutions in rural development with special reference to Tamil Nadu has analysed various functions and responsibilities that are generally delegated to panchayat bodies by the state governments. It

has also brought to light the serious imbalances between resources and functions at the local level, resulting in the neglect of both maintenance and developmental activities. The study also shows the fact that, developmental activities such as education, health, water supply and general welfare can be handled effectively by the panchayatiraj institutions. The study also reaffirmed the fact that, panchayatiraj institutions will have a real meaning, only when there is proper delegation of functional as well as financial responsibilities.

Arun Ghosh (1988) in the paper on 'Decentralised planning - West Bengal experience, explains the success story of decentralised planning achieved by the left democratic front (communist) in the state of West Bengal since 1978. This paper discusses the extent to which the West Bengal experiment at decentralised planning has succeeded and the problems it had to face, while implementing the decentralised planning.

A study made by Shah, B. C. and Pandya, J. N. (1989) has pointed to the weakness, strength, constraints and potentialities of panchayati raj institutions in India. According to them, there should be a positive approach in the revival, renewal and reforming of the panchayati raj. Movement from the people should emerge to force the state, to provide maximum authority and resources to the panchayati raj system and pressures for redistribution in favour of the poor be built up at the grass roots. What is lacking, however is the political will at the level of ruling elite at the state level. Popular pressures should be built up to force the ruling elite to demonstrate such a political will.

In the paper an 'Evaluation and practice of decentralised planning in India', Joshi, B. M. (1989) reviews the efforts made at the national

level in decentralised planning since independence, through various five year plans. It explains the current status of decentralised planning at the operational level in various Indian States. According to the author except in a few states like West Bengal, Karnataka, Gujarat and Maharashtra, the decentralised planning is very weak at its operational level.

Another study made by Bhargava, B. S. and Shivanna, N. (1992) on 'administrative innovations at the grass roots': revealed that the Taluk panchayath samithi as a middle tier panchayath institutions has been rendering useful service, especially in the context of providing a functional link between Zilla Parishad and mandal panchayats. However the study revealed the fact that, the officials of taluk panchayat samithi felt that, the, samithi is functioning like a 'Post office by transacting business between Zilla Parishad and mandal panchayats, and among departments" due to the absence of effective executive power for Taluk Panchayat Samithi.

A study by Aziz, Abdul (1993) tries to evaluate the decentralised planning exercises of Karnataka, after implementation of Karnataka Zilla Parishads, Taluk Panchayat Samithis, mandal panchayats and Nyaya Panchayat Acts of 1985, with the following intentions viz, (a) to outline the political administrative and institutional structures created for undertaking decentralised planning, (b) to explain the decentralised planning process showing the bottom up and top down linkages, (c) to evaluate the plan formulation strategy and planning priorities and (d) to critically examine the implementation of decentralised planning.

The study says that an important accomplishment of panchayati raj institutions is that they have created a mechanism which allow people's participation in the planning process to a greater degree. The study also reveals that, the new institutional structure has brought out certain desirable changes in the rural areas as reflected in the housing, education,

and health facilities of the villages under study.

In the paper, entitled, "Democratic decentralisation in Karnataka Past and Future", Aziz Abdul (2000) discussed the evaluation of local governance system in Karnataka with reference to panchayath raj institutions and examined how far it had been responsive and effective. He found that on many occasions, the plans of District and Taluk panchayats are often changed according to the interests of the MLAs and the MPs to protect their vote banks. The paper also noted that, the relationship between bureaucrats and non governmental organisations is not very cordial. Also the elected representatives look upon non governmental organisations and their functionaries as competitors. The result is, panchayaths and non governmental organisations have been distancing themselves to such an extent that no meaningful cooperative effort could be thought of between them. He came to the conclusion that, the grama panchayath should be strengthened by providing them adequate technical, and personal support along with sufficient funds. The paper also suggested that, panchayat planning process should be made free from any kind of state intervention. Peoples participation in this process should be ensured.

Oommen, M. A. (2001) in the article, 'For Decentralised Planning' critically evaluates the performance of panchayati raj institutions in India. He concludes the article by stating that, "although political decentralisation has made some progress, the country has miles to go on the road of decentralised governance. The panchayati raj institutions remain Achilles heel in the Indian federal polity today. They must be made vital instruments in enhancing the quality of development and democracy in the country".

In the article, 'The dialectics of decentralisation' Hariss, John (2000) discusses the various operational aspects of decentralised planning from a global perspective. He concludes the article by pointing out that, "few experiments in decentralisation have been so thoroughly considered as the 'people's campaign' in Kerala, which establish the conclusions of scholarly research that, in cases of 'good government', relations between central and local governments are much more complex than those proposed by the simple decentralisation logic.

The Administrative Reforms Committee (1958) appointed by the Kerala government, reached the conclusion that, mandatory functions or compulsory duties of the panchayats should be those which can be performed by them out of their own resources and with their own staff. This will make the panchayats fully responsible, both for their formulation and execution. It follows that, there will be full devolution of powers to the panchayats in the area of mandatory functions. They should not include any of the agency functions or functions which are to be vested in a higher body. In the exercise of these functions the panchayats should have sufficient administrative powers. In the fields of social service programmes and developmental work, panchayats should function with executive responsibility as agents of government. It will be the responsibility of the panchayats to formulate the programmes of developments in these matters and in other items of developmental work like agricultural production, animal husbandry and village industries etc.

The panchayat Finance Commission (1985) has made an extensive study on the various aspects relating to panchayat finance, like, assessment of the existing panchayat services and amenities and their cost, assessment of the gap between existing resources and cost of service

and amenities at satisfactory standards, examination of the present panchayat taxation structure and suggestions for augmenting the resources of panchayats etc. The committee made the following recommendations.

(a) Government may consider the request for availing institutional finances from those panchayats whose annual establishment costs have not exceeded their self raised income (b) The elected bodies should be vested with adequate financial powers to carry out smoothly, the obligatory and discretionary functions (c) Government should make available the specific purpose grant to the eligible panchayats every year as per the approved norms and the grant should not be allowed to lapse.

The Kerala government commissioned a study by of Ramachandran, V. on the defects of 'Kerala District Administration Bill' which was passed in the Kerala Legislative Assembly in 1979. The report entitled as 'The Report on Measures to be taken for Democratic Decentralisation at the District and Lower levels' was submitted in 1988. It is also known as V. Ramachandran report (1988). The report proposed amendments to the thirty seven sections and thirty three schedules in the Act. It was also suggested that once the powers were fixed realistically the district councils and panchayaths should be free to exercise them with minimum control from the department and from government.

Another committee was appointed by the Government of Kerala in July 1996 under the chairmanship of Sathya Brata Sen (S. B. Sen). The committee was asked to enquire into the ways and means to ensure, transparency, complementarity, peoples participation, responsibility, uniformity and priority to lower levels of the planning system etc. The committee submitted preliminary reports within the first three weeks of

its appointment. According to Parameswaran, A. P. (1999) due to the untimely demise of S. B. Sen, and other problems, the committee could submit its first report only in 1998. The main recommendations of the committee includes the following.

- (a) To ensure maximum degree of people participation, gramasabhas should be revitalised
- (b) The neighbour hood groups comprising of 30-50 close neighbouring houses, should be made mandatory.
- (c) Government should not interfere in the day to day affairs of the panchayat.
- (d) Compulsory auditing of the accounts of the panchayats should be done if possible by an independent audit commission.
- (e) To settle the disputes between the panchayat and the government an ombudsman should be appointed.
- (f) Enhance the functions and scope of gramasabhas in the process of decision making and policy formulation processes.

Karunakaran Pillai, G. (1986) has made an attempt to analyse the major economic issues relating to the needs, resources and utilisation of funds of the panchayats in the country with particular reference to Kerala, including the present system of state local fiscal relations. After a comparative analysis of both the national and state scenario, the author concludes that, panchayats in Kerala, like their counterparts elsewhere in the country have been assigned variety of functions and numerous sources of revenue. However, most functions are not obligatory and several sources of revenue are under-utilised. While many functions go unattended the panchayats have failed to spend even the limited amounts they receive by way of revenue from own sources and from the state government in

full. There exists inter panchayat differences in the levels of income, revenue and expenditure. The working of the panchayats for the last quarter of a century has instead of reducing such differences, only aggravated them. The existing system of grants-in-aid, is based neither on the principle of need nor on the effort of the panchayats. Therefore, it has not helped in reducing inter-panchayat inequalities in revenue and expenditure.

Another major study was made by Charvak (1997) on 'Decentralisation of Planning - A comparative study of Experiences of West Bengal and Kerala'. In this study he proved that, as regards popular participation in planning, efforts in Kerala have been extremely poor until very recently. This could not have been otherwise in the absence of popularly elected local bodies at the district and block levels. The methodological exercise in district level planning were mostly of academic in nature. In West Bengal, in contrast, from 1978, the panchayats have become focal points of rural mobilisation, initially for land reforms and relief works and then to rural development. However, even in West Bengal, when it came to local level planning, the direct popular participation in the planning process has been limited till recently". The Kerala model for decentralised planning as is being attempted for the preparation of the 9th plan is more in accordance with the constitutional vision of the local bodies being self governing units. Maximum functional and financial devolution is being attempted with the expectation that the necessary administrative devolution would sooner or later follow. The popular participation and voluntary help from experts will possibly enable local bodies to overcome the immediate handicaps of limited administrative devolution. But, unless corresponding administrative devolution is also introduced soon, the decentralisation of the planning process may not

go far enough. If, however, necessary administrative devolution is not unduly delayed, decentralised planning should start showing its positive results.

Another very important study on the decentralisation experiments in Kerala had been done by Raphael Jos C. (2000). In his book 'Decentralised planning in India', he has ventured a comparative analysis of the performances of a Tholur village panchayat in Kerala and Devangondhi Mandal panchayat in Karnataka. He reached the conclusion that, Karnataka state is far ahead of Kerala State, in the decentralised planning set up, especially in aspects of institutional frame work, finance and people's participation. According to him, sustained willingness to decentralise, is the key word for the whole effort for decentralised planning through the newly constituted panchayat raj institutions.

A very serious and in depth study on decentralised planning in Kerala has been conducted by Gopinathan Nair, N. D. (2000) under the heading 'people's planning in Kerala, a case study of two village panchayats'. His observations and investigations were based on the comparative analysis of Vithura and Nanthiyodu panchayats in Thiruvananthapuram district. The two areas of serious concern that the study had identified are the widespread misutilisation of the benefits distributed under individual beneficiary programmes and the unproductiveness of a substantial part of the investments made in the production sector.

Pillai, A. R. V., Jayaprakash, N. and Ajith Bhaskaran (2000) have conducted a study on the working and performance of beneficiary committees in Kerala. The result of the study is published in the paper entitled, 'Beneficiary Committees - an experiment under peoples plan'.

They sought the opinion about functioning of beneficiary committees from four groups viz, peoples representative, officials, voluntary workers and experts who have been associated with peoples planning during the first three years in a 5 point grading system. The result of the evaluation showed that, the percentage of elected representatives grading the functioning of beneficiary committees as good or very good increased from 1st to 3rd year, while percentage giving poor or very poor declined from 1st to 3rd year. The opinions of voluntary workers and experts are also almost the same as that of elected representatives. The officials have made a very conservative evaluation, with a lower percentage than the other three categories still the percentage giving good grades have improved from the first to the third year. Hence they conclude their study with a rosy future for beneficiary committees in Kerala's popular planning system.

Shaheena, P. (2000) in the paper, "Resource mobilisation under decentralised planning - an analysis of annual plans of Grama panchayats in Kerala" proved that, during the decentralisation period, there was a substantial increase in the additional resource mobilisation with own resources, in the grama panchayats.

In the paper, "Industrial development under decentralised planning - the Manjeri Experience", Joseph, K. J. and Sudhakaran, M. N. (2000) have reached the conclusion that, what is required is a programme to utilise the organised strength and political consciousness of the people to accelerate the pace of industrial development of the state as envisaged in the decentralised development strategy. The strategy should be to utilise the educated labour force and latent saving for the state's industrialisation by judiciously combining the elements of planning and market. Such a

strategy may also call for the creation of new set of democratic institutions.

Patrick Heller, (2000) in his paper "Moving the State - The politics of decentralisation in Kerala, South Africa and Porto Alegre", made the conclusion that, grass roots democratic impulses in Kerala and Porto Alegre were given life and successfully scaled-up only because they were undertaken by a political project and were given state support. Breaking through the logjam of political and bureaucratic interests opposed to decentralisation required the political initiative of a pragmatic party and the instrumentalities of a pilot agency that could successfully circumvent traditional power brokers and build direct political ties with local forces.

Almost all the studies reviewed above were conducted either before the launching of decentralised planning in Kerala or in the initial years. Moreover, most of the studies were confined to the analysis of one or another aspect of decentralised planning like finance and resource mobilisation, working of beneficiary committees, industrialisation etc. So far no attempts have been made to study the performance of decentralised planning in Kerala, covering a period from 1996-97 to 2001. Hence the present study intends to fill this research gap. An overall evaluation of the performance of decentralised planning in Kerala, based on the case studies of four panchayats belonging to Thrissur district, during the period from 1996-97 to 2000-2001 is presented here.

1.2 Objectives of the Study

Following are the major objectives of the study.

1. To examine the transfer of development functions associated with the decentralised planning.
2. To examine changes in the plan machinery for plan formulation and execution.

3. To examine the extend of people's participation in the planning process.
4. To make an overall evaluation of decentralised planning.

1.3 Hypotheses

Based on the above objectives the following hypotheses also have been formulated.

1. There was only a transfer of functions from the state government departments to the village panchayats which was totally unaccompanied by administrative transfer.
2. As a result of the change in the plan machinery for plan formulation and execution, there is a positive change at all the realms of local level planning.
3. Peoples participation in decentralised planning is lower in terms of participations in grama sabha meetings, development seminars and voluntary contributions.
4. The decentralised planning could not achieve desired success owing to high proportion of spill over and dropped projects as a result of in efficient beneficiary committeés, delays in getting finance, unviable projects, delays the execution of deposit works, seasonal changes and land related disputes.

1.4 Source of data and methodology

The study is based on the data gathered from both secondary and primary sources.

1.4.1. The secondary source of data

The secondary data regarding the the sample panchayats were collected from the souvenirs, articles and reports published by Alur, Melur, Nattika and Porathissery panchayats. Secondary data regarding plan projects of the district panchayat were collected from the district planning office and Costford at Thrissur. Government guidelines and directives on the formulation and implementation of plans were collected from the State Planning Board at Thiruvananthapuram and Kerala Institute for Local Administration (KILA) at Thrissur.

1.4.2. Primary Sources of Data

Primary data regarding on the attendance of gramasabha meetings, development seminars, plan projects, and list of beneficiaries were collected from the official documents of the sample panchayats. Primary data regarding the impact of beneficiary projects upon the people were collected through extensive field survey and personal interviews and discussions with various groups of people related to local planning. Extensive field surveys were conducted to evaluate the performance of various projects, implemented by the sample panchayats during 1997-2001 time period. Direct personal interviews with sample beneficiaries of individual beneficiary projects were used in the evaluation of beneficiary schemes. The evaluation of social projects were done by direct personal site visit, and personal interviews with conveners of beneficiary committees, conveners of panchayath planning committee, members of task forces and monitoring committees, implementing officers and panchayat committee members. The response of implementing officers who are functionally transferred to the panchayats were collected through direct personal discussions with them.

For the purpose of sample survey of beneficiaries, samples were taken separately from all the panchayats for each year from 1997-98 to 2000-2001. Further details are presented in chapter seven of the present study, which is dealing with the evaluation of individual beneficiary projects.

In the field study and survey, barring a few cases, vast majority of people cooperated whole heartedly. The response and cooperation extended by panchayat presidents, elected members to the panchayat committee, convenors of panchayat planning committees, and implementing officers were very warm and encouraging.

The study is based on the evaluation of performance of four panchayats viz Alur, Melur, Nattika and Porathissery, belonging to four different development blocks, viz, Mala, Chalakudy, Thalikulam and Irinjalakuda, in the formulation and implementation of plan projects during the period 1997-98 to 2000-2001.

To avoid the chances of political bias, two panchayats each, which were controlled by left Democratic Front (LDF) and United Democratic Front (UDF) were selected as samples.

Sample panchayats were taken from different geographical regions in the district so that they should reflect the development problems of other panchayats, similarly situated elsewhere in Kerala state. In the samples of the present study, Alur, Melur and Porathissery panchayats have a sizeable areas of high lands and midlands. Nattika panchayat has a fairly long stretch of coastal area (21/4km long) and midland. The profiles and maps of Thrissur district, Alur, Melur, Nattika and Porathissery panchayats, given in the appendix provides all other valuable information.

All the sample panchayats have more or less the same percentage of SC population. But at the same time Alur panchayat has a got a given number of people belonging to Schedule Tribes.

Likewise all the sample panchayats have more or less similar proximity to small townships like, Irinjalakuda, Chalakudy, Kodungallur and Trichur. Hence no panchayat has any special advantage or disadvantage regarding the geographical location.

The sample panchayats are selected on the basis of their performance in spending the plan amount. In other words, the performance is measured by their total expenditure of the plan fund during the plan period-1999-2000, which was the peak of the time period of popular planning in the state. All the panchayats in the district were classified into four groups viz, excellent, good, poor, and very poor according to their percentage of plan expenditure during the period. The panchayats that could spend more than 95% of their plan funds are classified as excellent (category A), between 76% to 94% as good (category B), between 65% to 75% as poor (category C) and below 65% as very poor (category D). Accordingly out of the 98 panchayats in the districts only 4 panchayats belonged to category A and 5 panchayats to category D. Likewise 56 panchayats belonged to category B and 33 to category C. Hence, Alur and Porathissery panchayats which could spend 86.28% and 89% respectively were taken as samples of category B while Nattika and Melur which could spend only 68.9% and 75% respectively of their plan funds were taken as samples of category C.

Levels of socio economic development attained by all the four sample panchayats were more or less the same. Samples of all the beneficiary

projects implemented by the sample panchayats were taken and evaluated. Regarding the social projects, or general projects, all the projects formulated are implemented were separately observed and analysed.

1.5 Plan of Study

The plan of the present study is as follows. Theoretical issues of decentralised planning and the theoretical frame work of the present study are discussed in the second chapter. The third chapter examines the history and features of panchayat raj and decentralised planning in Kerala. The fourth chapter discusses the various aspects of decentralised planning and transfer of development functions in Kerala, together with the procedures for the formulation and implementation of plan projects. The details of peoples participation are discussed in the fifth chapter. The sixth chapter deals with the evaluation of the performance of plan projects in the social sector. The seventh chapter explains the evaluation of the performance of individual beneficiary projects. The eighth chapter presents the findings of the study followed by a discussion of the suggestions to improve the decentralised planning system and a SWOT analysis of decentralised planning in the state.

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THEORETICAL FRAMEWORK

E.M. Thomas “Decentralised planning and transfer of development functions:
A study of Thrissur district ” Thesis. Department of Economics , Dr. John
Mathai Centre, University of Calicut, 2002

CHAPTER - II

THEORETICAL FRAMEWORK

The concept of decentralisation is used differently by different economists and groups. The philosophy of economic planning and its application in different parts of the world, in various ways, made the question of centralised and decentralised planning still more complex and subtle. Centralisation is frequently regarded as the antonym of decentralisation, in the sense that, it is the transfer of powers or functions from the subnational levels of government and planning to the national level; or from a lower to a higher sub-national level, but the interrelationship between the two is much more complex than it appears, because of many different criteria which can be used to measure decentralisation and therefore centralisation. Thus many changes in the organisational structure involve some elements of centralisation and others of decentralisation and hence any change cannot be easily classified as falling in to the domain of either centralisation or decentralisation. No system of planning and administration can be completely centralised or decentralised.

2.1 Decentralisation - Conceptual Issues

The English word decentralisation has got its roots in Latin. According to Macmakon, A. W. (1961) the word's Latin roots convey its meaning as 'away from centre'. To some others, like Leonard D. White (1959) decentralisation denotes "the transference of authority legislative, judicial or administrative from a higher level of government to a lower level.

In the opinion of Datta, Vijay Ranjan (1990) to an economist decentralisation means dispersal of industries. To a local government expert, it implies devolution of function and responsibility to small territorial units. To an administrator at the centre, it means discretion for field or regional offices or delegation of responsibility within the same hierarchy. To a managing director of a business organisation, it denotes the necessity of starting some new administrative branches in certain areas. All these interpretations lead us to terminological confusions and do not present a full view of decentralisation. Besides, these interpretation have no conceptual frame work.

Although the basic idea of decentralisation is sharing the decision making authority with lower levels in the organisation, power can be shared within the system, at a lower level or by creating new mechanisms in the system. Power can also be shared with out side organisations or agencies.

2.1.1 Different degrees of decentralisation

Rondenelli, D. A, Nellis, J. R and Cheema, G. S. (1984) indicate the four types of decentralisation, viz (a) deconcentration, (b) delegation (c) devolution and (d) privatisation.

a. Deconcentration. It is the transfer of powers and functions by administrative means to local representative of the central government or it is the handing over of some amount of administrative authority or responsibility to lower levels within the government ministries or agencies.

But, according to Feslar James (1968) though deconcentration may be efficient and convenient for the public, and may even promote a feeling that government is closer to people, it may not provide the opportunity to exercise substantial local discretion in decision making, and hence not much of a decentralisation. At the same time in the opinion of Collins Paul (1974) in case of lightly centralised countries even the shifting of work load from central offices of staff / office outside the capital may have an important impact on development and may become a crucial first step that highly centralised governments must take towards extensive deconcentration or decentralisation later on. In the opinion of Leonard D. White (1959) deconcentration denotes more delegation to a subordinate officer of capacity to act in the name of the superior without a real transfer of authority.

b) Delegation : It means transferring responsibility for specifically defined functions or organisations that are outside the regular bureaucratic structure and are only indirectly controlled by the Central Government. In other words delegation means the transfer of powers or functions to either local government or local representatives of the central government which is undertaken by administrative means that is not irrevocable. Hence it is a more extensive form of decentralisation.

In the opinion of Budhoo Martin J (1976), delegation implies the transfer or creation of authority to plan and implement decisions concerning specific activities or a variety of activities within specific spatial boundaries, to an organisation that is technically and administratively capable of carrying them out. According to A. W. Macmakon (1961), delegation refers to relations in which powers are formally conferred under law on an executive agency or by an

administrative order to a subordinate or from one level of government to another.

c. Devolution : Devolution is the creation and strengthening of subnational units of the government, activities of which are substantially outside the direct control of the central government. In other words it is the legal transfer of powers or functions to a locally elected public body. As a result devolution will enhance the strength and powers of independent local self governing bodies.

According to Sherwood Frank P (1969), devolution is a concept quite separate from decentralisation, because it denotes the divestment of functions by the central government and the creation of new units of governance outside the formal command structure of the central government. In the opinion of Datta, Vijay Ranjan (1990) devolution is not much different from decentralisation. The method of devolution is applied to the formally constituted local authorities while deconcentration is applied generally to the field agencies or staff. It is thus clear that, deconcentration and devolution are simply the technical methods of efficient administration.

According to Henry Maddick (1966), devolution refers to the process of the legal conferring of powers to discharge specified or residual functions upon a formally constituted local authority. As per the report of the team for the study of community projects and national extension service (1957), most often, delegation of power is mistaken for decentralisation. The former does not divest the government of the ultimate responsibility of the actions of the authority to whom power is delegated. This authority is under the control of the government and is in

every way subordinate to it. Decentralisation on the other hand is a process whereby the government divests itself completely of certain duties and responsibilities and devolves them on to some other authority. As Harold J. Laski (1960) observes decentralisation process is a training in self government. It confines the administration to those who will feel most directly the consequences of those powers.

d. Privatisation : It refers to the passing of all responsibility or functions to non-governmental organisations or private individuals and enterprises independent of the government.

Amitava Mukherjee (1991) adds another concept of decentralisation, to the above mentioned once, viz. dispersal.

e. Dispersal : It means the posting of personnel outside the national capital without any significant transfer of functions or powers to them.

It is thus clear that, deconcentration, delegation, devolution, privatisation and dispersal are simply the technical methods of efficient administration. The meaning and scope of decentralisation are much wider and deeper. It is a process of democratisation of political power and thereby aims at achieving democratic values in practice. Decentralisation aims at widening the area of people's participation in the decision making micro level political authority and autonomy through transfer of specific power to people's representative institutions at the bottom.

Misra, Sweta (1994), makes the distinction between, decentralisation, devolution and deconcentration in the Indian context as

follows panchayati raj is an example of decentralisation. State governments in India, demanding for more powers corresponds to devolution. The district collector, being vested with authority over development departments in the district is an example of deconcentration. The commissioner of police delegating powers to permit holding of public meetings to the assistant commissioner of the concerned area is an example of delegation.

2.1.2 Approaches to the concept of decentralisation

The different approaches to the concept of decentralisation have been clearly spelt by J. W. Fesler (1965). He has grouped the approaches in to four categories viz.

(a) doctrinal, (b) political (c) administrative and (d) the dual role

a) doctrinal approach

The doctrinal approach seeks to transform decentralisation as an end itself through a process of 'romantic idealisation'. The Gandhian concept of concentric circle of power distribution and the idealisation of village community in panchayat raj have reduced decentralisation almost to a dogma and as an article of faith. Instead of treating decentralisation as a means to the achievement of some end values, such idealisation tends to elevate it to the status of a hardened doctrine.

b) Political approach

The political approach under lines the essentially political character

of decentralisation. Initiatives to decentralise and willingness to pass on powers and functions to decentralised units and to allow these units to actually operate within a framework of autonomy, are politically determined. Decentralisation in the shape of devolution to local self governing bodies marks an attempt to set up autonomous governments at the local level. Field units of government like district administration are the long arms of the central government. To create and maintain local government is thus a major political commitment. In the absence of such commitment, devolution to sub-national governments, including self governing bodies, will remain more in law than in practice. This leads to what Fesler calls "illusory decentralisation" Both panchayati raj and municipal governments in India represent to a considerable extent this sort of devolution.

c) Administrative approach

This approach is motivated by efficiency criterion. When field administrative units are setup through a process of deconcentration the measure is considered appropriate for field level decision making and prompt problem solving. In this process, administrative units might come up at many levels between the locality and central head quarters. With more and more demand for specialised functions, multiplicity of functional departments would appear at the field level. The administrative situation gradually presents a picture of polarisation between general area based administrative demands and specific function centered claims of particular functional departments. Decentralisation in administrative terms may not therefore always guarantee clarity of authority and orderliness of operations. To promote such operational principles, conscious attempts are needed to readjust from time to time the conflicting claims of area

and functions in decentralised field administration.

d) The dual role approach

The dual role approach is a kind of rehearsal of the area-function dichotomy in a new setting. Decentralisation is placed within a larger context of development and change, as distinguished from maintenance of status quo conceived in administrative terms. The dual role approach seeks to highlight the conflict in field administration between tradition and change. Most field administrative systems were evolved in an earlier era mainly to maintain the established order, to collect revenue, and to keep things from going wrong. Almost all the developing countries that have inherited the colonial field system are seeking to bring about speedy social and economic changes. As a consequence the functions of field administration have changed radically.

In the opinion of Fesler, J. W (1965) they intent to change established ways of doing things so as to carry economic and social development forward rapidly. This contrasts with the status quo orientation of a field system geared to the maintainance of the established order and may conflict with the personal orientation to field generalists so chosen and trained as to identify themselves with the classes, families and other groups who constitute the establishment.

Resolution of conflict between two different orientations in field administration calls for adaptation of decentralisation to changing circumstances. The theme is so familiar to Indian administration in general and to district administration in particular.

2.1.3 Types of decentralisation

According to Misra, Sweta (1994) four types of decentralisation can be identified viz (a) administrative (b) functional (c) political (d) geographical

- (a) Administrative decentralisation refers to the decentralisation of authority to the lower officials in the administrative hierarchy of organisation. It may also mean decentralising powers and functions to the subordinate units.
- (b) Functional decentralisation implies that, the functions are decentralised to the specialised units or departments like education or health.
- (c) Political decentralisation involves that, political powers and functions concentrated in the hands of higher level political organs are decentralised to lower level political organs. The panchayat raj agencies are units of decentralisation where political powers of decision making are decentralised from state government to panchayat samithis and Zilla parishads.
- (d) In the system of geographical decentralisation, the powers and functions of head quarters are decentralised to the field offices for executive performance. This facilitates quick decision making in view of the local requirements.

2.1.4 Development from below and development from within

According to Sundaram, K. V. (1995) local planning is based on two concepts viz (a) "Development from below" and (b) Development from within Development from below is by and large, a government

initiated planning venture with a modicum of peoples participation. The projects initiated by sectoral departments belong to this category. In the case of development from within, the projects are basically initiated by the people. It is an endogenous development process triggered off by people themselves through "capillary or trickle up effect". Here the people themselves assumes responsibility to plan and manage their own development with their own resources (financial and personal). It is an activity that is self generated, self organised and self-sustained. In this type of development, the people of a local community define their own goals, needs and aspirations and make decisions affecting their well being and sustained development. The projects that are planned by a, local community, with the 'untied' resources coming to them from the above, and the resources that are generated with the local community belong to this category.

The 'development from within' concept would make it possible for local communities to raise more resources for themselves, to assert their own value systems, to have confidence in their own ingenuity and skills and to be less dependent on external agencies for development.

2.1.5 Negotiatory Planning

According to Sundaram, K. V. (1995) decentralised planning is a negotiatory planning process, in which the different "actors" involved in the planning process interact, discuss and determine the matters relating to resource allocation and the projects to be implemented. Ideally it is initiated from the grass roots and originates from certain, local initiatives which are sparked off by both internal dynamics and external stimuli and engineered through several local organisations and interest groups. These

local bodies throw up several project ideas, which represent the wishes and desires of the local community and constitute 'a demand' for resources by them. Simultaneously, the government and its development agencies workout the feasible level of "supply" of resources of various kinds such as the provision of government grants and loans, material inputs and technical assistance. These resources coupled with the locally generated resources and those that are provided by non governmental organisations and other external agencies (eg : foreign aid) constitute the total "Supply" of resources to the local level. The matching of this supply and demand constitutes the essence of decentralised planning. For arriving at the "matching" the two major actors in the planning game, viz. the representatives of the government and the representatives of the people, must meet and vigorously negotiate the quantum and content of the local level plan. Thus the plan is arrived at by participatory consensus. The interface takes place at the district level. Thus local level planning is a process of certain top down and bottom up initiatives converging at the district level, resulting in a development effort that meets people's needs within the frame work of national objectives and available resources. This is shown in the following figure 2.1.

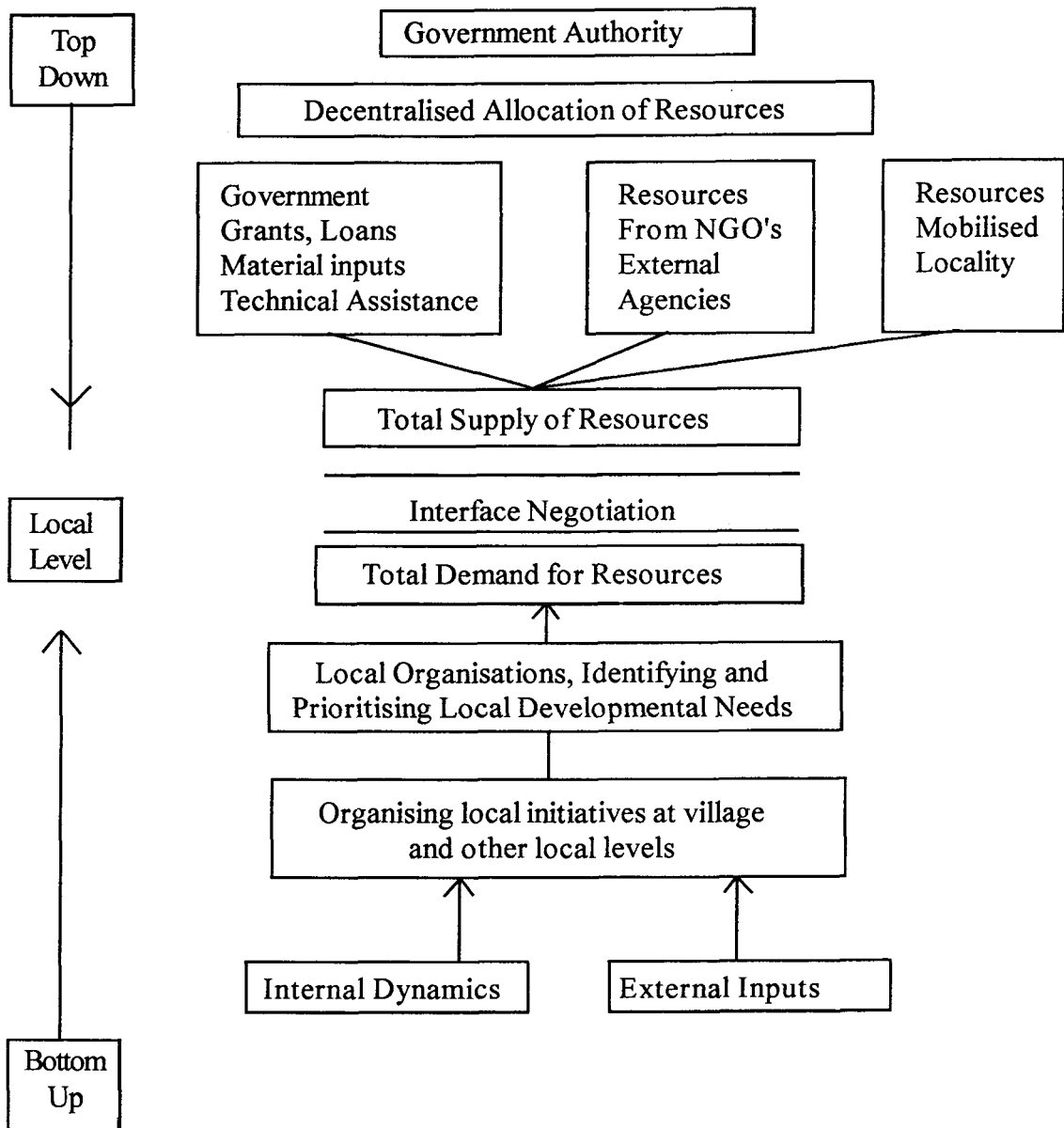


Figure No. 2.1: Micro Planning Process

2.1.6 Principles of decentralised planning

The smooth functioning of decentralised planning system requires adherence to certain basic principles. Mukherjee, Amitava et al (1990) have presented the basic principles of decentralised planning as follows.

- a. The principle of functional decentralisation and non-concurrency.

- b. The principle of financial decentralisation
- c. The principle of mobilisation of local resources
- d. The principle of planning location
- e. The principle of decentralised administration
- f. The principle of public participation
- g. The iteration principle (The Relay-Re-Relay process)
- h. The principle of Nesting and integration of plans.

a. Functional decentralisation

Functional decentralisation means indicating with precision and clarity, which functional activities are to be decentralised, and what powers over each activity are to be decentralised, to each area by the state government. The specifications of functions should be clear cut. The mere indication of sectoral responsibilities in global terms like agriculture, industry, health, education and so on will not do. The meticulous sub division of each responsibility is necessary because it is usual for any one sectoral activity to be divided among the national, state and the local levels. The actual division of functional activities and in particular the degree of details required will depend very much on the actual situation prevailing in each state and the state's degree of willingness to part with powers. The panchayat raj acts have listed a number of items and one has to examine these closely to find out the degree of clarity and ambiguity in these lists. Thus the identification of the planning functions that are non-concurrent to be performed at the different planning levels, with each tier having a harmonious link with the other subnational level tiers, therefore is the cornerstone of the arch of functional decentralisation.

b. The principle of financial decentralisation

The devolution of financial powers and resources to the panchayat raj institutions in tandem with the functions and responsibilities entrusted to them, constitutes the crucial aspect of decentralisation. Every planning tier which is called upon to discharge particular functions must be armed with financial capacity to do so and hence allocation of financial resources required to perform those functions efficiently, has to be made.

c. The principle of mobilisation of local resources

For a successful decentralisation exercise, local community must be encouraged to generate a portion of the required resources locally. It may serve two purposes : Firstly, it would imbibe a sense of participation among the people. Secondly, it would motivate the masses to achieve self reliance, at least partially.

d. The principle of planning localism

The philosophy of multi-level decentralised planning setup, includes the concept of enlarging the scope of local level decision making. Hence in allocating functions to lower planning tiers and allocating resources down the line, it is essential that, the objective of enlarging the scope of local level decision making is encouraged.

e. The principle of decentralised administration

Administrative decentralisation or 'deconcentration' is an essential prerequisite and will decide the extend of powers to be decentralised to

the lower levels. There are three main categories of such powers to be considered. These are policy making powers, financial powers and powers over personal matters. The policy making powers can be law making powers or executive powers. Financial powers are powers concerning revenue and expenditure. Personal powers are those relating to the appointment, promotion, transfer and discipline of staff and their accountability. Decentralised planning will fail to get off the ground or may be seriously delayed, if these vital elements are neglected or their importance not recognised.

f. The principle of public participation

One great advantage of decentralised planning lies in its ability to have interface with people at several tiers, and harness their effective participation in developmental efforts of the country. There are two views on participation. One, the "mobilising" view which envisions participation as mobilisation of the people for the success of development projects. Two, the "empowering" view which enjoins empowering the people to make their own choice on planning issues. It is the latter view of participation, of empowering the people which is relevant in multi-level decentralised planning super structure, because the key concept of multi-level planning is that it is based on felt needs of the people, perceived through interaction with the people for whom plans are formulated. This participatory strategy enables the majority of the population afflicted by low incomes, low levels of education and restricted or non-existent opportunities to make their voices heard in the planning process, and paves the way for their participation. At the highest level of planning (state, national) participation will be more indirect. At the local level, participation of the people will be more direct. And then at

the national, state and higher regional levels, participation would be consultative in nature, where as at the local level, participation would be "decision making" and should be conceived of both as a tool and goal of development, because it is only then that it can serve as a medium of social transformation and as a pre condition for authentic development, based fundamentally within the underdeveloped areas at the sub national level.

g. The iteration principle

Decentralised planning is a relay and re-relay process where the micro units through a repetitive process of interaction seek continuously warranted convergence to the dynamic path of stable equilibrium for the macro system as a whole. The various planning levels, which are engaged in planning for their respective levels, have to act and interact repeatedly, till a harmonious planning is achieved. This is achieved through vigorous and untainted flow of information pertaining to policies, priorities, targets, guidelines for planning, budgetary information, coordination directives, reviews of monitoring and evaluation of projects and suggestions for rescheduling plans and replanning; the bottom up flows consists of data, information on local needs and preferences, area priorities, area targets, and problems and constraints faced at the local level. The concept of planning cycle is based on this principle.

g. The principle of Nesting and integration of plans

Integration of plans of different spatial levels into a unified whole in order that they are not discordant disparate elements, is very important for a continuous growth process. The integration sought for here is a

complex one because it requires that individual plans at each of the different sub national planning tiers and at the national level, will be internally consistent and integrated. For the harmonisation of the iterative process, inter-territorial inter tier interface has to be a reality which should be aided by flow of communication and information.

2.1.7 Planning Cycle

Economic Planning is a continuous process, having sequential stages. These phases are collectively called planning cycles because the planning process is cyclical in nature. According to Rondinelli, A. Dennis (1997) the project cycle consists of twelve stages, viz (1) project identification (2) project formulation, preparation and feasibility analysis (3) project design (4) project appraisal (5) project selection negotiation and approval (6) project activation and organisation (7) project implementation and operation (8) project supervision, monitoring and control (9) project completion or termination (10) output diffusion and transition to normal administration (11) project evaluation (12) follow up analysis and action.

Still another version of planning cycle is provided by Sundaram K. V. (1995). According to him planning has 8 stages as illustrated in the figure No. 2.2 given below.

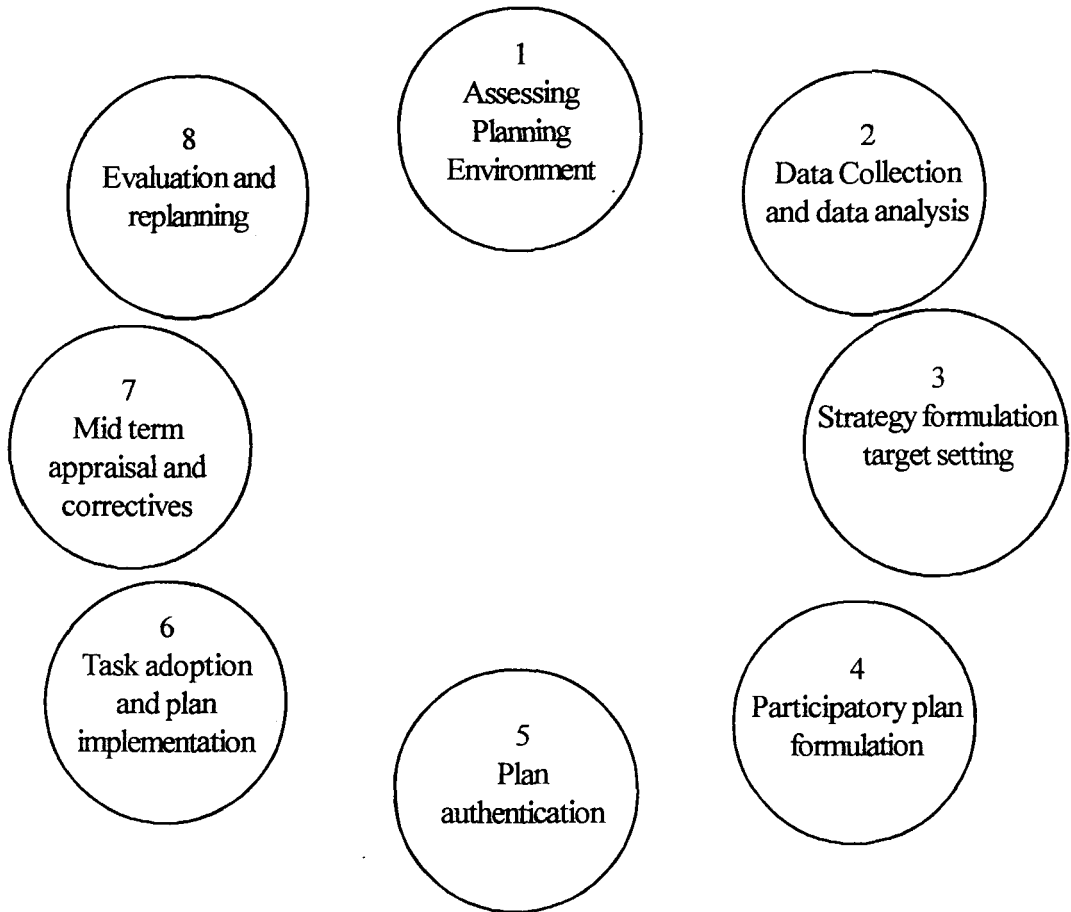


Fig. No. 2.2 : Planning Cycle

As shown in the above figure the planning cycle encompasses the following aspects of planning;

1. Assessment of planning environment which means taking note of the environmental and socio economic-cultural peculiarities.
2. Data collection using rapid rural appraisal techniques, where necessary, and data analysis for bringing out the problems and potentials of the area.
3. Strategy formulation and setting realistic targets for the plan
4. Participatory plan formulation
5. Plan authentication and linking the plan at the next higher level
6. Task adoption and plan implementation
7. Mid term appraisal and making correction
8. Evaluation and replanning

From the above observation, it is clear that, the process of planning is a continuous cyclical process. The success of the planning process depends on the efficiency of the system in enhancing and ensuring the type of operation at each level of the cycle.

The planning cycle also shows that the planning process is a time bound process. For successful micro level or local level planning the entire series of plan operations must follow a rigid time schedule so that the state planning board can have enough time to negotiate with the districts and finalise each district plan and then incorporate the same into the state budget. There are numerous 'actors' who play distinct roles in the planning process. These actors are the various institutional mechanisms at different levels. The time limit for operation by each actor should be meticulously worked out and strictly adhered to.

2.2 Theories of decentralisation

Unlike other disciplines in economics, the area of decentralised planning is not endowed with much theoretical contributions. At the same time, some good theoretical attempts, also could be seen in this area. An attempt is made here to present in brief, the content, of the main theoretical works done in the area of decentralised planning.

Theories of decentralisation can be grouped into the following five categories viz, (1) location theories, (2) central place theories, (3) theory of development poles, (4) theory of geographical incidence and transmission of economic development, and (5) the theory of growth foci. They are briefly explained below.

2.2.1 Location Theories

According to Mukherjee Amitava (1990) the first set of theories of decentralisation falls in to the category of location theories. The development processes in earlier times witnessed throughout the history of economic development in the west were marked by two concomitant, but opposite tendencies of concentration and dispersion. The former was the consequence of centripetal forces and the latter of centrifugal forces. Consequently, while concentration resulted in clustering of human activities, dispersion caused a uniform spread of human activities. Areas with stronger centripetal forces exhibited centralised tendencies, leading to the evolution of a few large urban centres functioning as growth foci leaving large tracts of the hinter land under developed. With incremental variations in concentration, the weakening of the dispersion process started. However if there emerged a strong dispersion process either autonomous or induced, to counteract the strong concentration process then there also occurred what is called decentralised concentration, where a large number of small and medium sized centres of human activities emerge, in such a way that, inhabitants living in the periphery or outside these centres have as much access to the facilities available in these centres as the inhabitants per se of these centres. Many social scientists, like Morrill R. L (1963) and others viewed centralised concentration as a necessary condition for development. Taking these national concomitant tendencies of concentration and dispersal as points of departure, concepts and theories of socio-economical development and spatial organisation have been framed.

The main proponents of location theories were Von Thunen, Alfred Weber and Isard. Among them Von Thunen was the foremost theorist

who sought to explain the organisation of space through a formal model. In fact, Alfred Weber was the first to make a comprehensive attempt at developing a theory of location in 1909. His emphasis was at minimising costs. Isard, like Weber, also looked for optimum location, based on the minimisation of transportation costs.

2.2.2 Central place theories

Walter Christaller is the main proponent of the central place theory. He was the first to discover that, there is some ordering principle governing the distribution of towns and cities.

According to Mukherjee, Amitava (1990), the core of the central place theory is that, a certain amount of productive land supports an urban centre, and the urban centre exists because essential services must be performed by the land. Granted that, it follows that, a central place can be defined as a settlement providing services for the population of its hinterland, called the complementary region. The central place is the centre of a region, and the term 'central' is relative; it refers to a region, but more correctly it refers to settlements dispersed over regions and hence, settlements that are principal centres of a region are called central settlements vis a vis those that are not central places, called the dispersed places. These dispersed places are of two types, (a) those settlements whose population live on economic activities conditioned by land surrounding them called the area bound dispersed places, (b) settlements whose inhabitants etch out a living from resources at specific locations known as point bound dispersed places. Mining and forest settlements are examples of point bound dispersed places.

Christaller's pioneering attempt in the area of central place theory was followed by August Losch (1954) and others.

2.2.3 The theory of development poles

The theory of development poles founded and developed by Perroux (1950) is derived indirectly from observations of the actual process of development. Perroux conceived development as essentially polarised in so far as the forces inherent in the development process worked towards, clustering of economic activities and growth and towards imbalances between industries and geographical areas. Perroux's theory is essentially a theory of development; a theory purporting to explain the entire gamut of structural change in the economic as well as the social and institutional systems, unlike a theory of economic growth which concentrates upon the conditions for expansion of aggregate production and total income. Although, Perroux was not particularly concerned with the spatial aspects of development in its purely geographical sense, application of the development pole theory has been concentrated mainly on problems of inter regional and intra regional development.

In the opinion of Mukherjee, Amitava (1990) the application of the growth pole concept and the theory in a specific geographical and regional context is owed much to Boudeville, who unlike perroux's abstract conception of space emphasised the regional character of economic space.

2.2.4 Theory of geographical incidence and transmission of economic development

A. O. Hirschman (1969) made an attempt to synthesise a theory of geographical incidence of growth with the hypothesis of mechanisms of geographical transmission of development. In the analysis of development strategy, he stated obviously that, economic progress did not appear every where at the same time, and that once development had appeared, powerful forces would lead to a spatial concentration of economic activity and growth at the initial starting points. According to him, if the economy is to be kept moving ahead, the task of development policy is to maintain tensions, disproportions and dis-equilibria. Therefore, the sequence that "leads away from equilibrium" is precisely an ideal pattern of development, for each move in the sequence is induced by a previous disequilibrium and in turn creates a new disequilibrium that requires a further move. Unequal development of various sectors often generates conditions for rapid development. The argument is based on his theory of economic development as an essentially unbalanced process which is propagated through chains of disequilibria.

According to Mukherjee Amitava (1990) similar attempts were made by Myrdal, Potter, Lewis E Davin Clark and others.

2.2.5 The theory of Growth Foci

According to Mukherjee Amitava (1990), the concept of growth foci is the result of integration between many theories with each other. Firstly the growth pole hypothesis is integrated with the central place theory of Christaller. The derived hypothesis, when integrated with the

spatial diffusion theory had resulted in the birth of the concept of growth foci.

The growth foci in summary will have the following features.

- a) the growth foci vary in size and function to suit the specific regional needs and scale, while the number and location of growth foci will vary with variations in geographical and socio economic topography.
- b) the growth foci form a hierarchy, the lowest level foci serve the micro regions, and the highest level serve the macro regions with the meso regions in between. There can be as many levels in the hierarchy as are warranted by economic rationality and socio - political considerations.

In the context of Indian conditions Misra, R. P. (1974) envisaged a five tier hierarchy of growth foci viz, (a) central village at the local level, (b) service centres at the micro regional level, (c) growth points at the sub regional level, (d) growth centres at the regional level and (e) growth poles at the national level.

2.3 Theoretical frame work of the study

Decentralised planning system relies heavily upon people's participation, in all the stages of development planning. A development plan is composed of a large number of projects. Each project is the result of the collective endeavour of a group of people, who are trying to resolve a local development problem or felt need. This is the reason why, Gittinger (1971) claims that, projects are the cutting edge of development "and Hirschman (1967) considered them as "previlaged

particles of the development process" In the words of Dennis A. Rondinelle (1977) in a broader sense, projects have become vehicles for social change in many developing countries, as parts of larger social programmes and sector plans; they can create the capacity for ameliorating serious problems that obstruct growth and delay progress. According to Hirschman (1967), the development project is a special kind of investment, the term connotes, purposefulness, some minimum size, a specific location, the introduction of something qualitatively new, and the expectation that a sequence of further development moves will be set in motion. Hence, projects are not ends in themselves; they are identifiable units of activity designed to achieve large developmental goals, opined Dennis A. Rondinelli (1977).

Plan projects are instruments of change. Projects emphasise more immediate rather than very remote goals. It aims at marshalling of resources and devising of the methods to achieve some basic goals. In other words, a project by definition is action oriented. According Dennis Rondinelli (1977), in the frame work of planned economic development, the conception, identification and definition of projects and programmes are at the crux of the development process. If theories are correct in asserting that, the essence of development lies in increasing productivity, in promoting structural change to expand the capacity or potential for socio economic production, then projects are a critical means of achieving development. All these observations reveal that, projects are the key elements deciding the success of development planning.

The success of a development plan primarily depends upon the timely completion of the plan projects. The goals of development planning can be realised only through the effective and successful completion of plan

projects. Hence the success of decentralised planning in Kerala depends upon the successful completion of plan projects by the village panchayats, during the plan period itself.

In this study, the evaluation of decentralised planning and plan projects are done according to the following methods.

2.3.1. Classification of Projects

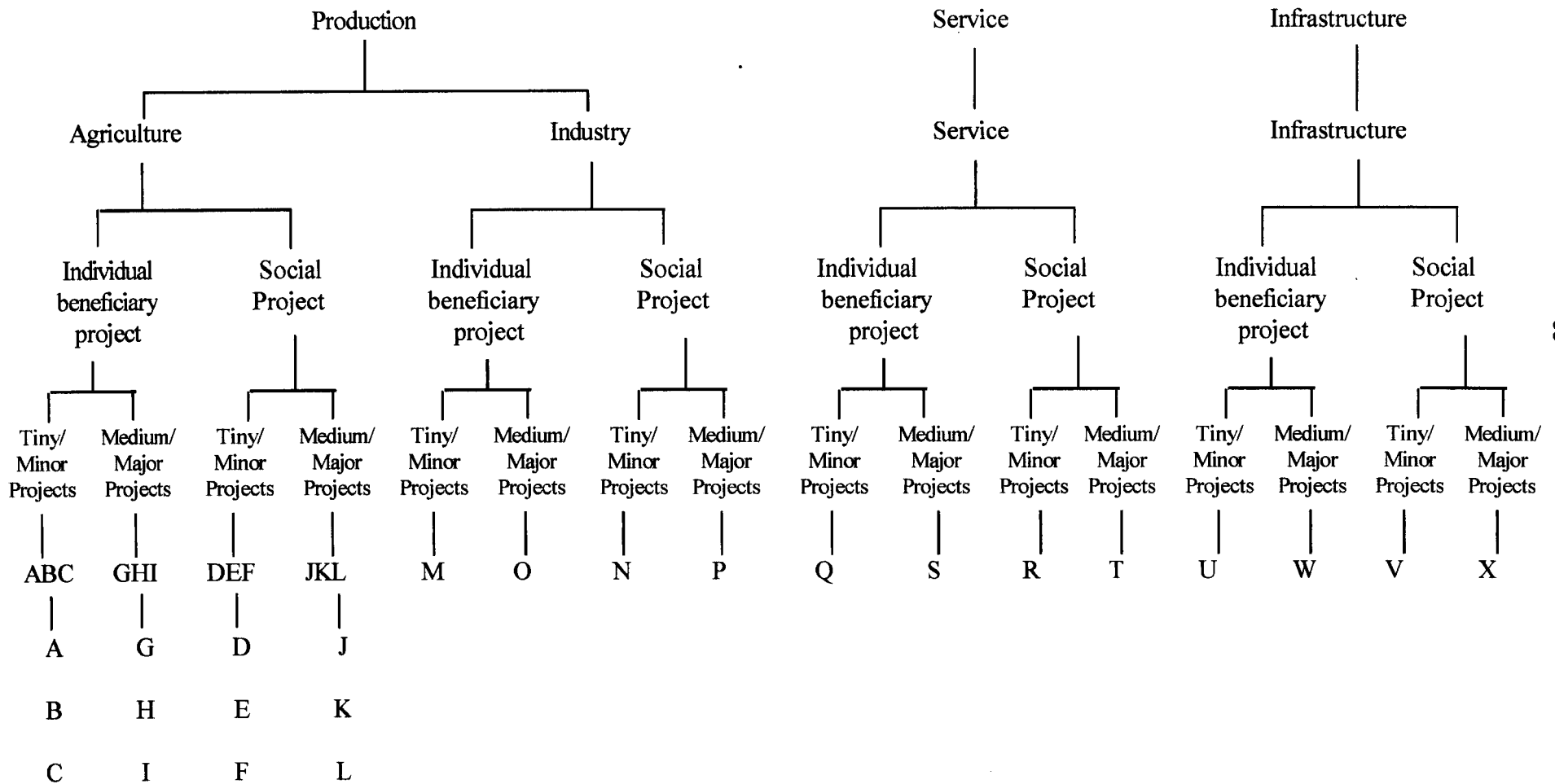
All the plan projects are classified into three broad sectors viz, production, service and infrastructure. Production sector projects are further subdivided into agricultural and industrial projects.

The next step is the classification based on the final beneficiary of the project. Accordingly, all the projects are divided into individual beneficiary projects and social projects. Individual beneficiary projects are those which are allotted to various individuals. The entire benefits of such projects are accruing to them. Example, house, latrines etc. social projects are those which are meant for the entire people living in a ward, or panchayat. Example roads, culverts, ponds, markets etc. In other words beneficiary projects are for the satisfaction of private wants where as social projects are for satisfaction of collective wants of the society. Again all the above groups of projects are further subdivided into tiny or small projects; and medium or major projects. Tiny or minor projects in the beneficiary sector are defined as those projects which carry a per project cost of less than Rs. 5000. Example hen, goat, seedlings, hot boxes etc. Medium or major projects in the beneficiary sector are those project carrying per project costs between Rs.5,000 and 40,000. Example financial assistance for the purchase of cows, electric motor pumpsets,

construction of houses, latrines, etc. In the social sector, tiny or minor projects are defined as those having a per project cost of less than Rs. 50,000/-. Likewise medium or major projects in the social sector are those having per project costs above Rs. 50,000/-.

The following chart 2.1 illustrates the classification clearly

Chart 2.1 : Classification of Plan Projects



In the above chart, (A) denotes tiny and minor projects belonging to land and cultivation, (B) refer to tiny and minor projects related to animal husbandry and poultry, (C) indicate tiny and minor projects connected with the fisheries activities. Hence ABC denotes tiny and minor individual beneficiary projects related to land and cultivation, animal husbandry, poultry and fisheries.

DEF refers to minor and tiny social projects related D, E and F groups, ie, land and cultivation (D), animal husbandary (E) and fisheries (F).

GHI denotes medium and major individual beneficiary projects in the groups of land and cultivation (G) animal husbandary (H) and fisheries (I).

JKL denotes medium and major social sector projects in the groups of land and cultivation (J), animal husbandary (K) and fisheries (L).

M, and N refer to tiny and minor beneficiary projects in industrial sector while O and P denotes medium and major social projects there. Hence the total size of industrial projects will be equal to the number of projects belonging to $M + O + N + P$ groups.

Like wise Q and R shows tiny and minor individual beneficiary projects in the service sector, while S and T denotes medium and major social projects there. Total number of service sector projects will be equal to the number of projects belonging to $Q + R + S + T$ groups.

U and W shows tiny and minor individual beneficiary projects in the infrastructure sector while V and X denotes medium and major social projects there. Hence the total size of Infrastructure projects will be equal to the number of projects in groups $U+W+V+X$.

2.3.2. Evaluation of performance of projects

The next step in the evaluation process is the application of various tools of analysis. The following five indicators are used in the study to measure the success of plan projects viz;

1. Improvement ratio
2. Asset retention ratio
3. Completion ratio
4. Spill over ratio and
5. Droppage ratio

Improvement ratio is defined as the percentage of sample beneficiaries of a project who have reported improvement, to the total number of sample beneficiaries. It may mean an increase in output, money income, quality of life, education, training, comfortable living, employment opportunities etc.

Asset retention ratio is defined as the percentage of sample beneficiaries of a project who have reported retention of the asset distributed them, to the total number of sample beneficiaries.

The above two ratios are applied only in the case of individual beneficiary projects. In the case of social projects these ratios have only little relevance.

Completion ratio it is defined as the percentage of completed projects to the total number of projects targeted during the plan period itself, ie one year.

Spill over ratio: It is defined as the percentage of spill over projects to the total number of plan projects during the given plan period.

Droppage ratio: It is defined as the percentage of dropped projects to the total number of projects.

The methods of evaluation of completion, spillover and droppage ratios are slightly different between individual beneficiary and social projects. In the case of individual beneficiary projects, the completion, spillover and droppage ratios are worked out on the basis of the responses of sample beneficiaries of various projects to the total number of sample beneficiaries. But in the case of social projects, these ratios are worked out on the basis of the total number of completed, spilled over and dropped projects in the plan period.

Application of the above five ratios becomes so relevant, because of the transfer of development functions by the state government to the village panchayat alongwith devolution of 35-40% of the plan fund. All the plan functions which were formerly performed by government departments are now transferred to the shoulders of village panchayats. How effectively they have discharged their duties in the new system of popular planning can be observed from their performance in the successful completion of plan projects. Again it also depends upon their ability to handle all the tasks of planning, beginning from identification of felt needs from Grama sabhas (ie Village assemblies of voters in a ward) to the final stage of monitoring and evaluation of projects.

Generally speaking, if the panchayats could facilitate the full disbursement of plan funds for a project, in the proposed plan period

(one year) itself, it is counted as a completed project. It can distribute funds only after satisfying various conditions regarding the various stages of completion of a project. On the other hand, if it could facilitate only a partial release of funds for a project during the plan period it is considered as a spill over project. Like wise if the panchayat finds it so difficult to start or pull on with a project, it is counted as a dropped project. All these depends upon a set of factors like, the timely availability of funds from the government, political will of panchayat committee, the degree of peoples participation, efficiency of convenors and beneficiary committees etc. In short the completion, spillover and droppage ratios of projects are the real indicators of the efficiency of a panchayat in the formulation and implementation of plan projects.

2.3.3 Various steps in the evaluation of performance of plan projects for the period of 1997-2001.

The evaluation of performance of plan projects has been done in the study by using the following steps.

- a. Classification of project into production, service and infrastructure sectors and the analysis of their completion, spill over and droppage ratios at the macro level (ie. total projects in the four sample panchayats)
- b. Sub division of the production sector projects into agricultural and industrial projects, at macro level and analysis of the completion, spill over and droppage ratios.
- c. Panchayatwise comparison (ie. micro level) of the above discussed aspects in steps (a and b).
- d. Further sub division of all the plan projects into sub sectors which belong to the individual beneficiary groups and social projects groups, and the evaluation of their completion, spill over and droppage ratios at the macro level.

- e. Panchayatwise, micro level analysis of all the above discussed aspects mentioned in step No. (d).
- f. Further sub division of all the constituent elements of agricultural sector projects and the evaluation of their completion, spill over and droppage ratios at the macro level.
- g. Micro level repetition of all the above points discussed in step No.(f).
- h. Analysis of all the factors responsible for spill over of plan projects and
- i. Analysis of all the factors responsible for the droppage of projects.

2.3.4 Evaluation of beneficiary projects

In the evaluation of the performance of individual beneficiary projects, all the steps discussed above are followed alongwith two additional variables viz. improvement and asset retention ratios.

At the end, the causes of spilled over and dropped projects are identified and analysed, both for the beneficiary and social projects. This part provides a clear understanding of the problems of project implementation. The number of projects affected by each set of problems are also worked out.

2.4 People's Participation

Another pillar of peoples planning is the concept of people's participation in the planning process. One of the important goals of decentralised planning and transfer of development functions is the empowerment of people through peoples participation. This is evident from the statements of the architects of decentralised planning in Kerala. In the words of Issac Thomas T. M. (2000) - the people's campaign for

ninth plan represents an initiative to make use of the legacy of collective social intervention and the strength of mass movement to meet the contemporary crisis of development. Bandyopadhyay D. (1997) wrote, "the masses, particularly the deprived masses should play an active, say, a proactive role in the preparation of plan at least at the grama panchayat level - the lowest tier of the three tier system. Only the victims of social injustice could through their direct participation in the planning process promote social justice". Hence the need for people's participation in the planning process is enshrined in periodic dictums of and decrees of the state government.

People's participation denotes the active involvement of people in all the stages of planning. Hence from the grama sabha meetings where ideas of projects emerge to the final stages of plan implementation monitoring and evaluation, people's active participation is essential for the successful practice of decentralised planning. Hence in the present study, people's participation is defined as the percentage of people, both male and female who have attended the grama sabha meetings, development seminars, worked as task force members, assisted in the preparation of draft plan and development history, acted as monitoring committee members, and contributed money, material and manpower for the completion of plan projects".

To conclude, the present study is conducted in this theoretical framework. The data collected from both primary and secondary sources from the four sample panchayats, Alur, Melur, Nattika and Porathissery, are analysed using the above mentioned tools of analysis. Data had been collected from the official documents of the panchayats, report books of grama sabha meetings and Development Reports, and published plan

documents. Personal discussions with the transferred officers to the panchayats, known as the implementing officers, panchayat presidents, elected representatives to the panchayat committee, convenors, task force members, monitoring committee members, convenors of beneficiary committees, participants of grama sabha meetings and beneficiaries of various plan projects also have provided invaluable information, needed for the study. The presentation of data is made more scientific and attractive through various tables, and graphical presentations.

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DECENTRALISED PLANNING IN KERALA

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Mathai Centre, University of Calicut, 2002

CHAPTER - III

DECENTRALISED PLANNING IN KERALA

3.1 Evolution of Panchayati Raj in Kerala

Village organisations of one or another form existed in Kerala from very old days. But they did not have the structure and characteristics of the current system of Panchayati Raj. The villages in Kerala were unique from their counterparts in the rest of the country. In the opinion of H. D. Malaviya (1956) the term village as ordinarily understood to indicate compact dwelling places in the midst of cultivated fields all around, is invariably absent in Travancore Cochin. Isolated home steads can be seen all along the state. They are scattered among the paddy fields and coconut groves, each family occupying its own ancestral holdings enclosed by an earth wall or hedge. Each house stands in its little compound or garden, which is usually thickly planted with arac and coconut palms, jack trees, plantains betel and pepper, vines and the like.

3.1.1 Growth of Panchayats - Pre integration period

According to V. Ramachandran (1995) traditionally, there were self-governing units at the village level in different parts of the state, exercising different degrees of control over the lives of the people. Village society lived and functioned on caste lines. The brahmins lived in gramams, the martial castes (Nairs) lived in tharas, the lower castes (Ezhavas) in karas and the untouchables in cheris and muris. The self-governing unit in gramams was the sub-unit called the kazhagam, which elected a chief executive and an assistant to him for a period of three years. The other

communities had similar arrangements. In course of time, the thara of the Nair community came to occupy the dominant position. The representative body in the thara was the koottam (literally "gathering"), which enjoyed considerable local powers. The other caste panchayats also continued, but with their powers limited to the observance of caste rules. The koottam was the base on which both civil and judicial administration at the local level was built.

William Logan, (1951) in his Malabar district manual, points out the failure of the early British administrators to recognise the importance of thara. Commending on the findings of Sir Thomas Munroe as well as of Mr. Warden, he remarks, both were right to a certain extent, but they both failed to recognise the importance of that most influential territorial unit of the organisation - the Dravidian Tara.

3.1.2. Growth of Panchayats - post integration period

In 1956, when the Kerala state was formed two pieces of panchayat legislation, namely the Madras village panchayat Act 1950, which was in force in the Malabar and Kasargode regions and the Travancore Cochin areas - existed in the state and there were 892 panchayats formed on the basis of these two laws. Steps were taken to unify the two Acts shortly after the reorganisation of the state of Kerala. In 1958, the ministry headed by E. M. S. Nampoodiripad brought in a draft panchayat bill for the purpose of adopting a uniform law throughout the Kerala state. But because of dissolution of legislature in 1959, the bill could not be passed by the assembly. It was in 1960, after the formation of a new ministry headed by Pattom Thanupillai, a uniform panchayat Act was passed to cover the entire state of Kerala. But this unified Act called, the Panchayat

Act 1960 came in to force only from January 1st 1962. The present panchayat system of Kerala is based on this Act. This Act envisages to provide for a unified and decentralised system of administration of village affairs throughout the state, through panchayats by organising them as units of local self government at village level.

As per the above Act, the functions and financial resources of the local bodies were significantly enhanced. The main objective was to ensure that, no government activity would take place in any locality without panchayat being involved either in an advisory capacity or as direct executing agent.

The Act empowers government to declare any village or group of adjacent villages or portions thereof to be panchayat area. For the purpose of the Act, each panchayat is to consist of such number of members to be notified by the director in accordance with the prescribed scale. In every panchayat, one seat is reserved for scheduled castes and scheduled tribes and one for women. Elections of the members to panchayats are held on the basis of adult franchise by the system of secret ballot. The members of the panchayat will elect a president and a vice-president from among themselves. Elections to the panchayat council were, however, postponed, pending finalisation of delimitation of the areas under each panchayat in the state. Having completed the process of delimitation, the first panchayat election in Kerala state was held by the end of 1963. The new panchayats came in to existence on 1st January 1964. There were 922 panchayats in the state on the above date.

According to Charvak (1997) the 1960 Act envisaged so many

changes in the powers and functions of panchayats in Kerala. Accordingly, the village office was to be merged with the panchayat. All the government staff working at panchayat level in education public health, agriculture, animal husbandry, and cottage industries were to work under the control and supervision of the panchayats. The list of duties and functions enumerated in the Act was long and impressive one, starting from revenue functions such as maintenance of survey and village records, collection of revenue and village statistics to a wide variety of development functions connected with the sectors already referred to.

An attempt was made by the congress ministry in 1964 to pass a new Bill called, Kerala panchayat union councils and Zilla Parishad Bill on the model recommended by Belwant Rai Mehta Committee. Accordingly, above the village panchayat, the block was to be the basic unit of planning and development. In contrast the Jilla parishad was supposed to be an advisory body only, with the Collector as the Chairperson, officials and the president of panchayat union councils as members. Before the bill could be enacted, that ministry also fell. After more than two year's presidents rule, the left government headed by E. M. S. Namoothiripad came to power in 1967. They introduced the new Kerala Panchayati Raj Bill 1967 in the legislative assembly. The bill visualised a two tier structure with panchayats as the basic unit and Jilla Parishad at the district level. It attributed executive powers to the Jilla Parishad. The recommendations of the legislature select committee further strengthened the district tier, which was renamed as district council. This bill also lapsed with the fall of the left ministry and dissolution of the assembly. In 1971 a new government under the chief ministership of C. Achuthamenon introduced 'The Kerala District Administration Bill'. This bill also was allowed to lapse. In August 1978 when A. K. Antony was

the Chief Minister, the Kerala District Administration Bill was once again introduced after removing reference to police functions and restricting the district administration to revenue functions and was passed in 1979.

The new left government that came to power in 1980 under the chief ministership of E. K. Nayanar, issued a number of notifications and rules as a prelude to implement the act. But before more could be done, the government fell. The new congress government took charge in 1982, wanted the Act to be modified before implementation. A committee for proposing the necessary revisions was also setup. But, they also could not complete the process because by that time the left again came to power. The new left government under the Chief ministership of E. K. Nayanar appointed V. Ramachandran (1994) as the head of a study group, to study the defects in the Act of 1979. The study report was entitled "Report on the measures to be taken for democratic decentralisation at the district and lower levels. The report was submitted in 1988 with detailed amendments proposed to the 31 sections and 33 schedules in the Act. It was also suggested that once the powers were fixed realistically the district councils and panchayats should be free to exercise them with minimum control from the department and from the government. The emphasis was on increasing the quality of control by laying down standards and to substantially reduce the quantity of control. Though the report was submitted in July 1988, no action was taken until the end of December.

Towards the end of December 1990 the government under E. K. Nayanar announced elections to the district councils which were to assume office by 5th February of the following year. In February 1991, as a result of the elections, the district councils came to power. In March

1991, a number of notifications were issued, transferring district offices and institutions in several development departments like agriculture, soil conservation, animal husbandry and others to district councils. The necessary budgetary and other exercises had not however been made. But the notification issued by the government were not fully in accordance with the Ramachandran report. In the words of Ramachandran, (1994) the conceptually generous entries in the Act remained in the schedule, while in practice, the government sought to restrict their scope severely by invoking its powers to lay down conditions and limitations on the powers and functions of district councils.

The ruling left front assumed power in all district councils except one. The district councils were to have a president and a vice president to be elected from the members. Besides president and vice president each district council were to have six standing committees each as follows.

- (1) General standing committee dealing with establishment matters, legal matters, local authorities, revenue, maintenance of revenue records, weights and measures and miscellaneous and residuary matters.
- (2) Finance standing committee to deal with finance.
- (3) Development standing committee, dealing with industries, agriculture, animal husbandry, community development, inland fisheries, and soil conservation.
- (4) Welfare standing committee dealing with Harijan Welfare, health services indigenous medicine and social welfare.
- (5) Public works standing committee dealing with immigration, public health, engineering, roads, buildings and bridges.
- (6) Education standing committee dealing with education, culture, sports and games.

Fresh elections were called to the state legislative assembly, alongwith parliamentary elections in June 1991, in the state. In that election the left front was defeated and the congress government under the leadership of K. Karunakaran assumed office. One of the earliest decisions taken by the new government was to Amend the District Administration Act of 1979 further, and restrict the powers of the district councils.

Under the amended Act, the collector, who was previously the ex-officio secretary of the district council was delinked from the working of the council and a junior official was nominated as the secretary to the council. The Act also took away some of its powers. By notifications, the transfer of offices and institutions to the district council were nullified and these were taken back to the state government and the matters which could be dealt with by the district council were also severely limited. According to Biju, M. R. (1988) apart from issuing administrative sanctions for a few works, most of the major powers entrusted to them were of a promotional nature and without any executive functions or resources. Each district council had only a very small complement of administrative staff about fifteen persons in all and no technical or other staff for implementing any of the schemes. For more than two and a half years in succession, therefore the district councils remained in existence, largely in form rather than in substance. It was in this period that the constitution (73rd Amendment) Act 1992 made mandatory the creation of panchayats at three levels in the district was enacted by the parliament, and a new part of panchayat was included in the constitution. In 1993, after the required number of state legislatures had endorsed it, the amendment was brought into effect on 23rd April.

3.1.3. Panchayat Raj Act - 1994

In March 1994, the state government introduced a Kerala panchayat raj bill in the state legislature. The provisions of the bill were very restrictive and led to a great deal of criticism from both the intellectuals and public men. As a result of this, considerable changes were made in the bill by the select committee. The new bill, was passed in the legislature, and the new Act conformed to the mandatory provisions of the constitution.

Following are the main features of the Kerala Panchayat Raj Act 1994.

(a) Gram Sabha

The Gram Sabha is made the basic spirit and soul of the panchayati raj institutions in the state. It will approve the annual budget and the plan of the developmental programmes, annual statement of accounts, seek clarification from the president or members about the works undertaken by the panchayats. It is compulsory to hold at least two general meetings in a year presided over by the president of Gram Panchayat.

(b) Gram Panchayat

As per section 7 of the Kerala Panchayat Raj Act, 1994, there should be a gram panchayat for a village or group of villages. The total number of members of Gram Panchayats will be decided on the basis of population. Total number of members of the Gram Panchayat shall be

between 8 and 15. All members are elected directly by the people. A fixed number of seats should be reserved for SC's and ST's depending on their population. The reserved constituencies should be changed on rotation basis. One third of the total seats of the Gram Panchayat should be reserved for women. The members of the Gram Panchayat will elect its president and vice president from among themselves.

(c) Block Panchayat

Section (8) of the Kerala Panchayat Raj Act states that there should be a Block Panchayat at the block level. Total number of members in Block Panchayat shall be in between 8 and 15.

(d) District Panchayat

Section (9) of the Kerala Panchayat Raj Act state that there should be a District Panchayat at the district level. Total number of members in the District Panchayat shall be in between 15 and 25.

(e) Officials

According to section 179(1), every panchayat will have a secretary. He must be a government employee Section 179(4) also states that, state government can transfer a secretary. If the panchayat committee passes a resolution with simple majority, the state government should transfer the secretary. Following are the functions of the secretary.

- (a) attend the meetings of the panchayat committee and standing committee without voting right

- (b) implement various decisions of the panchayat committees
- (c) give administrative leadership to the subordinate employees

(f) Standing committees

The Act also envisages that, there should be a standing committee for each Grama Panchayat Block Panchayat and District Panchayat for fixing taxes, checking accounts, and for all kinds of planning activities. Chairman of the standing committee will be elected from among its members.

(g) Accounts and Audit

Section 215(1) of the Act states that, accounts of the panchayat should be kept separately by the panchayat committee. Section 215(3) further states that, audit examiner of the local funds will be the official government auditor of panchayats.

(h) Finance

The Act also ensured that, the state government will transfer to the panchayat, the state annual plan and budgetary allocations for the subjects transferred to them. But with only token powers and responsibilities transferred to the panchayats, the actual devolution of funds for them will not be even a fraction of the 40% transfer of the annual plan outlays for panchayats recommended by the expert group of the National Development Council.

(i) MP's and MLA's

At the Block level MLA's will be ex-officio members and in the District Panchayat the local MP's will be the ex-officio members.

(j) Allowances

According to section 160(4) of the Act, president and vice president of the panchayats are entitled to the allowances of a class I employee of the state government.

3.2 Panchayat Finance Commission Report 1996

The government of Kerala appointed a Finance Commission on 22nd April 1994 for the panchayati raj institutions as mandated by the 73rd Constitutional Amendment Act. The commission submitted its report in the first week of July 1996 with the recommendations on the following areas, viz building and property taxes, entertainment tax, fees and licences setting up of rural and urban pools and Regrouping of Panchayats.

3.3 Decentralised Planning

In Kerala, many brave attempts were made at district levels, to practice the principles of decentralised planning. According to Thomas Issac (1998) though the commission for decentralised planning appointed by the planning commission in 1969 and 1978 respectively did not give proper recognition for the roles played by local self governments, a few experiments made in three districts of Kerala deserves special mention. They were district planning in Quilon (1978), Kottayam (1988) and Kannur

(1992). But none of them could produce the expected results.

3.4 Decentralisation of special component plan and tribal sub plan

The net result of experiments of district planning in Kerala was not so positive. For one or another reason, they could not yield expected results. But decentralised planning for certain special target groups, particularly the special component plan for scheduled castes and tribal sub plan, provided a moral boost to the planners in the state.

3.5 Decentralised planning and Kerala's 8th plan 1990-95

The draft approach for 8th plan (1990-95) laid great emphasis on people's participation for the preparation of the plan. The 8th five year plan, with its renewed interest in district councils, highlighted the need for preparing plans at the district level itself. In the proposal of decentralised planning in 8th plan it was envisaged that, all divisible schemes would be formulated at the district level and compiled at the state level. Accordingly, all the schemes of annual state plan were divided among four categories. Category I consisted of schemes with no specific location, benefiting the whole state. Category II consisted of schemes located in the district, but intended to serve the whole state. Category III comprised of schemes benefiting a local area and located in that area, because of specific advantages obtaining in that area, which are not available elsewhere. And category IV consisted of schemes located in all or most of the districts, in the state. Given the district wise allocation of funds, district level departmental officers were required to draw up an action plan taking in to account the relevant schemes proposed in the district plan.

3.6 The 73rd and 74th Amendment Act and New Policy initiatives

Clause 175 of Kerala Panchayat Act, 1994, which empowers the different tiers of panchayat to draw up their plans, has provided the details of the draft development plan formulation in accordance with the constitutional provision of 73rd and 74th Amendment Act. According to sub clause (1) every year all village panchayats shall formulate a development plan for the village in prescribed form within the prescribed date for the coming year. This has to be submitted to the Block Panchayat. Again the block panchayat shall prepare a development plan in the prescribed form and submit the same to the district panchayats. District panchayats shall prepare district plan for the next year having regard to the block plans submitted to it by the Block Panchayats.

In the Kerala Act, standing committees are also prescribed for each tier of bodies to facilitate the plan formulation and implementation. In every gram panchayat, there would be a taxation, accounting and planning standing committee according to the Act. In the Block panchayats there would be two standing committees, viz, finance and planning standing committee and welfare standing committee. In District Panchayats, there would be three standing committees other than finance and planning standing committees.

3.7 Sen Committee Report and the principles of decentralised planning in Kerala.

In July 1996, Government of Kerala had appointed a committee under the chairmanship of Satya Brata Sen, to make suggestions for a comprehensive over hauling of the legislation on local self governments

and related administrative matters. The committee report later came to be known as the "Sen Committee Report", even though the actual name of the committee, was 'The committee on decentralisation of power'. The committee laid down basic principles of decentralised planning as follows:

1. **Autonomy** : The local self government institutions are to be autonomous, functionally, financially and administratively. The different tiers of local self government institutions should be seen as complementary units rather than hierarchically organised.
2. **Subsidiarity** : What can be done best at a particular level should be done at that level and not at higher levels. All that can be done at the lowest level should be reserved for that level. Only the residual should be passed on to the higher levels.
3. **Role clarity** : There should be clarity at conceptual and operational levels regarding the role of each tier in the development process and clear division of functions between the tiers.
4. **Complementarity** : The functions of different tiers should not be overlapping, but should be complementary to each other.
5. **Uniformity** : There should be uniformity of norms and criteria for pattern of assistance or selection of beneficiaries for all the programmes being implemented in a local area irrespective of the sponsoring agency.
6. **People's participation** : The functioning of the local self government should be such that it facilitates maximum direct participation of people in the development process. The participation should be empowered and deliberative.
7. **Accountability** : The accountability of the elected representatives is usually confined to the periodic electoral verdicts. Instead, there should be continuous social auditing of performance.

8. **Transparency :** People should have the right to information regarding every detail of administration.

Based on the recommendations of 'the committee on decentralisation of power', government of Kerala amended the Kerala Panchayat Raj Act 1994 and the Kerala Municipality Act 1994 at the end of 1999. With that amendment, the Kerala government institutionalized the new development culture introduced in the state through people's planning.

3.8 Features of Kerala Panchayat Raj Amendment Act 1999.

The main features of the Kerala Panchayat Raj Amendment Act 1999 are summarized below.

1. The Kerala Panchayat Raj amendment Act 1999 specifically insisted that, Grama sabhas should be convened at least once in every three months, (amendment to Article-3) at the place suggested by the grama panchayath, and it is compulsory that the representative to the Block and District panchayat committee members from that ward must be invited to the meeting by the convener. The power, functions, responsibilities and rights of grama sabhas are also explained in the sub clauses of article 43 A and 3B. 1
2. The functions and responsibilities of standing committee members of village Block and District panchayat are defined clearly in sub clauses of Article 162-A, B and C respectively. Accordingly, the responsibility of planning vests on the standing committee for development in all the three tiers of panchayat.
3. The cancellation of resolutions passed by a village panchayat and the cumbersome procedures involved in it is dealt with clearly in

Article 53, clause 191, sub clause (1) and (2) of the 1999 Act. It specifically mentions the role of ombudsman and appellate tribunal in settling the issues. Hence the state government can take action, only on the basis of the reports and suggestions of Ombudsman and appellate tributional on the subject.

4. Article 271 B of the Act ensures the right to information of every citizen, regarding any matter, on which he has full confidence, from the panchayat, as permitted by the law. Article 271 D(1), specifies the penalties which can be imposed upon the secretary or any other official, in case of his deliberate denial of information to the citizen.
5. The qualification, responsibilities and duties of Ombudsman are clearly mentioned in article 271-F., 271F, 271 G, 271 H, 271 I, 271 T and 271 K. Thus the accountability, and transparency of panchayat office authorities are ensured by the institution called Ombudsman in the 1999 Amendment Act.
6. The appointment of an Appellate Tribunal for local self government institutions is another feature of the Amendment Act of 1999. Article 271-S,T and U describes the functions and domain of activities of the tribunals. The ultimate purpose of the Appellate tribunal is to settle and resolve the complaints put up by people against the resolutions and actions of local self government institutions. Such tribunals can be appointed for each district or for a group of districts.

In the words of T. M. Thomas Issac (2000), the amendments have also redefined the powers and functions of different tiers on the principle of, subsidiarity, complementarity and role clarity. The overlapping of functions has been reduced to a minimum. Thus, the 1999 Kerala Panchayath Raj Amendment Act facilitated the restructuring of the role and functions of various players related to the decentralised planning system, in a more comprehensive way.

3.9 State Development Council

The state has a state development council (SDC) as a representative body for finalising the state plan, and guiding the decentralised planning, with the Chief Minister as chairperson and the Leader of Opposition as vice-chairperson, all Ministers, all District Planning Committee (DCP) Chairperson, all Mayors, representatives of Municipal Chairpersons and the Vice-chairperson of the State Planning Board, as members and with the Chief Secretary to Government as the member secretary.

The State Development Council shall discuss and decide development policy issues, regarding local development, preferably on consensus. It shall harmonise the district plans and the state plan. Sorting out policy matters, necessary for strengthening local self governments both urban and rural and tackling inter district issues concerning development are the responsibilities of the state development council.

The formation of the state development council will provide a statutory and democratic forum for all concerned to discuss and solve their live issues relating to the balanced and proper development of the state. All these ideas had been discussed in the Kerala Municipalities Act of 1999.

But in effect State Development Council could not function properly. It remained defunct owing to many reasons. Nobody took it seriously. As a result a very good idea became meaningless in the realm of decentralised planning in Kerala.

3.10 Decentralised planning in Kerala since 1996

The Kerala model of decentralised planning had so many unique features, which made it different from similar experiments in other states. Issac Thomas T. M. (1999), who is one of the main architects of decentralised planning in Kerala explains them as follows :

- (a) In Kerala, the government in 1996, has earmarked 35 to 40% of the outlay of the 9th plan towards projects and programmes to be drawn up by local self government institutions. For eg: during 1997-98, the total resources devolved worked out to be Rs. 1025 crores and in 1998-99 Rs. 1178 crores, not counting funds from centrally sponsored schemes and the institutional loans that could be availed by the local bodies with government guarantee. This indeed was a substantial hike in the plan funds earmarked to the local bodies. Before 1996-97 their share in the state annual plan was averaged only Rs. 20 crores.
- (b) As equally important as the size of the plan funds devolved was the nature of devolution. In 1997-98, 75% of the devolution ie Rs. 749 crores was in terms of grant in aid and the rest in the form of schemes sponsored by the state government. The share of grant in aid component was raised to 81% (Rs. 949 crores) in 1998-99. In the rest of India financial devolution mainly takes the form of schemes. The grant in aid component is confined to a relatively small amount of the so called untied fund. In contrast the nature of financial devolution in Kerala is such as to permit maximum autonomy to local bodies.
- (c) Another distinguishing feature of the decentralisation experiment in Kerala is the central role allotted to the planning functions of the

local self governing institutions. A comprehensive area plan is to be prepared by each local body before they can claim the grant in aid.

- (d) Apart from the comprehensive nature of the local plans and the maximum autonomy given to the local self governing institutions in their plan formulation, the micro level planning methodology adopted in Kerala is distinguished from similar experiments in other states, by the insistence on mass participation and transparency. The district is no more the basic planning unit. The planning process starts from the grass roots with maximum involvement of the masses. It is a genuine bottom up planning process. Mass participation is not limited to elected representatives or voluntary agencies, but includes ordinary people assembling in grama sabhas and non official experts and volunteers participating in the preparation of reports, formulating projects and drafting the plan. The officials are to work along side the non officials. The peoples planning campaign was launched to empower the elected local bodies by rallying the officials, experts, volunteers, and the mass of people around them, so that, the impediments to the local level planning can be overcome.
- (e) In order to ensure transparency and participation without compromising on the technical objectivity of the planning process, a sequence of phases, each with its distinctive objectives, mode, activities and training programme was drawn up.
- (f) The people's campaign, actively seeks to nurture a civic culture that would promote the grass root level democratic institutions. A radical transformation of the development culture of the state is a necessary pre-requisite for successful participatory decentralisation. It also required basic attitudinal changes among all the key players involved in decentralised planning towards the development process.

- (g) From the very inception of the campaign, special attention has been paid to sensitising local planners to issues related to gender, dalits, and the environment in development planning. More appropriate technological alternatives were propagated for different development sectors. Emphasis was placed on cooperative or group approach form for organisation of development activities. The local self government institutions were encouraged to supplement the grant in aid with as much additional resources as possible from other sources, including beneficiary or voluntary contribution of money, material or labour.
- (h) The elected representative of the local self governing institution, as the coordinator of the local development activities, should recognise the legitimate role of others, particularly, the officials and develop a partnership based on mutual respect.
- (i) The ultimate aim of decentralisation has to be to give opportunity for as much direct participation of people in daily governance as possible.
- (j) The campaign was designed to undermine the patron-client relationship that has characterised beneficiary selection for the various development schemes in the state. The selection of beneficiaries on the basis of objective criteria in a transparent manner in gram sabha has been the central slogan of the campaign.
- (k) The sustainability of the new development culture depends upon institutionalising it in the legal and administrative system. Hence at the end of 1999, the Government of Kerala comprehensively amended the Kerala Panchayat Raj Act of 1994 and Kerala Municipality Act of 1994 as per the recommendations of the Sen Committee. The institutionalisation had been done after testing the viability of recommendations of the Sen Committee report from the experience of the campaign activists.

3.11 Different stages of decentralised planning in Kerala

As per the instructions given in the Hand Book for Trainers (undated) under the heading "peoples planning, IVth stage of training", published by State Planning Board, Thiruvananthapuram, the preparation, finalisation and implementation of plan projects involves the following stages, viz project proposals from the grama sabha meetings, discussions at development seminars, formulation of task forces, formulation of local plan projects and the formulation of block, district and state plans. The block and district plans are formed after integrating the panchayat plans. Finally the state plan is formulated by integrating all the district plans.

3.12 The administrative structure of the decentralised planning system in Kerala.

Thomas Issac, in his book 'people planning theory and practice' (undated) explains the administrative structure of the peoples planning programme in Kerala as follows.

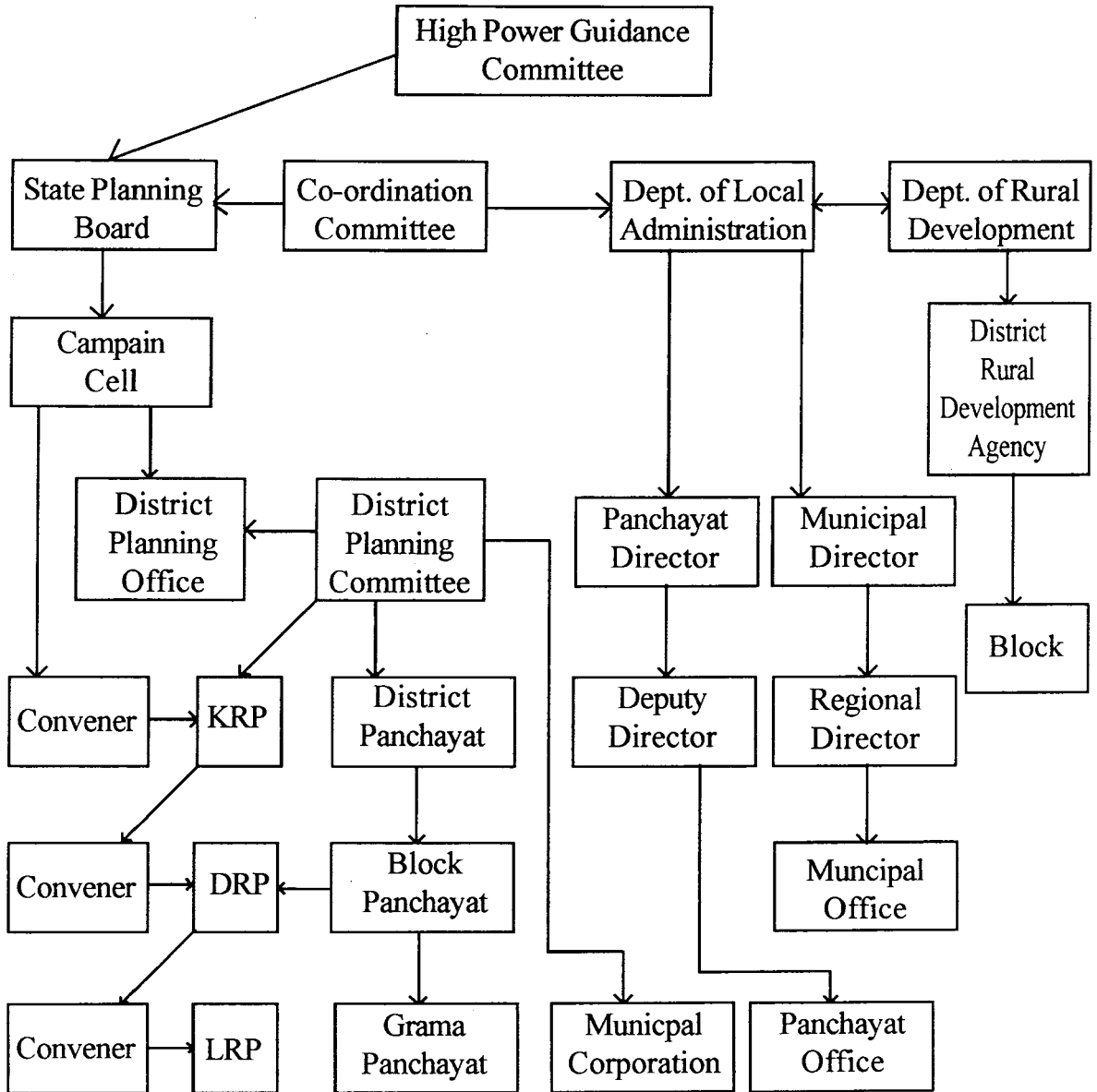


Figure 3.1 : The administrative structure of the decentralised planning system in Kerala.

From the fig. 3.1, it is self evident that, the entire administrative setup of decentralised planning programme is well coordinated from top to bottom. All district plans are prepared and implemented by the District Planning Committees. Block, Municipal and Village levels plans are prepared by the respective administrative councils of such bodies. The resource persons are entrusted with the duty of assisting all these bodies to prepare and implement their plans.

The Key Resource persons (KRP) who have received training at the state level will be working under the direct control of district planning committees. The convener appointed from the special cell of the planning board will coordinate the activities of these KRPs at the district levels. District Resource Persons (DRP) will be under the direct control of Block and Municipal Councils. One person who had received state level training will be appointed as the convener of the district level trainees. Like wise Local Resource Persons (LRP's) will be under the control of village panchayat committees. The convener will be one person who has received district level training. Each group of trainees will work in coordination with the elected representatives of the respective local bodies.

Line departments, especially department of local administration, and department of rural development also play very important roles in the decentralised planning system. The high power coordination committee is entrusted with the task of ensuring the coordination of these departments in the planning process.

3.13 Structure of planning machinery at the district level.

The following figure 3.2 given by Kerala state planning board (undated) illustrates clearly how district development plans are formed, its integration with state plans, and sanction of the ministry etc.

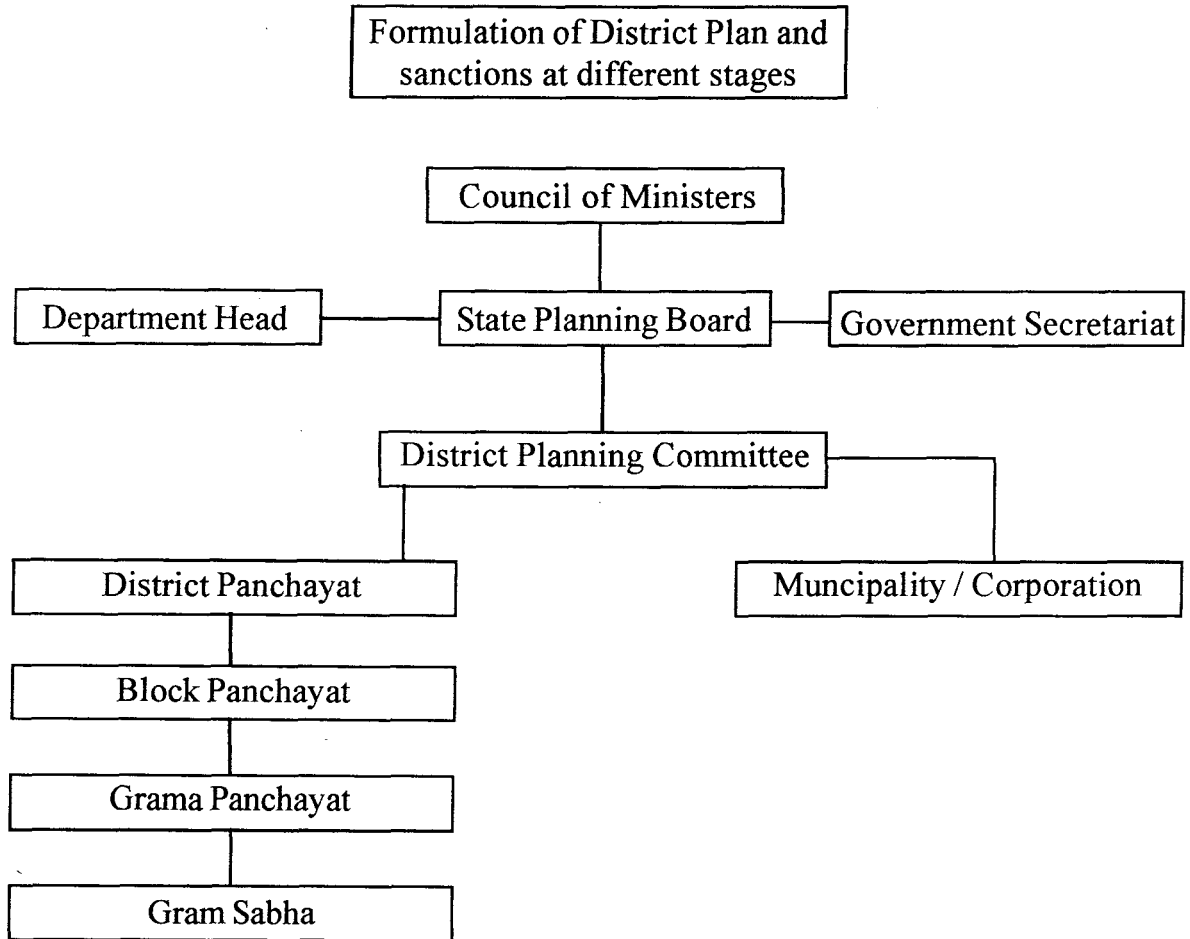


Figure 3.2 :Structure of planning machinery at the district level:

As per the above figure, decentralised planning is an exercise which involve a series of steps from top to bottom and from bottom to top ie, from grama sabha level to the council of ministers and back from council of ministers to grama sabha. At each stage, different plan projects are subjected to close scrutiny, observation and analysis from various angles of development. Hence, the system of decentralised planning in Kerala is a closely knit one, leaving little room for ambiguity, carelessness, miscalculations, and misutilisation of resources.

3.14 Project Cycle

The project cycle illustrates, the link between various stages in the preparation of plan projects. The preparation of Kerala's people's plan

encompasses the following nine stages.

- (a) Analysis of developmental problems at the grama sabha level
- (b) Preparation of developmental approach, development seminar
- (c) Identification by task force
- (d) Preparation of plan projects by task forces
- (e) Evaluation and approval by the panchayat samithi
- (f) Necessary changes in the design by the district level experts
- (g) Technical sanction by experts
- (h) Implementation by the panchayat and
- (i) Monitoring by the grama sabha

3.15 Project formulation at the grama panchayat level

The structure of plan document of a grama panchayat should have the following eight chapters and four annexures.

The chapters deals with the following aspects

1. **Introduction** : The main content of this chapter is the development issues of the grama panchayat.
2. **Development Strategy** : This chapter explains the details regarding the solutions or means adopted to solve the problems highlighted in the first chapter.
3. **Pattern of Finance** : This chapter explains the major sources of finance for the local plans viz, share of plan assistance given by the state government, assistance given to the centrally sponsored schemes, share of the state sponsored plan, cooperative banks, and other financial institutions, voluntary activities and local contributions, voluntary associations and beneficiary contributions.

4. **Sector wise projects** : All projects should be arranged sectorwise, into the main development sector and sub-sectors. Then only there can be effective integration of projects at various levels.
5. **Integrated programmes** : This chapter deals with the integration of various plan projects at the spatial, problem and organisational levels.
6. **Programmes for SC / ST** : It deals with the various programmes for the welfare of people belonging to the SC/ST category.
7. **Programmes for women's development** : This chapter gives a clear picture of the position and degree of women's participation in the panchayat. It also explains the various projects proposed to be undertaken by the panchayat for the empowerment of women.
8. **The Monitoring System** : The 8th chapter should clearly illustrate the system of monitoring techniques adopted in the planning system.

The annexures are

1. Statistical Statements
2. Texts of the Projects
3. Selected documents related to people's planning campaign in the panchayat and
4. Suggestions for the plans of block and district

The concluding part of the plan document should clearly illustrate the proposed physical gains accruing to the community after a period of five years of planning. It must show the expected rates of increase in production, productivity, increase in employment opportunities, rise in the quality of services, and welfare activities, rise in the number of beneficiaries of projects and the increase in the size and quality of infrastructure facilities.

To conclude, the road to decentralised planning in Kerala was not smooth. Kerala's experiments with decentralisation were always followed by continuous and unexpected set backs from the time of the first ministry headed by E.M.S. Nampoodiripad in 1958 onwards. In the words of Ramachandran (1994), many a times, people even began to believe that, there was voodoo about decentralisation in Kerala, as every government which had attempted it had fallen. But it all came to an end when the former Chief Minister of Kerala, E. K. Nayanar lighted the lamp indicating the official inauguration of decentralised planning in the state on 17th August, 1996. The 73rd and 74th constitutional Amendment Acts and Kerala Panchayati Raj Act of 1994 and 1999 gave strong constitutional support for the introduction of people's planning in the state. The entire planning process had been organised from top to bottom, according to the instructions and guidelines given by the State Planning Board in consultation with the council of ministers. All the district, block and village panchayats were well supported in their plan activities by a set of trained resource persons. In short the concept and philosophy of decentralised planning was introduced in the state with all possible precautions and maximum sincerity.

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DECENTRALISED PLANNING AND TRANSFER OF DEVELOPMENT FUNCTIONS

E.M. Thomas “Decentralised planning and transfer of development functions:
A study of Thrissur district ” Thesis. Department of Economics , Dr. John
Mathai Centre, University of Calicut, 2002

CHAPTER - IV

DECENTRALISED PLANNING AND TRANSFER OF DEVELOPMENT FUNCTIONS

The introduction of decentralised planning in Kerala has been accompanied by the transfer of a set of development functions from the state government departments to the local village panchayats. The term development functions refers to the various functions related to the formulation and implementation of plan projects for the purpose of economic development of the area. This chapter which attempts to discuss the various issues related to the topic is divided into three parts. Part I presents a discussion of the various functions and posts transferred from the state government departments to the local village panchayats. Part II attempts to test the hypothesis that there was only a transfer of functions from the state government departments to the village panchayats, which was totally unaccompanied by administrative transfer. This has been done with the help of evaluation of transfer of development functions in the sample panchayats. Part III attempts to test the hypothesis that, as a result of changes in the plan machinery for plan formulations and execution, there is a positive change at all the realms of local level planning. This is facilitated by a close examination of the planning procedures adopted in the sample panchayats.

Part - I

4.1 Transfer of development function

Decentralised planning always connotes devolution of powers and functions from top to the bottom. This devolution must be backed by a

corresponding flow of monetary as well as human resources from the top echelons of government, to the different tiers of local self government viz district, block and village panchayats. This becomes more relevant when the Kerala government has decided to devolve 35%-40% of the plan fund to the local self governments for the 9th plan.

4.1.1. Background

The background for the Kerala's new found enthusiasm in the introduction of decentralised planning had been provided by the 73rd Constitutional Amendment Act 1992, which is hailed as the most important milestone in the local self governance in India. Based on the above Act, the Kerala Panchayat Raj Act 1994 had been passed in the Kerala Legislative Assembly. The above Act passed envisaged the transfer of powers and functions of various departments of the state government to the local self governing institutions.

The powers and functions transferred to the village panchayats are described in the third schedule of the Kerala Panchayati Raj Act 1994. The fourth schedule of the 1994 Act denotes the functions institutions and schemes of the government which are transferred to the Block panchayat. Likewise the fifth schedule of the 1994 Act, explains the functions, institutions and schemes of the state government which are transferred to the District Panchayats. As a result of the subsequent government orders in 1995, institutions and posts of 17 government departments had been transferred to local self governing institutions, ie, to the three tiers of panchayat, viz District, Block and Village panchayats. Out of the 17 governments departments, 13 departments went to the village panchayats, and the rest were shared by block and district panchayats.

4.1.2. Institutions and posts transferred to village panchayats

Following are the institutions and posts, transferred to the village panchayats.

The people's planning programme launched in Kerala in 1996, facilitated the materialisation of the transfer of powers and functions from the government departments to the village panchayats, through more than 200 government orders. The following chart 4.1 illustrates the various departments and posts transferred to the village panchayats.

Chart 4.1

Transferred Departments and Posts

Department	Posts
1. Agricultural Department	Krishibhavan in panchayat Agricultural Officer - 1 Agricultural Assistant - 3 Part time sweeper - 1 Full time sweeper-1
2. Animal husbandry	Veterinary hospital, dispensary and sub centre in the panchayat Doctor - 1 Livestock Inspector-1 Assistants - 3
3. Dairy Development Department	One diary extension officer
4. Fisheries Department	One Fisheries Sub Inspector

Contd.....

5. Rural Development Department	Two VEOS / LVEO
6. Social Welfare Department	Anganvadis and day care centre in the panchayat ICDS Supervisor - 1 Helper - 15-30 Anganvadi Worker - 15-30
7. Scheduled Caste Development Department	Balavadis, Balavadi cum feeding centres seasonal day care centre etc in the area
8. Scheduled Tribe Development Department	Balavadis, medical unit, nursery school, midwifery centres, ayurveda dispensary in the area
9. Health Department	Primary health centre, government dispensary in the area Medical Officer - 1 Health Inspector - 1 Leprosy Health Inspector - 1 P. H. N. - 3 Assistants-2
10. Ayurveda Department	Govt. Ayurveda Hospital, dispensary in the area Medical Officer - 1 Doctors : 1-2 Pharmacist - 1 Nurse : 2-3 Assistant - 2 P. T. S. - 1
11. Homeopathy Department	Govt. Homeo Hospital, dispensary in the area

12.Public Education Department 13.Public Works Department	Medical Officer - 1 Assistants - 2 P. T. S - 1 Govt. L. P. Schools in the area A Public Works Overseer (he will be incharge of three panchayat)
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Source : Hand Book (1997) on Transfer of functions, institutions and schemes to local self government institutions, published by Kerala Institute of Local Administration, Thrissur

4.1.3. Transferred functions

The functions transferred from the government departments to the village panchayats are presented below. Various government orders which facilitated the transfer of functions are given in the appendix.

1. Agricultural Department

Plan scheme

1. Promotion of group farming
2. Seed programme for food crops
3. Development of organic manure
4. Pest control
5. Young plantation of cashew
6. Comprehensive coconut development

Component scheme

1. Development of irrigation
2. Cutting and removal of diseased plants
3. Supply of climbing device etc.

2. Animal Husbandry

Only the most important functions are noted below

1. Supply of medicine, and preventive vaccine
2. Village panchayat has the power to implement programs to prevent the spread of contaminative diseases in animals, conduct seminars, discussions, cattle shows, cattle safety camps, infertility camps etc.
3. Destroy stray dogs and, give preventive injection to dogs
4. The veterinary surgeon of veterinary hospital will supervise the I. C. D. P sub centres and other centres transferred to the village panchayat.

3. Dairy Development Department

Dairy development department will make available, the grass-seeds mineral mixture, and vitamin A etc to the farmers.

4. Fisheries Department

The implementation of the schemes must be under the supervision of the district officers of the department. All the powers / function, office and staff concerned under the department has been transferred as specified in the third schedule of Kerala Panchayati raj Act 1994.

5. Rural Development Department

1. Integrated Rural Development Programme (IRDP)
2. Development of Women and Children in Rural Areas (DWCRA)
3. Training for Rural Self Employment (TRYSM)
4. Programme for distribution of new handicraft tools
5. Jawahar Rozgar Yojana

6. Employment Guarantee Scheme
7. Central Rural Sanitation Programme
8. Watershed Development Programme
9. Give leadership in organising mahilasamajam and other community development activities
10. Other duties

6. Scheduled Tribe Development Department

1. Give financial assistance to poor tribal girls for marriage
2. Balavadis and Nursery Schools
3. Financial assistance of Rs. 500/- for thatching of houses
4. Digging of well and supply of drinking water
5. Financial assistance for self employment of the technically educated and
6. Financial assistance for inter caste marriage

7. Health Department

All the activities of Government Dispensary and Hospital in the area

8. Ayurveda Department

All the functions of Ayurveda Hospital and dispensary in the area

9. Homeopathy Department

All the functions of a Homeo Hospital or Dispensary in the area

10. Public Education Department

1. Control of L. P. School in village panchayat
2. Construction of Government School building and maintenance
3. Providing lunch to students in schools
4. Distribution of scholarships and grants to students
5. Implementation of informal education

11. Public Works Department

1. Construction and maintenance of all government schools
2. Village roads with bridges, culverts, drains etc
3. Minor irrigation schemes benefitting 5 hectors

12. Housing Department

1. Distribution of house sites to rural landless workers
2. Repairs of one lakh houses
3. Provision of sanitation facilities

13. Labour and Rehabilitation Department

Distribution of application forms to unemployed with stipulated qualifications etc.

14. Food and Civil Supplies Department

Examine complaints against the public distribution system and take remedial measures

2. General supervision of rationshops, and Maveli stores


15. Industries Department

1. Organise seminars
2. Find out those working in handicraft and artisans sector and identify and help eligible ones to get loans, licenses etc.
3. Help in identifying eligible persons to be included in the traditional artisans pension scheme, and ensure that eligible ones are getting pension as per rules.

The above description also shows that, panchayats are supposed to play a very important role in the implementation of various types of development projects. The risk and responsibility of the panchayat committee has been increased tremendously, in the successful implementation of plan projects. At the same time the risk and accountability of transferred officials declined considerably. At present all the transferred officers, the so called implementing officers have to do only one thing, ie, implement the projects as per the guidelines given by the panchayat and the government. They are now liberated from the task of finding the beneficiaries for various projects.

Issac Thomas T.M. (2000) describes the method of functioning of new system, with the help of implementing officers as follows. "Once the money (grant-in aid from the state government) or the plan fund, had been credited to the panchayat's P. D. Account (a general personal deposit account); it is a separate account for panchayats to keep plan fund, the elected samithi or council was to formally meet to decide which projects, the funds would be utilised for. Each project must have an implementing

officer. Each implementing officer is permitted to open a plan P. D. account in the treasury. The secretary of the local body would transfer the grant-in-aid into this account, through a letter of allotment. The implementing officer is responsible for implementing the project as spelt out in the project document. For this purpose, he/she could withdraw money from the account with authorisation from the head of the local body. Each implementing officer is responsible for keeping accounts and for guaranteeing that government procedures are followed. Even when the panchayat or municipal secretary is the implementation officer, he/she has to open a separate plan P. D. account to implement the projects. He/she could not use the general plan P. D. account of the Local Self Government Institution for financial transactions as an implementing officer.



The implementing officer may spend the funds directly, or through authorised agencies. Authorised agencies are offices or institutions that have not been transferred to or are not under the direct administration and control of the local body. Example government departments such as public works or irrigation, semi governmental organisations such as the Kerala Water Authority, the Kerala State Electricity Board, beneficiary committees or private contractors. According to Issac Thomas (2000), before money can be transferred to one of these agencies, a clear agreement must be drawn up and signed by the implementation officer and the agency (G.O. (P) No. 676/97/ Fin. dt. 8-8-97).

Hence, the new system is a revolutionary deviation from the old one, where, the government departments, and officers were looked upon by people as higher authorities, having no connection with the people. The officers at the Village and Block levels were acting as agencies to

distribute benefits of various schemes prepared by their respective departments above. They need not have to join hands with local people to prepare local plan projects to resolve local problems and were answerable not to the people but to the higher officials. The people's planning programme have thoroughly changed this old concept and made the officers accountable to the people.

Part - II

4.2 Evaluation of the transfer of functions in the sample panchayats

An attempt is made in this part of the study, to evaluate the types of functions and officers transferred to the four village panchayats, and the responses of officers and people's representatives to the new system. This study is based on the information gathered from personal interviews with the transferred officers, panchayat staff, and panchayat presidents and elected representatives in the sample panchayats. The opinions of conveners of planning, task force members, and monitoring committee members were also sought for the study.

4.2.1. Officers transferred to the sample panchayats

The devolution revolution which had swept across the state, had its reverberations in the four sample panchayats, selected for the study also. These panchayats also got a number of officers transferred to their area from the government departments. They began to work as implementing officers under the control of the panchayat committees, by providing highly valuable suggestions to the panchayat committee members about the technicalities of plan projects; by assisting the task force members in

the preparation of plan and by cooperating with the participants of Gramasabha meetings in the analysis of local problems and their solutions.

The following table 4.1 illustrate the number of officers transferred to Alur, Melur, Nattika and Porathissery panchayats.

Table 4.1 : The number of officers functionally transferred from government departments to the village panchayats as implementing officers

Officers transferred	Panchayats			
	Alur	Melur	Nattika	Porathissery
Agricultural Officer	1	1	1	1
Veterinary Surgeon	1	1	1	1
Dairy Extension Officer	1	0	0	0
Medical Officers (Allopathy)	1	1	1	1
" Ayurveda	1	0	1	1
" Homeo	1	0	1	0
Sub Inspector, Fisheries	0	0	1	0
VEO / LVEO	2	2	2	2
Headmaster LPS	0	0	1	1
Supervisor ICDS	1	1	1	1
Total	9	6	10	8

Source : Compiled from the official documents of Alur, Melur, Nattika and Porathissery panchayats during the period 1996 - 2001.

From the above table No. 4.1 it is evident that the four panchayats have received varying number of officers. The highest number of officers were received by Nattika panchayat and Melur got the lowest number. The presence of Fisheries Sector, and a lot of other factors like, the presence of the three different types of medical officers have caused the disproportionate allocation of officers to the Nattika panchayat, while the absence of them in Melur is the cause for their poor share.

4.2.2. Evaluation of the performance of officers transferred to the village panchayats

The launching of decentralised planning programme was followed by an unprecedented transfer of officers and their functions to the village panchayats. They were asked to join hands with the local people to resolve the teething problems of local development. The sudden change in their work culture and pattern of jobs, necessitated adaptation to the new surroundings and system. Even though, none of them were against the system, all of them had different opinions regarding the functioning of the new system. They are given below.

- a) **Debureaucratisation:** The peoples planning programme certainly had helped to liberate the control over developmental activities from the bureaucrats to the people. In the new system, the officers are only the implementing officers. The task of beneficiary selection, mobilisation of resources and such other duties are vested with the people, ie grama sabhas and panchayat committees. Hence, most of the officers are of the opinion that, peoples plan had helped in the gradual debuaeaucratisation of developmental activities.
- b) **Transparency :** The veil of secrecy over the financial dealings in the development activities had disappeared. The implementing officer

had nothing to hide from the people. It had two advantages. Firstly, it reduced the risk and problems of accountability of the officer. Secondly, the fear of the people about the possibilities of corruption of officials are also alleviated. The implementing officer is vested with the duty of distributing the stipulated amounts of money for each and every beneficiary and project, assigned to him by the panchayat.

- c) **Enhanced Social Commitment** : Many officers opined that, the new movement helped them to do their duties in a better way, with a sense of social commitment. As the distance between the officers and people had disappeared, they began to work as one group fighting against the problems of socio economic backwardness. The enthusiastic response and cooperation of the people inspired many of them to play a more creative and positive role in the rebuilding of the society, using their official status and experience. Those officers who had a bend of mind for social service could produce wonderful results in their activities. Many of them played vital roles in the preparation of development projects, related to their departments.
- d) **Speedy decision making** : The time lag between decision making and execution of plan projects had disappeared in the new system. An implementing officer, in co-operation with the panchayat authorities can take up the much needed developmental activities without delay. All the implementing officers expressed the same opinion about this aspect.
- e) **Elimination of red tapism** : Development projects could be released from the red tapism as a result of the people's planning in the state. In other words regarding the development activities of a village panchayat red tapism became a thing of the past.

But at the same time several grievances could also be heard from the implementing officers of the sample panchayats. They are summarised below:

- f) **'Officers dilemma'** : This is the first major problem faced by the officers transferred to the village panchayats. Many of them compared themselves to the predicament of a woman, having two husbands. She must satisfy both of them. The delicate emotional balance should not be destroyed; when ever it happens, she had to suffer. So she is compelled to please both of them. In a similar way, the transferred official had to play dual roles, one as an implementing officer of the panchayat schemes; and the other as a part of the parent department. He is answerable to both the panchayat committee and the parent government department. The jobs assigned to him by both of them should be performed without delay. Otherwise he will have to hear the scolding of panchayat committee and people as well as the higher officials in the parent department. This dilemma and the resultant mental tension is a major grievance raised by all the officers unanimously.
- g) **Lack of time to attend grama sabha's meetings** : Another important grievance raised by the officers is the lack of time to attend gramasabhas. Infact, it is mandatory for them to attend the gramasabha meetings in the panchayat. But most often, the burdens of their own official duties prevent them from attending gramasabha meetings conducted at various parts of the panchayats.
- h) **Lack of training** : Many officials opined that, they are not properly trained to execute their duties as implementing officers. The various government orders related to the execution of plan projects, the accounting practices, legal formalities and such other aspects connected with the peoples planning programe had caused headaches

to many officers. Hence, they opined that, some sort of training, or refresher course should be provided to them by the government for their smooth and efficient performance as implementing officers.

- i) **Lack of cooperation from task force :** Some implementing officers opined that, they did not get the needed assistance from the members of task forces to execute their duties. The task force members are supposed to assist and encourage the implementing officer, in discharging his duties. But in most of the cases this did not happen. The task force members, looked upon the implementing officers as full time government servants drawing attractive salaries from the government. Task force members are not assured of a monetary reward. They are delivering their duties as voluntary service. This approach of the task force members had caused lot of problems to many implementing officers in performing their duties.
- j) **Functional transfer unaccompanied by administrative transfer:** This is another major problem associated with the transfer of development functions in the state. There is a change only in the nature of the functions and working conditions. The administrative arrangement remained unchanged. Hence the mismatch between the two also had caused a lot of problems to the officers transferred to the panchayats.
- k) **Over burden :** The panchayath staff, working in the offices of sample panchayats unanimously opined that, the increased functions transferred to their shoulders as part of peoples planning had doubled their work load. The increased functions were not followed by transfer of personnel from other departments whose functions are transferred to them. Moreover even in the year 2001, government is following the staff pattern of 1960 in the panchayat offices. Government of Kerala did not change this work pattern, inspite of

the huge increase in the number of functions assigned to the office staff of panchayats.

4.2.3. Opinions of people's representatives about the transfer of development functions

This part of the study deals with the responses and opinion of people's representatives about the functioning of the transferred officials to the panchayat, including panchayat presidents, and elected members.

a) Enhanced the efficiency

Most of the elected representatives to the panchayat committees opined that, the decentralised planning and the corresponding transfer of development functions had accelerated the pace of development activities with increased efficiency. As the time lag between decision making and execution had been reduced, the panchayats are now in a better position to resolve local development problems. The red tapism and the related delays in getting administrative sanction from above were the most important deterrents to the speedy implementation of development projects before 1996.

b) Transparency

The accounts and financial dealings related to decentralised planning are highly transparent. Hence people's faith and confidence in the elected representatives and implementing officers have increased. Almost all the elected representatives of the sample panchayats share this opinion.

c) No corruption and bribery

This is the most important advantage of popular planning and transfer of development functions. As the power to select beneficiaries of plan projects are vested in gramasabhas, bureaucrats have no role to play in it. According to Issac Thomas (2000) even panchayat executive

committee had no role to play in the selection of beneficiaries. The landmark judgement made by Kerala High Court on 4th April 1997 made this point loud and clear. It said, "panchayats are not selecting authorities but only approving authorities, in the case of beneficiary selection". Gramasabhas are the sole bodies authorised to identify beneficiaries. As a result, the use of corruption and bribery in determining the so called eligibility of a beneficiary became a thing of the past.

Even though most of the elected representatives were highly vocal in using words of praise for the transfer of functions and officers, voices of dissent also could be heard from many others. They opined that, the negative and lethargic attitude of many implementing officers had caused lot of problems in the speedy implementation of projects. Their lack of proper cooperation with the panchayat and personal conflicts with the panchayath presidents became obstacles to the implementation of several developmental schemes. Another negative opinion about transfer of development functions is centered around the method of project implementation. The ruling party and its elected members had a tendency to show their might in the finalisation of developmental projects. Here, the political calculations, related to the protection of vote banks, compel the panchayat committee to accept some petty projects at the cost of some other highly valuable and productive projects. Again the unholy link between the local contractor and the conveners of beneficiary committees and the respective implementing officers has been highlighted by a few elected representatives. Depoliticisation and debureaucratisation of development activities became real challenges to the people of some areas of the sample panchayats. But these are not general cases. The majority of plan projects in the sample panchayats were implemented as per the stipulations laid down by the Kerala State Planning Board.

Part - III

4.3 Changes in the machinery for plan formulation and execution

This part deals with the analysis of changes in the plan machinery for plan formulation and evaluation as a result of the introduction of decentralised planning in the state. The impact of these changes on the planning procedures in the four sample panchayats are also analysed here.

4.3.1. Procedures for the formulation and implementation of plan projects

The people's plan programme envisaged a structural change in the formulation and implementation of development plans. Every stage of planning was shaped by peoples participation. The previous practice of planning from above, ie from Kerala State Planning Board at the capital city, gave way to the new practice of planning from below. The grass-root level plan formulation and implementation necessitated a lot of structural changes in the formulation and finalisation of plan projects. Here an attempt is made to analyse the textual version of the new planning system and the ground realities experienced by the village panchayats since 1996.

4.3.2. First Stage of people planning (1997-98)

The draft plan of the first year (1997-98) of decentralised planning was prepared and finalised after completing a series of processes involving six stages backed by a series of campaigning activities, mass

training programmes and general conscientisation programmes. The six stages are discussed briefly below.

1. **Grama sabhas** : Grama sabhas, the assemblies of voters in every grama panchayath or hamlet or ward within the grama panchayat provided an ideal starting block for peoples planning. According to Issac Thomas (2000) through discussions in these assemblies, people identify local development problems, analyse the factors responsible and put forward suggestions for possible solutions. Hence the identification of the felt needs of the local people was the ultimate aim of the first grama sabha.
2. **Development Reports and Development Seminars** : According to Franke W. Richard (2000) peoples participation continued with a series of activities, connected with data collection and the writing of panchayat development reports which are perhaps unique in the history of decentralisation and of third world development. Generally the campaign activists organised visits to local government offices where people gathered information about their panchayats, and others interviewed elderly members of the community on local history with emphasis on how past struggles had brought beneficial changes. More than 75% of the panchayats carried out a "transect walk" in which they marked major environmental features of their village and identified resources available for solving the problems aired in the grama sabhas. Thus the development reports provided the base for the future development plans of the panchayats. These development reports were seriously discussed in the development seminars.
3. **Task forces** : This is the third stage in the preparation of plans. The seminar is expected to arrive at only broad statements of solutions to various development problems. It is the task of the third phase of the campaign to convert these solutions into projects

and schemes proposals in a format that could be included in the plan. For this purpose, according to Issac Thomas (1997) the seminar has to constitute task forces of officials and activists for each of the development sectors. Task forces were formed for each of the following sectors, viz Agriculture and Irrigation, Fisheries and Animal Husbandry, Education, Health, Sanitation and Drinking Water, Industries, Roads and Energy, Housing and Welfare, Cooperatives, Scheduled Caste and Tribes; and Resource mobilisation. Hence the ultimate job of translation of the ideas aired in the development seminars into the form and shape of plan projects was done by the task forces.

4. **Preparation of panchayat plan document :** This is the fourth phase of the decentralised planning process in the state. At this stage the projects prepared by the task forces were prioritised and incorporated into the plan document of the panchayats. The plan document included eight chapters, viz, introduction, development strategy, resource mobilisation, sectoral programmes, integrated development and welfare of scheduled castes and scheduled tribes, women's development programmes and monitoring.
5. **Annual plans of higher tiers - Block and District :** Block and District panchayats were supposed to start preparation of their annual plans only after grama panchayats had drafted their plans. In the opinion of Issac Thomas (2000) the sequential ordering was intended to ensure that the plans of the various tiers were integrated and the plans of the higher bodies did not duplicate, but complemented those of the lower tiers. A simple method of integrating the analysis and programmes of the grama panchayat at block and district level was designed.

Thus at this stage of decentralised planning, proper integration between village panchayat, block and district level plans was facilitated by the concerned bodies with the assistance of expert committees.

6. **Final sanction of plans :** This was the final stage in the decentralised planning process. After the screening of each and every plan project prepared and submitted by village panchayats, on the basis of expert advice by the concerned expert committee, the district planning councils gave final sanction to the plans, along with the needed plan fund for them.

4.3.3. The second stage of decentralised planning - 1998-99 onwards

As noted above the first stage of decentralised planning in Kerala was comprised of six stages as described above. But the second stage of decentralised planning made some minor changes in it. They are discussed very briefly as follows.

- a) **Task forces:** As all the basics for decentralised planning were satisfactorily completed in the first stage of planning, as described above, the state planning board found it meaningless to follow the same order in the sequence of various steps of planning. Hence from the second year onwards, the discussions in the grama sabhas were based on the draft plans prepared by task forces. As development reports were prepared and discussed elaborately in the first year, such discussions were not encouraged in the subsequent years. Hence the formation of task forces became the first stage of planning from the second year onwards. At present they are entrusted with three duties viz, (a) preparation of plan projects, (b) act as a

strong supporting agency to the panchayat executive committee regarding plan projects and (c) monitoring.

Unlike the 12 task forces formed in the first year, from the second year onwards, only 8 task forces, were recommended by the State Planning Board (2000) to the following sectors: (a) Agriculture, Animal Husbandry and related sectors (b) Industries (c) Education and Culture (d) Health, Drinking Water, Sanitation, Anganvadi, Social Welfare (g) Welfare of Scheduled Caste and Scheduled Tribe and (h) Cooperation. But at the same time, the panchayat executive committee can form separate task forces for each sub sector, which have immense possibilities for mutual integrated activities. Each task force must have 10 numbers.

- b) **Grama sabha** : The most powerful body in the decentralised planning system in Kerala is the Grama sabha. According to instructions of State Planning Board (2000) it is entrusted with the duties of participation in the preparation of plans, selection of beneficiaries, and maintenance of a constant vigil on the performance of village panchayat Grama sabha discussions will be centered around the draft plan proposals prepared by the task forces. For effective discussions all the participants of the Gramasabha are divided into groups (preferably nine groups) and engage in serious deliberations. Thus, a list of suggestions and recommendation emerge from them. They are classified into three groups viz (a) Alternative project proposals to the already prepared proposals by the task forces (b) impractical suggestions and (c) other suggestions. From the subject groups, the grama sabha elects the representatives to the development seminar, usually two each from every group.
- c) **Development Seminar** : Finalisation of panchayat's plan by the proper integration of various grama sabha proposals is the ultimate

aim of the development seminar. Representatives from grama sabhas constitute the lion's share of the participants of development seminar. The development seminar starts with three presentations of 15-20 minutes each on; (a) the first chapter of the plan document, (dealing with the evaluation of previous year's plan) (b) resource mobilisation, and (c) development strategy. After these presentations, the entire participants are divided into groups (preferably nine) for serious discussions on each and every project proposal presented in the draft plan. Various suggestions for alternate plan projects will emerge from the discussions. The final decisions on the proposals for alterations in the plan projects will be taken by the panchayat executive committee.

- d) **Final draft of the plan :** After the conclusion of the deliberations in the development seminar, the general body of the task forces prepare the rank list of final projects and plan proposals by including the alternate proposals emerged from the development seminar. This list of projects alongwith the recommendations emerged from the development seminar are submitted by the general body of task forces to the panchayat executive committee. The panchayat committee in turn gives final shape to the draft plan and gives sanction to it through an official resolution and submit them to the district planning council through expert committees.
- e) **Inspection and sanction :** The block level expert committee (BLEC) will inspect the plan proposals of village panchayats on the basis of following factors.
 - a) Check whether all the necessary or required documents are submitted after completing all the plan procedures
 - b) Whether internal consistency is maintained in the plans, and if not, help the village panchayat authorities to correct them.

- c) Check the technical and financial viability of the plan projects and
- d) Give technical sanction to those projects which do not require detailed technical and financial analysis.

The BLEC must check whether the plan projects had satisfied all the conditions regarding. a) beneficiary selection, (b) actual and realistic calculation of investments, (c) calculation of direct and indirect costs and benefits of projects, including representation of women, ecological impacts etc.

As per the direction of a State Planning Board (2000) the district planning committees, after ensuring that all the plan projects submitted to them by the BLEC's have satisfied all the conditions stipulated by the state government, give final sanction to the plans. Now the plan projects are ready for implementation by the village panchayats.

4.3.4. Evaluation of the machinery and procedures for the formulation and implementation of plan projects

The people's planning programme gave a new vigour to panchayats in all the key issues related to economic development of their area. Panchayats became centres of a hub of activities. The traditional concept of panchayat gave way to a new notion. The panchayat presidents, and elected representatives, began to assume more responsibilities and increased powers. Along with the traditional functions they began to perform the duty of local planning of development activities also. All these had produced various impacts on the local economy. The positive and negative impacts are discussed below.

In all the sample panchayats, Alur, Melur, Nattika and Porathissery, the machinery and procedures for decentralised planning were organised exactly according to the guidelines issued by the state government and the Kerala State Planning Board. People participated enthusiastically in grama sabhas, development seminars, and all other activities connected with the new system of planning. At the initial stages, forgetting all the political differences people and people's representatives, took part in the preparation of plan projects, documentation of development history, and transect walks for gathering information etc.

In the preparation of plan projects, all the panchayats could ensure the support and cooperation of resource persons, and expert committee members. The plan projects in turn reflected the solutions for the felt needs of the people. Again, all the panchayats had satisfactorily completed the various conditions for ensuring the final sanction of their plans from the district planning committee. In short, the performance of all the sample panchayats in the adoption of machinery and procedures for the formulation and implementation of plan projects were highly satisfactory. The published annual plan documents, and development history of Alur, Melur, Nattika and Porathissery panchayats provides ample proof for their super performance in this respect.

But these positive aspects are followed by certain negative factors as well. They are discussed below:

One of the major limitations of decentralised planning in the state is the serious lack of integration in all the levels of planning. Even though the State Planning Board had given clear instructions (1997) regarding the need for integration, at, spatial, problem and organisational levels,

none of the sample panchayats could produce anything positive in this direction. All of them, prepared entirely different projects, without integrating them between each other. In short, each project had its own unique characteristics, which clearly distinguished it from others. Hence the spatial, problem and organisational level integration of plan projects could not be facilitated by any of the sample panchayats. The lack of planning experts, the self interest and narrow mindedness of the elected members to the panchayat committee, the dominance of political interests over economic realities and needs, lack of proper vision about the future development requirements of the panchayat, the lack of clear instructions from higher authorities about the necessity and need for proper integration of plan projects are the main reasons responsible for the lack of integration of plan projects.

Like wise, in the resource mobilisation front also serious limitations could be found in all the sample panchayats. Most of the plan projects were financed by governmental assistance. Local panchayats could not mobilise resources through the cooperative banks and other financial institutions. But in the case of some roads and anganvadi's, Alur, Melur and Nattika panchayats could collect a sizeable amount of donations from the people in the form of free surrender of land and money and manpower.

Voluntary associations like rural arts and sports clubs also refrained from the participating with local plans in all the panchayats. The active involvement of the activists of Kerala Sasthra Sahithya Parishad (KSSP) in Nattika and Alur panchayats deserves special mention. Especially in Nattika panchayat their presence and enthusiastic propagation of the

concept of decentralised planning could help in the mobilisation of a large number of people to the grama sabha meetings.

In the initial years of decentralised planning, encouraged by the new found freedom provided to panchayats for the choice of plan projects, many panchayats had prepared highly ambitious plans. For example Porathissery panchayat had made plans for instituting awards for students scoring highest marks in the school final examination (SSLC) from the panchayat area. But due to objection from State Planning Board, regarding the diversion of funds for such projects, the panchayat finally dropped that programme. Like wise in order to increase paddy production and empower the agricultural labourers, the same panchayat they made a plan for giving land for cultivation to agricultural labourers. But when they submitted the project to the higher authorities they rejected the proposal stating that, land legislation Acts in Kerala, does not permit such transactions.

Like wise the principle of subsidiarity also seemed to be violated in many cases. For example in Nattika panchayat, they had a project for burial ground. But gradually, the project was taken up and completed by the district panchayat.

Sometimes principle of complementarity also was seemingly violated in several panchayats. For instance, Alur panchayat had a project, viz; literary workshop. But during the same period, Mala block panchayat also declared another project, ie a literary workshop. Both parties had invited more or less the same people for leading the workshop. Finally, Alur panchayat dropped that programme.

Again, when panchayats got lakhs of rupees for planning in the initial year, many of them were literally struggling hard to spend the money for various projects. As a result, all the plan projects proposed by the panchayat committee members were accepted and sanctioned without proper scrutiny and inspection. For example Alur panchayat had a project for renovation of ponds. Accordingly they made a plan for the renovation of a pond called Nedukulam. But when the authorities reached the place, for inspection they could not see such a pond because it had been filled and grabbed by the neighbours. The pond had remained unnoticed and unattended there for a long period of time. That is why it happened. The same thing also happened in Melur panchayat in the case of a pond called Pulani madham pond.

Another problem which many panchayats had to face in the formulation of plan was the lack of availability of experts and engineers. For example the construction of the community hall in Alur panchayat. In the first year, they postponed the project to next year as they did not get experts, to prepare a building plan. Lack of resource persons and experts and engineers was also faced by many panchayats in the preparation of resource map and draft plans properly. As a result, they had to prepare many plan projects, just like the sample projects supplied by the State Planning Board. That method had two advantages: (a) easy project planning and (b) no delay from BLEC and DPC to get technical sanctions. Hence they did not spare time and effort to experiment with innovative local project proposals in the initial years of popular planning. But in later years, things began to change positively as per the expectations of the goals of proponents of popular planning.

To conclude, there are many positive aspects related to the transfer of development functions to the village panchayats like, debureaucratisation, elimination of red tapism and enhancement of transparency etc. But at the same time the absence of an administrative transfer of departments and officers to the village panchayats adversely affect all the genuine goals of decentralised planning in the state. Changes in the machinery for plan formulation and implementation also is found to be a sound idea; which has been put into practice very well by all the panchayats. But the basic principles of economic planning in general and decentralised planning in particular were overlooked by political and other considerations by the village panchayats. The core principle of integration of plan projects at the spatial, problem and organisational levels were totally ignored and over looked by the local planners. Hence the plan projects of the four panchayats were reduced to the level of a bundle of schemes, totally unrelated to each other. The serious lack of awareness of the principles and procedures of economic planning, the dearth of economists and plan experts, narrow mindedness and political interests of the elected representatives and people and the lack of clear inspection from the Block, District and State level authorities regarding the need for preparation of various plan projects based on their inter linkages are the main reasons responsible for the weakness of the new system in Kerala to realise the desired goals of transfer of development functions to the village panchayat.

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PEOPLE'S PARTICIPATION

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Mathai Centre, University of Calicut, 2002

CHAPTER - V

PEOPLE'S PARTICIPATION

This chapter attempts to examine the various levels of people's participation in the decentralised planning process in the state. Decentralised planning is also known as participatory planning. Here the success of the plan depends on the efficiency of the authorities in ensuring maximum participation of people in all the stages of planning from the level of grama sabha to the final stages of implementation, monitoring and evaluation. An attempt is also made to test the hypothesis that, people's participation in decentralised planning is lower in terms of participation in gramasabha meetings, development seminars and voluntary contributions. Part I of this chapter discusses general theoretical backgrounds of a participatory planning system, Part II deals with people's participation and decentralised planning in Kerala and Part III deals with the degree of people's participation in decentralised planning in the sample panchayats.

Part - I

5.1. Peoples participation - Theoretical issues

This section presents the general theoretical issues related to the participatory planning. The terms 'people's participation' and 'decentralisation' are discussed seriously and vigorously by economists and policy makers, all over the world, especially after the dawn of 1990's. They seem to be enchanted by the magical properties of these words, as a panacea for all the economic ills of present day societies. The unfortunate disintegration of the former Soviet Union was followed by the loss of faith of the people in the philosophy of centralised planning

and planning from above. Hence the current trend is in favour of decentralised planning and planning from below with maximum participation of the people who are the beneficiaries of various plan projects.

5.1.1. Meaning of People's Participation

Bhavan Bhatnagar (1992) defines it as a process by which, people, especially the disadvantaged people, influence decisions that affect them. According to him the term, participation means, influence on development decisions, not simply involvement in the implementation or benefits of a development activity. The exact meaning of popular participation may slightly vary according to place and time; but the central idea remains the same.

According to Michael M. Cerna (1992) participation depends on social arrangements and political relations. It also depends on economic incentives and administrative approaches. Economic benefits must give people reasons to participate. Administrative arrangements must link the decisions of state bureaucracies to the will of local communities. Actually doing this social organisational work is more difficult by far than waxing romantically or sloganeering rhetorically about the blessings of people's participation.

Effective implementation of plan projects through popular participation depends on the successful completion of the above mentioned conditions.

Despite the ubiquitous presence of the topic of participation in the current development literature the participation problem is not a general

problem common to every single kind of development. It is rather limited essentially to one kind of development, namely government-induced development. Historically the issue of participation is intrinsic to public programmes. This issue does not arise in the spontaneous development that is accomplished by the producers, so to say the "people themselves", through their regular activities; since this development happens precisely because, people initiate it, finance it, carry it out, without having to be called "to participate". In the opinion of Cerna (1992) over all development is the composite result of myriads of such self started activities and of the interactions and linkages between their social actors.

According to Cerna (1992) in many developing countries the need for popular participation in the implementation of plan projects, arose because of the following circumstances: (a) the enormously expanding role of public sector in launching development projects without a commensurate improvement of the mechanisms for the public's involvement (b) the growth of international aid which amplifies financial resources, scope and number of government programmes while increasing the distance between the programme's "centre" and periphery" and (c) the traceability of recurrent failure in public programmes to alienation from their own intended beneficiaries.

Hence the need for popular participation has become an essential precondition for the successful implementation of a plan project. In the words of Norman Uphoff (1992) participation can be regarded both as a means and as an end. Peoples taking responsibility for their own development is a better way to achieve improvement in economic and social conditions; it is more likely to be successful, more cost effective and more sustainable. It is also desirable in itself, because it enlarges human talents and potential, the fulfillment of which is the most basic objective of development.

5.1.2. Objectives of Participation

The philosophy of people's participation in developmental activities has been looked upon by policy makers and governments with high esteem and expectations. They are in fact thrilled by the new found opportunities through popular participation in the effective implementation of projects. In the opinion of Uphoff (1992) popular participation may be seen as a process that serves one or more of the following inter related objectives.

5.1.2.1. Empowerment

One of the objectives of popular participation may be empowerment - a more equitable sharing of power and a higher level of political awareness, and strength for disadvantaged people. If empowerment is the objective, the most important result of a development activity might not be an increase in economic production or incomes, but rather the development of people's capacity to initiate actions on their own or influence decisions of more powerful actors.

5.1.2.2. Beneficiary Capacity

Popular participation may serve the objective of building beneficiary capacity in relation to a government supported operation. Thus beneficiaries may share in the management tasks of the operation by taking responsibility by themselves. Developing beneficiary capacity could also contribute to the sustainability of a project beyond the disbursement period due to enhanced beneficiary interest and involvement in project management.

5.1.2.3. Effectiveness

Effectiveness refers to the degree to which a given objective is achieved. Popular participation tends to enhance project effectiveness when the involvement of beneficiaries, contributes to better project design and implementation and leads to a better match of project services with beneficiary needs and constraints.

5.1.2.4. Cost Sharing

Another objective of popular participation is to share the costs of the project with the people it serves. Thus beneficiaries may be expected to contribute labour and capital or to undertake self help to maintain the project. Popular participation may thus be used to facilitate a collective understanding and agreement on cost sharing and its implementation.

5.1.2.5. Efficiency

Popular participation may improve project efficiency. Project planning and implementation could become more efficient because of timely beneficiary inputs. Popular participation could be used to promote agreement, co-operation and interaction among beneficiaries and between them and the implementing agency (local self government) supported operations so that, delays are reduced, a smoother flow of project services is achieved and over all costs are minimized.

5.1.2.6. Levels of intensity of participation

According to Uphoff (1992) there are four levels of intensity of popular participation. They are discussed below:

5.1.2.7. Information sharing

Designers and managers of (local self government) sponsored programmes may share information with the beneficiaries in order to facilitate collective or individual action. Information sharing is a form of low level participation, but it can have a positive impact on project outcomes to the extent that it requires people to understand and perform their tasks better.

5.1.2.8. Consultation

When people are not only informed but consulted on key issues, the level of intensity of popular participation increases. There is an opportunity here, for people, especially disadvantaged people, to interact and provide feed back to the development agency (local self government) feed back which the agency can take into account both up stream and down stream in the design and implementation stages.

5.1.2.9. Decision Making

A still higher level of intensity may be said to occur when people, totally disadvantaged people, have a decision making role in matters of policy, project design and implementation. Decisions may be made exclusively by the disadvantaged people or jointly with others on specific issues or aspects relating to a policy or project.

5.1.2.10. Initiating Action

Initiative implies a proactive capacity and the confidence to get going on one's own. Hence, when people, are able to take the initiative in

terms of actions and decisions pertaining to a (local self government) sponsored programme, the intensity of popular participation may be said to have reached its peak.

Part - II

5.2. People's participation and decentralised planning in Kerala

This part discusses the concept of people's participation as visualised in the decentralised planning in Kerala. According to Parameswaran M. P (1999), one of the strong pillars of peoples planning in Kerala is the assurance of mass participation in the developmental activities of the state. Following the guidelines of the S. B. Sen Committee report, Kerala State Planning Board had finalised the system and practice of decentralised planning in the state. Sen believed that, the true spirit of democracy lies in the participation of people in the functioning of the state, ranging from the stage of the very inception of ideas and discussions to the final stage of project implementation and evaluation.

According to Bandhyo Padhayay (1997) the 73rd constitution amendment not only made panchayats constitutional bodies, but mandated them to prepare plans for economic development and social justice. Article 243-G defines, power, authority and responsibilities of panchayats. A reading of article 243-G makes it clear that, panchayats have (1) some original function, and (2) some agency function. The original function of panchayat is the preparation of plans for economic development and social justice. The agency function relate to the implementation of schemes for economic development and social justice. The agency function relate to the implementation of schemes for economic development and social justice as may be entrusted to them including

those in relation to the matters listed in the Eleventh schedule.

The people's plan programme in Kerala launched on August 17th in 1996, was a brave new attempt, to build up a strong economy by the mobilisation of people's power, through their participation in every aspect of economic planning. According to Issac Thomas and Harilal (1997), the people's campaign for ninth plan represents an initiative to make use of the legacy of collective social intervention and strength of mass movements to meet the contemporary crisis of development. All the different stages of decentralised planning system in the state are based on peoples participation at various levels and degrees, which is evident from the attendance of people participated in Gramasabhas, development seminars, task forces, preparation of draft plan document, monitoring committees etc. In order to instill the new spirit of peoples planning, and to kindle new hope in the minds of people, various propaganda methods such as corner meetings, squad visits in homes, festival of development lamps, 'vilambara jathas' and such other innovative methods have been adopted by panchayats. Hence, it ended up as a clarion call for a new popular movement to break the chains of poverty through the silent revolutionary means of peoples participation.

The decentralised planning programme, thus has become a part of the civic life of people in Kerala. They began to participate in this process, at various levels and capacities as responsible citizens by attending the gramasabha meetings, working as resource persons, task force members, monitoring committee members, beneficiary committee members and so on. That is why Richard W. Franke and Barbara H. Chasin (1997) opined that, Kerala's decentralised programme is probably the largest of its kind in the world at present. Three million people, 10% of the states population took part in the gramasabhas, that aired complaints and identified major

problems in their villages and urban neighbourhoods in September and October 1996. The following part of the study provides an analysis of the key elements of participatory planning in the state.

5.2.1. Gramasabhas

According to the 73rd Constitutional Amendment Act 1992, Gramasabha means a body consisting of all persons registered in the electoral rolls relating to a village, comprised within the area of panchayat. Thus all the voters in the ward of a panchayat are supposed to attend the Gramasabhas. In the words of Issac Thomas (2000) through serious discussions in these assemblies people identify local development problems, analyse the causal factors responsible and put forward suggestions for possible solutions.

5.2.1.1. Powers and functions of Gramasabhas in Kerala

The Kerala panchayat Raj Amendment Act 1999 (Act 13) envisages clearly the powers and functions of Grama Sabhas.

Following are the important powers and functions of Grama Sabhas.

- a) Assist the panchayat in collecting valuable data and information which are essential for the preparation of development plans.
- b) Suggest the priorities for the preparation and implementation of development projects which are to be implemented in the panchayat.
- c) Selection and ranking of deserved individual beneficiaries for various beneficiary schemes.
- d) Extend all sorts of help to the panchayat in the implementation of various developmental projects.
- e) Provide necessary assistance to the effective implementation of

developmental projects in the form of voluntary service, money or material.

These are the most important functions and responsibilities of grama sabhas regarding the formulation and implementation of developmental plans and projects. The above Act also envisages fourteen other functions to the Gramasabhas, which encompasses various types of activities related to the provision of street light, water supply, village sanitation, social harmony among the villages, assistance to the beneficiary committees, provision of information to the people regarding pension and subsidy schemes, collection of detailed estimates of the projects which are to be implemented in the panchayat, providing details about the services of various government department officials to the people, observation of the logic behind the decision of the panchayat to implement a unique scheme to the area, finding the reasons for the lag and laxity in the execution of various decisions taken by the gramasabha, assist the employees of panchayat in the cleaning activities, finding the defaults and suggestion of solutions for the improvement in the service of public water supply system and street lights, assistance to the the teachers and parent teacher associations of schools in the ward, assistance to the public health activities particularly family welfare programme, and other functions periodically suggested by the state government.

The 1999 Kerala Panchayat Raj Amendment Act also prescribed the quorum for gramasabha meetings and the number of meetings which should be organised every year as well. Accordingly gramasabhas should be convened once in three months every year. and the Quorum for the meeting is 10% of the total number of voters in the concerned ward of the panchayath. In the case of a postponed meeting for the failure to satisfy the quorum of 10% in the first meeting, the minimum number of

persons is fixed at 50. According to Issac Thomas (2000) gramasabhas, the assemblies of voters in every grama panchayat or ward within the grama panchayat provides an ideal starting block for people's planning. In Kerala the average number of voters per ward is around 1500. Hence it is practically impossible to facilitate effective discussion by each and every participant on various issues affecting their economic life. A practical solution to this problem is to adopt the small group approach. Instead of the Gramasabha meeting as a general body of several hundred people; after a brief common gathering, the participants are divided in to smaller groups, each dealing with a particular development sector and discussing in depth the problems related that sector. The small group arrangement made it possible for ordinary people, especially women, to be able to participate in the discussions. The resource persons and implementing officers transferred to the village panchayat also helped the villagers to initiate discussions, thus making the gramasabha meetings very effective and meaningful.

5.2.2. Development Reports and Seminars

Another area of higher level of people's participation was in the preparation of development reports. Around 75-100 persons were provided orientation to under take tasks prior to the preparation of development reports. The tasks assigned to them were collection of secondary data, study of local geography and natural resources, review of ongoing schemes, survey of local history and consolidation of gramasabha reports. The outcome of the above set of exercises, was a wonderful piece of literature, called a Development Report for each panchayat, having 75 to 100 pages.

According to Issac Thomas (2000), the following four points were

identified as the basic and distinctive characteristics of panchayat Development Reports.

- 1) Each development sector had to be analysed and the potential for development identified.
- 2) At the same time, the social aspects of the economic process were not to be ignored. There had to be special chapters on culture and status of women.
- 3) In every sector, a historical approach was to be adopted. Apart from local history, development problems were to be assessed.
- 4) Results of the 'transect walk' and administrative map with distribution of man made assets like roads, were to provide important special dimension to the local plan.

The Development Reports were conceived as documents with a strategic perspective for local level development. The local level plans which were being formed on an annual basis were to be formulated on the basis of this perspective. It was believed that the development report would provide a necessary continuity for the plans being prepared every year.

The development seminars provided a forum for mutual interaction between various representatives from different wards. The views of different gramasabhas were finally coordinated and integrated into one final Development Report, at the development seminar. The participants of the development seminar are delegates elected from the subject groups of the gramasabhas with equal representation for men and women. It also includes, village panchayat members Block and District panchayat members from the panchayat area, implementing officers, panchayat staff, representatives of various political parties and social organizations, representatives of cooperative banks, and other financial institutions,

representatives of Anganvadi's and Balavadis, key resource persons district and local resource persons. It also insists that 1/3 of the total participants must be women. The most advisable number of people for a development seminar is 250. The development seminar should also ensure the due representation of people belonging to scheduled caste and scheduled tribe groups.

5.2.3. Task Forces

At the conclusion of the development seminar, task forces of around 10 persons each were constituted to prepare the project proposals, on the basis of the recommendations of the seminar. According to Issac Thomas and Harilal (1997) twelve task forces, one each for the development sectors were to be formed. The twelve task forces are related to the following subjects viz, agriculture and irrigation, fisheries and animal husbandry, education, health, sanitation and drinking water, industries, roads and energy, housing and welfare measures, culture, women welfare, cooperatives, scheduled castes and tribes welfare, and resource mobilization. The task of project preparation demanded effective participation of officials and technically qualified people in large numbers.

5.2.4. Preparation of plan document

After having a series of deliberations from the gramasabha level to the development seminar, the final draft of the plan document should be prepared. This also involves peoples, participation, of a higher degree. Here the valuable service of experts including retired people is needed. The presence and cooperation of key resource persons or district level resource persons are very essential for the preparation of plan document.

5.2.5. Resource Persons

The devolution of powers and financial resources to the local self government bodies can be meaningfully facilitated only through the proper guidance of the resource persons. For this purpose government had organised state level orientation camps of five to seven days duration to give training to 400-600 state level Key Resource Persons (KRP's). The KRP's gave leadership in organising district level three day orientation programmes, to the resource persons in the district, totalling around 15,000 District Resource Persons (DRP). The DRP's in turn helped to organize one day orientation programmes at panchayat level, for Local Resource Persons (LRP's) totalling 1,00,000. Thus with the first round of training programmes, the Kerala society became ready for the fast launching of the philosophy of decentralised planning with maximum peoples participation.

5.2.6. Beneficiary committees and beneficiary contribution

This is an innovative experiment made by the government in the implementation of plan projects. Most of the social projects or public projects were supposed to be implemented by committees of beneficiaries of that project. Panchayats were permitted to assign the responsibility of the project implementation to another agency if and only if no beneficiary committees could be formed for the purpose. Likewise in the case of individual beneficiary projects, only a sizeable part of the cost of the project will be borne by the panchayat, and the rest should be borne by the beneficiary himself. Hence, all the projects were supposed to be completed with people's participation.

5.2.7. Voluntary contribution of people by means of money, material and manpower

This is another bold and innovative aspect of people's planning in the state. As the resources at the disposal of the state are limited and the needs of the people are unlimited, all the social wants cannot be satisfied fully with the financial aid from the state government. All the local village panchayats were let free to identify their own local developmental problems and mobilise adequate local resources, either in cash or kind. In short, it was hoped that the process of mass mobilisation and conscientisation would be such that, the plan fund allocation from the state would be supplemented by voluntary contribution of labour, materials or money by the people.

5.2.8. The participation of retired people

This is another innovative approach made by the people's plan programme in the state. The number of retired people are increasing day by day in the state, and the corresponding pension obligations of the government are also mounting every day. Hence, to tap the most valuable source of knowledge and experience, the people's plan campaign propagated a very attractive slogan called 'life after 55'. A highly challenging field of socialisation and community service and rejuvenation of life were offered by the campaign managers to the retired people. The vast of treasure of experience of the retired bureaucrats, engineers, technicians and teachers were expected to be exploited by attracting them into the popular planning programme, as resource persons, conveners, task force members or any other capacities. Thus the people's planning experiment launched in Kerala is based upon the strong foundations of massive people's participation.

Part III

5.3. People's participation in the sample grama panchayats

In this section, an attempt is made to examine the people's participation based on the primary data collected from the four panchayats. The participation of people in Gramasabha meetings, development seminars, task forces, monitoring committees, preparation of draft plan, documentation of development history etc are analysed.

5.3.1. Gramasabhas

An attempt is made in this part of the study, to evaluate the response of the people to the clarion call of participatory planning activities. Since Gramasabhas provided the primary and fundamental opportunity for people's participation, the attendance ratio of people in such assemblies can be considered as the best indicator of people's participation in the new system. An in-depth analysis of the participation ratio of people in the four panchayats, Alur, Melur, Nattika and Porathissery is made in this section. Fearing the voluminous nature of the data, to be presented here, gramasabha attendance of people for only two years are analysed and compared here. Hence, the average attendance ratio of people in all the wards and in gramasabha meetings during the years 1996 and 2000 are shown below in the table A.5.1. The table A. 5.1 provided in the appendix illustrates the details regarding the participation of people in each and every gramasabha meetings conducted by the four panchayats during the years 1996 and 2000.

Table 5.1 : Percentage of people participated in the gramasabha meetings to the total number of voters in the sample panchayats during 1996 and 2000.

Panchayat	Years					
	1996			2000		
	Male	Female	Total	Male	Female	Total
Alur	9.11	2.22	5.60	5.15	4.12	4.62
Melur	10.21	2.65	6.42	5.34	4.82	5.07
Nattika	13.70	3.42	7.94	15.03	8.71	11.56
Porathissery	7.77	1.76	4.58	7.24	3.74	5.38

Source : Gramasabha report books of Alur, Melur, Nattika and Porathissery panchayats (1996 and 2000)

From the above table (5.1) it is evident that in almost all the panchayats the percentage of people's participation in gramasabha meetings is lower than the statutory minimum of 10% of voters in the wards. It is also clear that except in Nattika panchayat the percentage of participation of male voters declined considerably from the year 1996 to 2000. Another noteworthy feature is the relative increase in female participation in gramasabha meetings in all the sample panchayats. It also throws light on the systematic empowerment of rural women through the decentralised planning in the state.

The comparative analysis of participation people in gramasabha meetings is illustrated in the following figure 5.1.

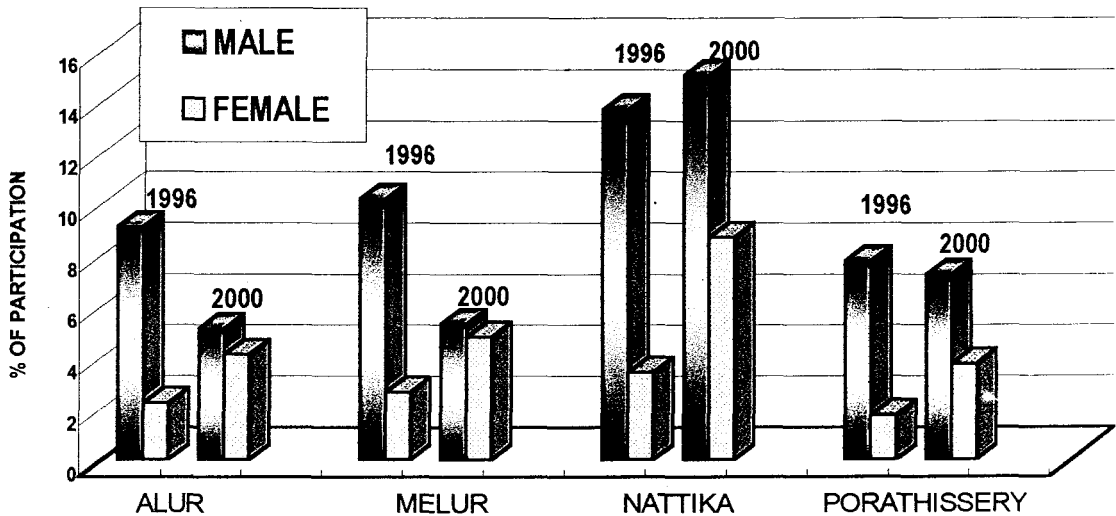


Fig. 5.1. percentage of participation of people in the gramasabha meetings.

The above figure also reveals a slight increase in the participation ratio of women in the grama sabhas meetings. This is a very encouraging trend. But at the same time, the gloomy side of the picture is that barring a handful of grama sabha meetings, majority of such meetings could not obtain the minimum quorum of attendance of people.

The analysis of data regarding the attendance of people in gramasabha meetings also revealed that all the panchayats could convene only two grama sabha meetings each in every ward during the year 2000. But as per the Kerala Panchayat Raj Amendment Act 1999, it is mandatory for each panchayat, to convene one grama sabha meeting once in every three months of the year. The table also throws light on the fundamental problems in the implementation of the philosophy of grama sabhas in the rural areas, ie, majority of the rural people did not have any interest at all in participating in grama sabha meetings. They could not find any meaning in attending such meetings. In other words, majority of the rural people are not fully convinced about the meaning and importance of grama sabha meetings. They consider such meetings as a formality only.

Another set of rural people began to attend gramasabha meetings, fearing that the absence from the meeting will prevent them from enjoying the benefits of new individual beneficiary projects. The low participation of people in Gramasabha meetings is attributed to the following factors:

- a) Many people conceived the idea of Gramasabha as a programme for the poorest of the poor. They felt that only those people who are poor or below poverty line need attend the gramasabha meetings. So they kept away from the grama sabha meetings.
- b) Lack of clear awareness among the people, about the real importance of gramasabha is another reason. Even though the campaign managers worked very hard to mobilise the villagers to the grama sabha, people looked upon them with an indifferent attitude. Hence the ignorance of the people regarding the real importance of gramasabha deliberations is another reason for the low level people's participation.
- c) Coupled with the above factor, ie ignorance of the people, the lethargic attitude of the people especially well educated middle class, towards gramasabha meetings is another reason. They did not show any interest at all in the gramasabha deliberations. Even though they were aware of the importance of gramasabhas, they did not want to cooperate with the panchayat.
- d) Another interesting factor is the response of the beneficiaries of various schemes, like housing, sanitation etc. Once their grievances are resolved, or after availing the financial assistance for their schemes, most of them did not care to attend further Gramasabha meetings.
- e) Sundays are the most preferred days for gramasabha meetings. But Sunday afternoons, were not convenient time for many people, because of the cinema telecasted by Doordarsan. Even on other week days, many people did not want to attend gramasabha meetings,

in the afternoon by sacrificing the mega serials telecasted Doordarsan. Many people opened their minds in this way.

5.3.1.1. Quality of Gramasabha discussions

The quality of discussions depends mainly upon the educational qualifications of the gramasabha participants. Again it also depends upon the leadership qualities of resource persons and panchayat committee members. The role of implementing officers is also very important. But from the data available from the panchayat, the educational standards of Gramasabha participants were very poor, and hence most of the gramasabha meetings were concluded with a list of demands of the people for various projects. Most of them were not concerned about the development problems of the area.

5.3.2. Development Seminars

As the finalization of various plan projects are done at the development seminars, the participation of people in this meeting shows their interest and sincerity in performing their duties as responsible citizens. These meetings are expected to be the place for proper integration of various Gramasabha plans into one cohesive panchayat plan. Another very important condition is that 1/3 of the participants of the development seminar must be women members and activists.

The following table 5.2 shows the participation of people in the development seminars conducted by the four panchayats during the three years from 1997 to 2000.

Table 5.2 : People's Participation in Development Seminars from 1997 - 2000.

Panchayats	Years		
	1997-98	98-99	99-2000
<u>Alur</u>	Number of people participated		
Grama Sabha Representatives	120	140	125
People's Rep	17	18	16
Expert Committee members	10	13	9
Voluntary workers	20	24	19
Employees	9	10	14
Total	176	205	183
Male	99	111	105
Female	77	94	78
<u>Melur</u>			
Grama Sabha Representatives	124	89	67
People's Rep	2	1	1
Expert Committee Members	10	8	6
Voluntary workers	5	3	3
Employees	6	4	3
Total	147	105	80
Male	117	93	67
Female	30	12	13
<u>Nattika</u>			
Grama Sabha Representatives	62	10	11
People's Rep's	10	10	10
Expert Committee Members	7	13	13
Voluntary Workers	112	70	81
Employees	13	6	7
Total	204	109	122
Male	177	86	94
Female	27	23	28
<u>Porathissery</u>			
Grama Sabha Representatives	350	133	155
People's Rep's	14	14	15
Expert Committee Members	2	3	2
Voluntary Workers	0	0	0
Employees	12	32	24
Total	378	182	196
Male	250	110	118
Female	128	72	78

Source : Evaluation reports of Alur, Melur, Nattika and Porathissery panchayats during the period 1997 - 2000.

The table 5.2 shown above clearly indicates the trend in the degree of peoples participation in the development seminars. It shows that, there is a steady decline in the number of participants in development seminars. Various factors are attributed to the down word trend. Another notable trend is the very low levels of women's participation in the development seminars. Except in Alur panchayat, the minimum prescribed ratio (1/3) of women's participation could not be achieved. The column depicting participation of voluntary workers remained blank in Porathissery panchayat. At the same time the higher levels of peoples participation in all the three development seminars, is a unique achievement of Porathissery panchayat.

5.3.2.1. Causes for the decline in participation in development seminars

The study could trace the following factors responsible for the decline in the participation rate of people in the development seminars.

- a) In the first development seminar there was a massive and enthusiastic turnout of people to attend the seminar, thinking that, some great changes were going to take place in their panchayat through peoples planning. But the initial experience with the planning programme, made many of them totally disillusioned because of the inability of the panchayat to cater to the needs of the society.
 - b) The creeping in of political interests of the ruling parties in the selection beneficiaries of plan projects, gradually compelled the activists of the opposition parties to refrain from the deliberations of development seminars. They went to the development seminars on the belief that, the new system of planning will be a purely a nonpolitical affair. But many people left the programme disheartened by their experience.
-

- c) Personal conflicts between various activists over the discretionary and discriminatory selection of plan projects by the panchayat executive committee, also kept away many people from attending further development seminars.

5.3.3. Task Forces

The participation of people as members of task forces was very good in all the panchayats. Each task force is composed of two sets of people, viz (a) official members and (b) people's representatives or voluntary workers. Since the number of people required to participate in each task force is rather limited, no panchayat had to face a shortage of peoples participation. All the panchayats could mobilise an average of 12 persons each in every task force, including both men and women during the period 1997 - 2001.

Table 5.3 : Number of task forces in the four panchayat during 1997-2001

Task Forces	Panchayats			
	Alur	Melur	Nattika	Porathissery
1. Agriculture	1	1	1	1
2. Irrigation	1	0	0	0
3. Animal Husbandry	1	1	1	1
4. Industry	1	1	1	0
5. Education, Culture	1	1	1	1
6. Health, Drinking water	1	1	1	1
7. Housing, Social Welfare	1	1	1	1
8. Women's Welfare	1	1	1	1
9. Welfare if SC / ST	1	1	1	1
10. Transport	1	1	1	1
11. Cooperation	1	0	1	1
12. Fisheries	0	0	1	0
13. Public Works	0	0	1	0
14. Resource Mobilisation	0	0	1	1
15. Energy	0	1	0	1
Total	11	10	13	11

Source : Evaluation reports and plan documents of Alur, Melur, Nattika and Porathissery panchayats during 1997 - 2001.

The above table 5.3 depicts clearly the similarities and dissimilarities between panchayats in the composition and structure of task forces. The number of task forces is highest in Nattika and lowest in Melur.

5.3.4. Peoples participations as resource persons

This part evaluates the degree of people's participation enjoyed by the four panchayats in the various activities of planning as resource persons and experts. Various panchayats could mobilise different degrees of peoples participation in this regard. It is illustrated clearly in the following table 5.4.

Table 5.4: Participation of experts and resource persons during 1997 to 2001

	Panchayats			
	Alur	Melur	Nattika	Porathissery
Experts and resource persons	Number of people participation			
1. Monitoring Committee Members	7	17	13	48
2. People involved in final preparation of draft plan	10	8	10	10
3. People involved in final preparation of development history	15	8	9	9
4. Retired people	7	10	9	10
5. Key Resource Persons (KRP)	1	2	2	3
6. District level Resource Persons (DRP)	21	4	5	18
7. Local level Resource Persons (LRP)	15	20	30	40

Source : Panchayat documents and discussions with panchayat presidents, secretaries, and conveners of planning in Alur, Melur, Nattika and Porathissery panchayats.

The table 5.4 given above is a clear indicator of varying degrees of participation of people as experts and resource persons in the four panchayats. In fact in the initial years of peoples planning all the people, especially members of the above mentioned groups shown in the table

worked enthusiastically, because it was a brand new and thrilling experience for all of them. The documentation of development history, preparation of draft plan for their own panchayats and acting as resource persons to train other activists were taken up seriously by the people. In response to the slogan, 'your life begins after 55', so many retired people came forward voluntarily to contribute their valuable experience and service to the people's plan programme. But after a brief period of honeymoon with the peoples plan in their panchayats most of them went back to the easy chairs in their homes, owing to the cold reception, and discouraging attitude of the wily politicians and 'professional' social activists.

5.3.5. Projects completed with voluntary contributions of people

Another highlight of the people's plan was the idea of completion of plan projects with voluntary contribution of money, material and manpower by the poeple. This was a novel idea. But the experience of the panchayat showed that, none of them could create any marvels in the field of project implementation, with voluntary contribution of man power and money by the people during the period 1997-2000.

The following table 5.5 shows clearly the number of projects completed with voluntary contribution from the people in terms of money, material and manpower.

Table 5.5 : Projects completed with voluntary contributions of people in terms of money, material and manpower (1997-2001)

Voluntary Contribution of people	Name and number of Projects			
	Alur	Melur	Nattika	Porathissery
Money	Roads (4) Ponds (4) Thodu (1) TV Auditorium (1) PHC sub centre (1)	Nil	Nil	Nil
Material	Nil	Nil	Nil	Nil
Manpower	Nil	Roads (5)	Roads (1) Chira (1) Colony (1) Culverts (3)	Nil

* The figure in the parenthesis shows the corresponding number of projects
Source : Documents from the panchayat offices and discussions with conveners of planning during the period 1997-2001.

The above table 5.5 illustrates clearly the very poor record of panchayats in mobilizing free labour to the completion of various projects. It shows that, people still believe, that, developmental activity is the responsibility of the panchayat. It also shows that, people participated mainly in the construction of roads. This is mainly due to the fact that, road, is one of the felt needs of the people. Hence when the opportunity arose, to open and develop a new road, people voluntarily came forward to offer their manpower for the speedy completion of the project.

5.3.6. Neighbourhood groups (NHG's)

The formation of neighbourhood groups was another important event, in many panchayats to mobilise maximum participation of people.

A group of 50 families constitute one neighbourhood groups. It is an innovative aspect of peoples planning programme in the state. But in this regard as well, the performance of the panchayats vary between each other. It is shown in the following table 5.6.

Table 5.6 : Number of Neighbour hood groups in the panchayats (1997-2001)

Panchayats	Number neighbourhood groups
Alur	130
Melur	Nil
Nattika	45
Porathissery	4

Source : Documents from the panchayat and discussion with Village Extention Officers, panchayat presidents and conveners of planning.

The above table illustrates clearly the differences between the panchayats in organising neighbourhood groups. It also reflects the response of the authorities to the new idea. Melur and Porathissery panchayats could not make any positive improvements in organising neighbourhood groups. But even in the case of other panchayats where there were large number of such groups initially, at present most of them are defunct.

To conclude, the analysis of facts regarding people's participation in the planning process, proved that there are very low levels of peoples participation in the grama sabha meetings. Except in Nattika panchayat there is a decline in the total number of people attended the grama sabhas meetings. In almost all grama sabha meetings, except in Nattika, the quorum of 10% attendance could not be ensured. The only silver lining

is the increasing percentage of women's participation in the grama sabha meetings in all the panchayats. The study could also notice that there is a continuous decline in the number of people participating in development seminars in all the panchayats. Another trend observed by the study is the very low participation of people in the implementation of plan projects in terms of voluntary contributions of money, material and manpower. It is also found that the concept of neighbourhood groups could not be successfully practiced by most of the sample panchayats. In short the decentralised planning process could not mobilise the participation of people to the desired levels, due to several factors discussed above.

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Chapter VI

PERFORMANCE - AN EVALUATION

This chapter tries to explain the real achievements that could be realised by the panchayats through the formulation and implementation of various plan projects. Since a plan is the sum total of various plan projects, its success can be evaluated by analysing the performance of all the plan projects. An attempt is also made in this chapter to test the hypothesis that, decentralised planning could not achieve the desired success owing to high proportion of spillover and dropped projects as a result of inefficient beneficiary committees, delays in getting finance, unviable projects, delays in the execution of deposit works, seasonal changes and land related disputes.

The period of study is four years, ie from 1st April 1997 to 31st March 2001. All the plan projects formulated and implemented by Alur, Melur, Nattika and Porathissery panchayats during this period are objectively analysed in this part of the study.

The evaluation of plan projects is done strictly according to the methodology and theoretical frame work as discussed in the second chapter of the study. The study is presented in two parts. Part I presents the evaluation of plan projects, both social as well as beneficiary, on the basis of data collected from the published plan documents and reports from the sample panchayats. In part II a detailed analysis of the factors responsible for spillover and droppage of each and every social project undertaken by sample panchayats is done on the basis of primary data collected from various sources.

PART - I

6.1. ANALYSIS OF PANCHAYAT DATA

The analysis is carried out in the following way. Initially all the projects were classified and evaluated on macro and micro levels for the three sectors viz, production, service and infrastructure. It is also followed by a similar study of all projects after classifying them into social and beneficiary categories. The evaluation is done on the basis of completion, spillover and droppage ratios.

6.1.1. Completion, Spill over and Droppage ratios of plan projects in the three sectors - a macro view

This part of the analysis is based on the data from the official documents of the panchayats. The completion spillover and droppage ratios are computed for the three sectors viz, production, service and infrastructure. The completion, spillover and droppage ratios for all the projects belonging to the three sectors and the total number of projects for all sample panchayats during the study period is presented in the following table No. 6.1. The graphical representation of these results are shown in fig. 6.1a. and 6.1b. The figure 6.1a. presents the completion, spillover and droppage ratios for the total number of projects. The corresponding ratios for projects under various sectors is shown in fig. 6.1b.

Table 6.1 : Distribution of plan projects between various sectors in the four panchayats (Alur, Melur, Nattika & Porathissery) from 1st April 1997 to 31st March 2001 - and their completion (C), spillover (S) and droppage (D) ratios - a macro view

Sector	Projects			Total
	Completed	Spill over	Dropped	
Production Sector	127 (36.60*)	128 (36.89)	92 (26.51)	347
Service Sector	146 (47.87)	139 (45.57)	20 (6.56)	305
Infrastructure Sector	138 (36.41)	195 (51.45)	46 (12.14)	379
Total	411 (39.86)	462 (44.82)	158 (15.32)	1031

* The figures shown in the parantheses are the corresponding percentages

Source : Derived from the plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

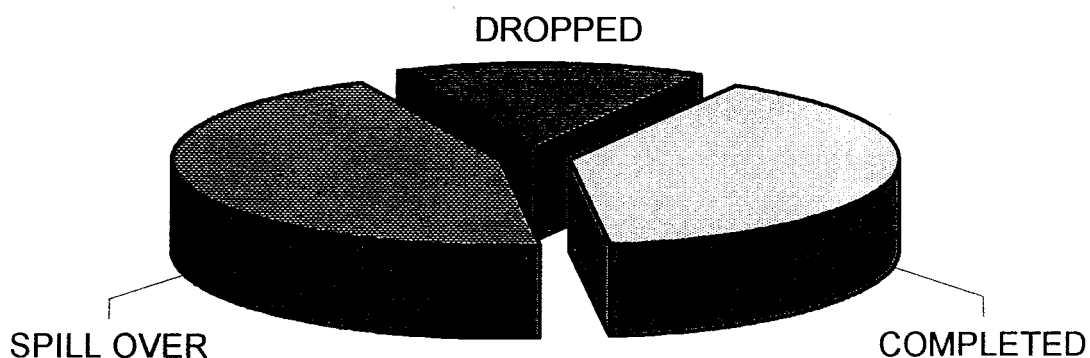


Fig. 6.1a. : The completion, spillover and droppage ratios of plan projects in the four panchayats from 1st April 1997 to 31st March 2001.

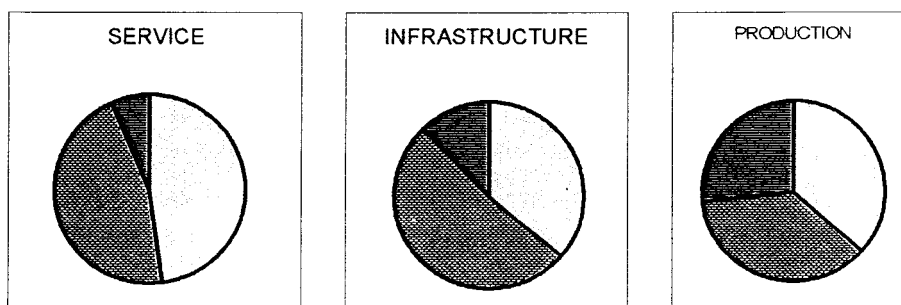


Fig. 6.1b : Sectorwise classification of completion, spillover and droppage ratios of plan projects in the four panchayats from 1st April 1997 to 31st march 2001

From the above table and figures it is observed that, the completion ratios ie. the percentage of completed projects to the total number of projects are comparatively higher in the service sector. Likewise the spillover ratio, which shows the percentage of incomplete projects to the total number of projects in each sector, is very high in the infrastructure sector. Moreover, the droppage ratio which measures the percentage of dropped projects to the total number of projects in each sector is relatively low in all the sectors. At the sametime between the three sectors droppage ratio is comparatively high in the production sector. In general, out of the total 1034 projects formulated and implemented by the four panchayats during the period from 1st April 1997 to 31st March 2001, 47.77% remained as spillover projects. This is a serious problem which must be solved immediately to ensure the successful continuation of decentralised planning in the state.

Another important observation derived from the above table is that the total number of production and service sector projects together out weigh the total number of infrastructure projects. This is the outcome of the clear instructions given by the State Planning Board to the panchayats regarding the allocation of plan fund between the three sectors as part of the decentralised planning. According to Issac Thomas (undated) panchayats must spend 40-50% of their total plan fund on production sector, 30-40% on service sector and 10-30% on infrastructure sector. Before the introduction of decentralised planning panchayats were primarily interested in the construction of infrastructure projects and the other two sectors used to receive only scanty attention. This change in the allocation pattern of resources of panchayats is a significant achievement of decentralised planning in the state.

6.1.2 Panchayatwise Comparison of Sectoral Performance-a micro view

The pattern of panchayatwise distribution of plan projects and the corresponding completion, spillover and droppage ratios in each sector during the study period is discussed in this part. The results are shown in table 6.2. A comparative evaluation of the performance of sample panchayats is illustrated in fig. 6.2.

Table 6.2 Panchayatwise distribution of plan projects between various sectors and their completion (C), spillover (S) and droppage (D) ratios, - A micro view*

Panchayats	Sectors	Projects			
		Completed	Spillover	Dropped	Total
Alur	Production Sector	47 (41.59)	41 (36.28)	25 (22.12)	113
	Service Sector	49 (67.12)	20 (27.40)	4 (5.48)	73
	Infrastructure Sector	22 (44.90)	26 (53.06)	1 (2.04)	49
	Total	118 (50.21)	87 (37.02)	30 (12.77)	235
Melur	Production Sector	14 (22.95)	25 (40.98)	22 (36.07)	61
	Service Sector	30 (36.14)	46 (55.42)	7 (8.43)	83
	Infrastructure Sector	49 (39.52)	58 (46.77)	17 (13.71)	124
	Total	93 (34.70)	129 (48.13)	46 (17.16)	268
Nattika	Production Sector	42 (41.58)	39 (38.61)	20 (19.80)	101
	Service Sector	37 (46.84)	38 (48.10)	4 (5.06)	79
	Infrastructure Sector	41 (42.27)	52 (53.61)	4 (4.12)	97
	Total	120 (43.32)	129 (46.57)	28 (10.11)	277
Porathissery	Production Sector	24 (33.33)	23 (31.94)	25 (34.72)	72
	Service Sector	30 (42.86)	35 (50.00)	5 (7.14)	70
	Infrastructure Sector	26 (23.85)	59 (54.13)	24 (22.02)	109
	Total	80 (31.87)	117 (46.61)	54 (21.52)	251

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : Derived from the plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

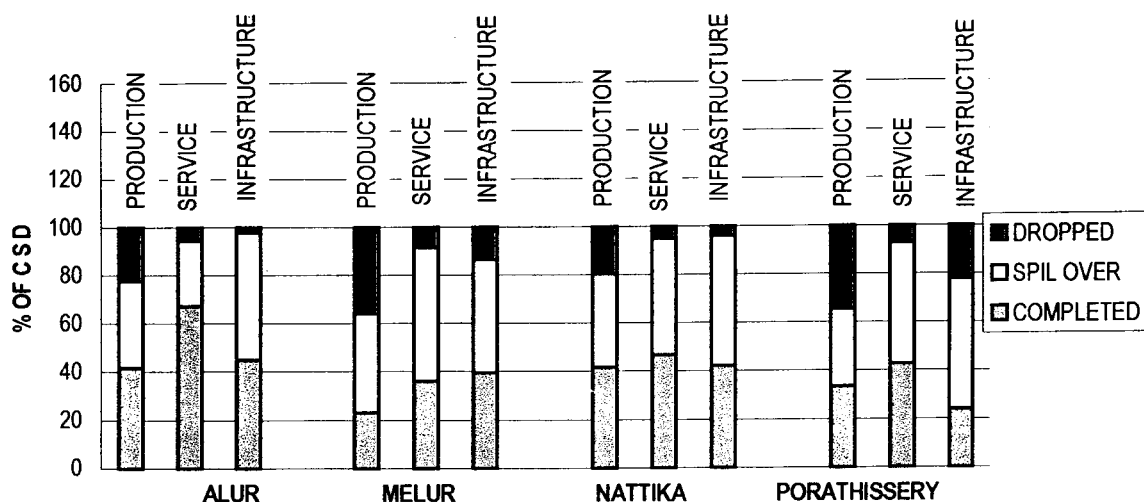


Fig. 6.2. : Percentage of Completion, Spill over and Droppage ratios of plan projects of the sample panchayaths during the period from 1st April 1997 to 31st March 2001- a micro view

The above table 6.2 and fig. 6.2. illustrates the pattern of panchayatwise distribution of plan projects clearly. In all the panchayats except Melur the completion ratios for service sector projects are greater than that for other sectors. From the table and figure it is evident that the droppage ratio is comparatively less in all the cases except for the production sector. Also, another result observed is that, irrespective of the sectors in almost all panchayats, spillover ratio is greater than the completion ratio. The micro level analysis also supports the findings of the macro level analysis done above, that the total number of production and service sector projects is greater than the total number of projects in the infrastructure sector. This again confirms the merit of decentralised planning in the sectoral allocation of resources.

So far, plan projects had been evaluated on the basis of a three fold classification of projects viz, production, service and infrastructure categories. Now it is necessary to study more about the production sector which play decisive roles in the development of the rural economy. So

the following section production sector projects are evaluated by splitting them into agricultural and industrial projects.

6.1.3 Sub division of production sector projects into agriculture and industrial sector projects- a macro view

The table 6.3 illustrates the sub-division of production sector into agricultural and industrial projects and their completion, spillover and droppage ratios.

Table 6.3 : Sub division of production sector projects into agricultural and industrial sector projects - and their completion (C), spillover (S) and droppage (D) ratios - a macro view*

Sectors	Projects			Total
	Completed	Spillover	Dropped	
Agriculture Sector	108 (37.89)	105 (36.84)	72 (25.26)	285
Industrial Sector	19 (30.65)	23 (37.10)	20 (32.36)	62
Total	127 (36.60)	128 (36.88)	92 (26.52)	347

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : Derived from the plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

The macro level analysis presented in the above table shows clearly the unequal distribution of production sector projects between agricultural and industrial sectors. Accordingly the major part of the projects went to the agricultural sector leaving only a few to the industrial sector. This can be noted as one of the defects in the allocation of production sector projects. Similarly, the completion ratios in the two sectors are neither too high nor too low. Even though spillover ratios are greater than completion ratios in both sectors it is comparatively higher in the industrial sector.

This macro level analysis can be made more meaningful only through a corresponding micro level analysis. It is given in the following section alongwith other sectors, to get an overall picture of the structural composition of plan projects.

6.1.4 Panchayatwise comparison of sectoral performance - micro view

This part of the analysis brings out clearly the panchayatwise distribution of various projects and their performance during the four year period of the study. This is illustrated in the following table 6.4.

Table 6.4 : Panchayatwise distribution of plan projects between various components of the production sector, service and infrastructure sector and their completion (C), spill over (S) and droppage (D) ratio from 1st April 1997 to 31st March 2001 - a micro view*

Panchayats	Sectors	Projects			Total
		Completed	Spillover	Dropped	
Alur	Agriculture	35 (41.67)	28 (33.33)	21 (25.00)	84
	Industry	12 (41.38)	13 (44.83)	4 (13.79)	29
	Service	49 (67.12)	20 (27.40)	4 (5.48)	73
	Infrastructure	22 (44.90)	26 (53.06)	1 (2.04)	49
	Total	118 (50.21)	87 (37.02)	30 (12.77)	235
Melur	Agriculture	14 (28.57)	19 (38.78)	16 (32.65)	49
	Industry	0 (0.00)	6 (50.00)	6 (50.00)	12
	Service	30 (36.14)	46 (55.42)	7 (8.43)	83
	Infrastructure	49 (39.52)	58 (46.77)	17 (13.71)	124
	Total	93 (34.70)	129 (48.13)	46 (17.16)	268
Nattika	Agriculture	35 (43.75)	35 (43.75)	10 (12.50)	80
	Industry	7 (33.33)	4 (19.05)	10 (47.62)	21
	Service	37 (46.84)	38 (48.10)	4 (5.06)	79
	Infrastructure	41 (42.27)	52 (53.61)	4 (4.12)	97
	Total	120 (43.32)	129 (46.58)	28 (10.10)	277
Porathissery	Agriculture	24 (33.33)	23 (31.94)	25 (34.73)	72
	Industry	0 (0.00)	0 (0.00)	0 (0.00)	0
	Service	30 (42.86)	35 (50.00)	5 (7.14)	70
	Infrastructure	26 (23.85)	59 (54.13)	24 (22.02)	109
	Total	80 (31.87)	117 (46.61)	54 (21.52)	251

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : Derived from the plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

The observations from the above table also corroborates the veracity of the findings made from the macro analysis of the distribution of production sector projects that there is an unequal distribution of plan projects, increasingly in favour of agricultural projects. The total number of industrial sector projects are very few in the sample panchayats. Moreover, Porathissery panchayat had the dubious distinction that, it did not have any industrial projects at all as part of the decentralised planning.

From the above table, it is also evident that the difference between completion and spillover ratios are minimum in the case of agricultural and industrial projects in all the panchayats. Likewise the droppage ratios of both sectors are comparatively higher than that of all the other sectors in all the sample panchayats. It also supports the findings made from the macro analysis done in the above section that production sector projects are characterised by comparatively high droppage ratios.

6.1.5 Evaluation of plan projects based on classification into sub sectors - A Macro view

This part of the analysis throws more light into the structural composition of various sectors and projects. It is capable of providing a better understanding of the working of the decentralised planning system. The list of sub sector projects are given below in chart 6.1. All the sub sectors are regrouped into two wide groups viz individual beneficiary projects and social projects and their corresponding completion, spillover and droppage ratios are worked out. These are illustrated in tables 6.6 and 6.7. The figures 6.3 and 6.4 presents a comparative analysis of the performance of projects.

Chart 6.1 : List of sub-sector plan projects

CODE	AGRICULTURAL SECTOR PROJECTS
A	Tiny and minor individual beneficiary projects related to land and cultivation
B	Tiny and minor individual beneficiary projects related to animal husbandry and poultry
C	Tiny and minor individual beneficiary projects related to fisheries
D	Tiny and minor social projects related to land and cultivations
E	Tiny and minor social projects related to animal husbandry and poultry
F	Tiny and minor social projects related to fisheries
G	Medium and major individual beneficiary projects related to land and cultivation
H	Medium and major individual beneficiary projects related to animal husbandry
I	Medium and major individual beneficiary projects related to fisheries
J	Medium and major social projects related to land and cultivation
K	Medium and major social projects related to animal husbandry and poultry
L	Medium and major social projects related to fisheries
INDUSTRIAL SECTOR PROJECTS	
M	Tiny and minor beneficiary projects belonging to the industrial sector
N	Tiny and minor social projects belonging to the industrial sector
O	Medium and major individual beneficiary projects belonging to the industrial sector
P	Medium and major social projects belonging to the industrial sector
SERVICE SECTOR PROJECTS	
Q	Tiny and minor beneficiary projects belonging to the service sector
R	Tiny and minor social projects belonging to the service sector
S	Medium and major beneficiary projects belonging to service sector
T	Medium and major social projects belonging to the service sector
INFRASTRUCTURE PROJECTS	
U	Tiny and minor beneficiary projects belonging to the infrastructure sector
V	Tiny and minor social projects belonging to the infrastructure sector
W	Medium and major beneficiary projects belonging to the infrastructure sector
X	Medium and major social projects belonging to the infrastructure sector

Table 6.5 : Evaluation of performance of sub sectors in 4 Panchayats (beneficiary projects) - a macro view*

Sub Sectors	Projects			Total
	Completed	Spillover	Dropped	
ABC	47 (43.12)	27 (24.77)	35 (32.11)	109
GHI	17 (38.64)	20 (45.45)	7 (15.91)	44
M	0 (0.00)	1 (100.00)	0 (0.00)	1
O	11 (32.35)	8 (23.53)	15 (44.12)	34
Q	19 (70.37)	7 (25.93)	1 (3.70)	27
S	46 (38.98)	69 (58.47)	3 (2.54)	118
U	2 (50.00)	0 (0.00)	2 (50.00)	4
W	0 (0.00)	0 (0.00)	0 (0.00)	0-
Total	142 (42.14)	132 (39.17)	63 (18.69)	337

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : Derived from the plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

Table 6.6 : Evaluation of performance of sub sectors in 4 Panchayats (social projects) - a macro view*

Sub Sectors	Projects			Total
	Completed	Spillover	Dropped	
DEF	10 (58.82*)	6 (35.29)	1 (5.88)	17
JKL	34 (29.57)	52 (45.22)	29 (25.22)	115
N	3 (100.00)	0 (0.00)	0 (0.00)	3
P	5 (20.83)	14 (58.32)	5 (20.83)	24
R	56 (58.95)	28 (29.47)	11 (11.58)	95
T	25 (38.46)	35 (53.85)	5 (7.69)	65
V	0 (0.00)	0 (0.00)	0 (0.00)	0
X	136 (36.27)	195 (52.00)	44 (11.73)	375
Total	269 (38.76)	330 (47.55)	95 (13.69)	694

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : Derived from the plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

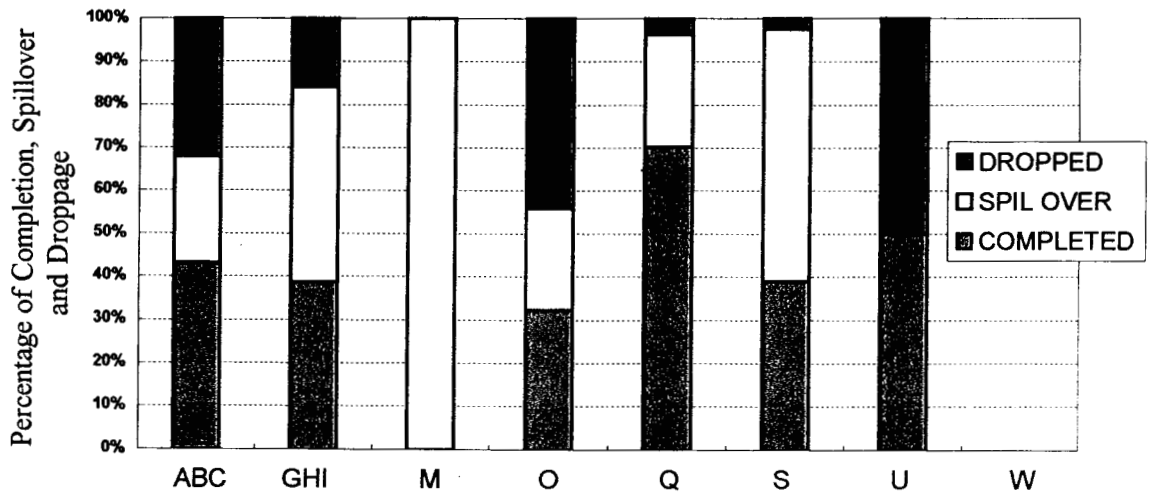


Fig. 6.3. Completion, spillover and droppage ratios of individual beneficiary projects

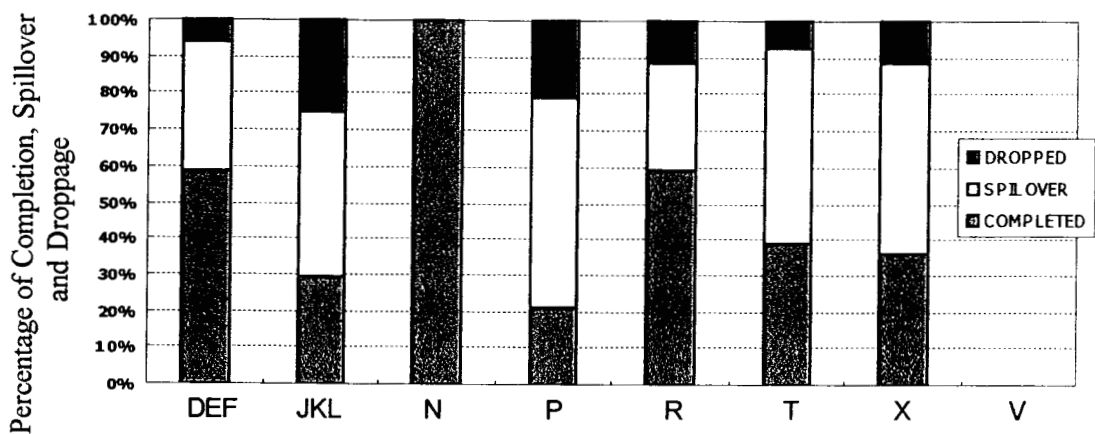


Fig. No. 6.4 : A comparative analysis-Completion, spillover and droppage ratios of social projects

The above chart 6.1, tables 6.5 and 6.6. and figures 6.3 and 6.4. provides a clear picture of the structural composition of plan projects at the macro level. From the table it is obvious that, the total number of social projects out number the total number of beneficiary projects. Moreover it also reveals the fact that completion ratio of beneficiary sector projects are slightly higher than that of the social sector projects. The highest level of completion ratios are marked by Q and R groups belonging to the service sector in the beneficiary and social group projects respectively. At the same time the lowest levels of completion ratios are

marked by O and P group projects belonging to the beneficiary and social projects of the industrial sector.

As shown in the figures 6.3. and 6.4. infrastructural projects belonging to the group X of social projects have the highest percentage of spillover projects followed by the GHI group in the beneficiary group projects belonging to the agricultural sector. Both these groups have projects which carry comparatively higher investments in terms of money and material. The lowest levels of spillover ratios are shown by Q and JKL group projects belonging to the beneficiary and social group projects respectively of service and agricultural sectors.

The highest level of droppage ratios are marked by the industrial sector projects belonging to both beneficiary and social sectors. Hence O and P group projects are haunted by the presence of the largest number of dropped projects. The lowest droppage ratios are witnessed by the N and M group projects belonging to the beneficiary and social group projects respectively of the industrial sector. In fact N group has no spillover projects at all during the four year period. Likewise the table also denotes a comparatively higher spillover ratio of projects in the social sector than that of the beneficiary sector.

Among the beneficiary sector projects the highest concentration of projects is found in the ABC and S groups. It is evident from the table that out of the total 153 projects in ABC + GHI groups belonging to the agricultural sector, 109 (ie 72%) were found in the ABC group. It also shows that the vast majority of individual beneficiary projects in the agricultural sector are dominated by the presence of cheap and popular

projects carrying very low per unit cost. Hence it seems that the concerns of immediate short term gains dominated over the long term economic goals. At the same time the number of projects in W, M and U groups are very less or even nil. Likewise among the social sector projects, the highest number of projects are found in X group followed by JKL; and the lowest numbers are found in V and N groups. It also indicates the lack of integration between plan projects at the spatial, problem and organisational levels. Otherwise this sort of skewed distribution between plan projects could not have happened.

6.1.6 Panchayatwise comparison of performance of sub sectors - a micro view

The true picture of the performance of the plan projects will emerge only from a close examination of them in each panchayat. Each panchayat has its own unique positive and negative factors which are strong enough to guide the local economy into various directions. Hence, the real impact of the same programme in different panchayats may generate different results. This part of the analysis concentrate on this aspect of the performance of plan projects in each panchayat.

Table 6.7 : The completion, spillover and droppage ratios of various sub sector projects in the four panchayats - a micro view*

A. Alur *

Beneficiary Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
ABC	11 (44.00)	5 (20.00)	9 (36.00)	25
GHI	2 (100.00)	0 (0.00)	0 (0.00)	2
M	0 (0.00)	0 (0.00)	0 (0.00)	0
O	7 (43.75)	6 (37.50)	3 (18.75)	16
Q	3 (100.00)	0 (0.00)	0 (0.00)	3
S	18 (75.00)	5 (20.83)	1 (4.17)	24
U	0 (0.00)	0 (0.00)	0 (0.00)	0
W	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	41 (58.57)	16 (22.85)	13 (18.58)	70

Social Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
DEF	1 (100.00)	0 (0.00)	0 (0.00)	1
JKL	21 (37.50)	23 (41.07)	12 (21.43)	56
N	0 (0.00)	0 (0.00)	0 (0.00)	0
P	5 (38.46)	7 (53.85)	1 (7.69)	13
R	15 (51.73)	11 (37.93)	3 (10.34)	29
T	13 (76.47)	4 (23.53)	0 (.00)	17
V	0 (0.00)	0 (0.00)	0 (0.00)	0
X	22 (44.90)	26 (53.06)	1 (2.04)	49
Total	77 (46.66)	71 (43.03)	17 (10.31)	165

B. Melur

Beneficiary Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
ABC	9 (37.50*)	4 (16.67)	11 (45.83)	24
GHI	2 (40.00)	3 (60.00)	0 (0.00)	5
M	0 (0.00)	1 (100.00)	0 (0.00)	1
O	0 (0.00)	1 (25.00)	3 (75.00)	4
Q	4 (66.67)	2 (33.33)	0 (0.00)	6
S	7 (20.59)	27 (79.41)	0 (0.00)	34
U	0 (0.00)	0 (0.00)	0 (0.00)	0
W	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	22 (29.73)	38 (51.35)	14 (18.92)	74

Social Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
DEF	1 (33.33)	2 (66.67)	0 (0.00)	3
JKL	2 (11.76)	10 (58.82)	5 (29.42)	17
N	0 (0.00)	0 (0.00)	0 (0.00)	0
P	0 (0.00)	4 (57.14)	3 (42.86)	7
R	13 (59.09)	5 (22.73)	4 (18.18)	22
T	6 (28.57)	12 (57.14)	3 (14.29)	21
V	0 (0.00)	0 (0.00)	0 (0.00)	0
X	49 (39.52)	58 (46.77)	17 (13.71)	124
Total	71 (36.60)	91 (46.91)	32 (16.49)	194

C. Nattika

Beneficiary Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
ABC	19 (45.24*)	17 (40.48)	6 (14.29)	42
GHI	11 (40.74)	14 (51.85)	2 (7.41)	27
M	0 (0.00)	0 (0.00)	0 (0.00)	0
O	4 (28.57)	1 (7.14)	9 (64.29)	14
Q	6 (54.55)	4 (36.36)	1 (9.09)	11
S	8 (30.77)	17 (65.38)	1 (3.85)	26
U	2 (50.00)	0 (0.00)	2 (50.00)	4
W	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	50 (40.32)	53 (42.74)	21 (16.94)	124

Social Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
DEF	1 (50.00)	1 (50.00)	0 (0.00)	2
JKL	4 (44.44)	3 (33.33)	2 (22.23)	9
N	3 (100.00)	0 (0.00)	0 (0.00)	3
P	0 (0.00)	3 (75.00)	1 (25.00)	4
R	22 (64.71)	10 (29.41)	2 (5.88)	34
T	1 (12.50)	7 (87.50)	0 (0.00)	8
U	0 (0.00)	0 (0.00)	0 (0.00)	0
X	39 (41.94)	52 (55.91)	2 (2.15)	93
Total	70 (45.75)	76 (49.67)	7 (4.58)	153

D. Porathissery

Beneficiary Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
ABC	8 (44.44*)	1 (5.56)	9 (50.00)	18
GHI	2 (20.00)	3 (30.00)	5 (50.00)	10
M	0 (0.00)	0 (0.00)	0 (0.00)	0
O	0 (0.00)	0 (0.00)	0 (0.00)	0
Q	6 (85.71)	1 (14.29)	0 (0.00)	7
S	13 (38.24)	20 (58.82)	1 (2.94)	34
U	0 (0.00)	0 (0.00)	0 (0.00)	0
W	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	29 (42.03)	25 (36.23)	15 (21.74)	69

Social Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
DEF	7 (63.64)	3 (27.27)	1 (9.09)	11
JKL	7 (21.21)	16 (48.48)	10 (30.30)	33
N	0 (0.00)	0 (0.00)	0 (0.00)	0
P	0 (0.00)	0 (0.00)	0 (0.00)	0
R	6 (60.00)	2 (20.00)	2 (20.00)	10
T	5 (26.32)	12 (63.16)	2 (10.53)	19
V	0 (0.00)	0 (0.00)	0 (0.00)	0
X	26 (23.85)	59 (54.13)	24 (22.02)	109
Total	51 (28.02)	92 (50.55)	39 (21.43)	182

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : Derived from the plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

The above table no. 6.7 illustrates the completion, spillover and droppage ratios of various plan projects belonging to the various groups in the four panchayats. A comparative analysis of the completion, spillover and droppage ratios and performance of each panchayat in the implementation of plan projects bring out more details about the operational aspects of the new system of planning.

From the above table it is evident that micro level analysis also support the findings of macro level analysis that the total number of social projects are greater than that of the beneficiary sector in all the sample panchayats. But the comparative analysis of inter group completion ratios reveals that in Alur and Porathissery panchayats, the completion ratios of beneficiary projects are slightly higher than that of the social sector; and the reverse result is found in Melur and Nattika panchayats.

The micro level analysis also support the findings of the macro level analysis that, social sector projects are characterised by higher levels of spillover ratios than that of the beneficiary group projects. Another observation derived from the above table is that, even though droppage ratios are comparatively low in both groups of projects, it is higher in the case of beneficiary projects. The comparative analysis of the performance of sub sectors of the production, service and infrastructure sectors also corroborates the findings obtained from the macro level exercise done earlier. The completion ratio of service sector projects belonging to Q, S, T and R groups have shown comparatively better performance in all the panchayats. At the same time all the panchayats have higher levels of spillover ratios among infrastructural projects belonging to the X group. Again droppage ratios are very high for the

industrial sector projects belonging to M, O, N and P groups everywhere.

The tables also show the lack of integration between projects. In Porathissery panchayat no project could be found as belonging to industrial sector. Likewise infrastructural projects belonging to V and W could not be seen in any of the sample panchayats. In short both vertical and horizontal integration of projects could not be seen in any of the four panchayats.

6.1.7 Further sub division of agricultural projects into its constituent groups in the four panchayats - a macro view

Although the analysis based on subsectoral grouping of agricultural projects in to ABC, GHI, DEF and JKL groups, provide some general details, the exact picture is not yet revealed fully. Hence in this part of the analysis, each constituent group of the various sub groups is studied in detail.

Table 6.8: Sub division of agricultural projects and their completion, spillover and droppage ratios - a macro view*

A. Beneficiary Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
A	20 (39.22*)	15 (29.41)	16 (31.37)	51
B	24 (53.33)	9 (20.00)	12 (26.67)	45
C	3 (23.08)	3 (23.08)	7 (53.85)	13
G	10 (33.33)	13 (43.33)	7 (23.33)	30
H	6 (50.00)	6 (50.00)	0 (0.00)	12
I	1 (50.00)	1 (50.00)	0 (0.00)	0
B. Social Projects				
D	9 (64.29)	4 (28.57)	1 (7.14)	14
E	1 (33.33)	2 (66.67)	0 (0.00)	3
F	0 (0.00)	0 (0.00)	0 (0.00)	0
J	34 (29.57)	52 (45.22)	29 (25.22)	115
K	0 (0.00)	0 (0.00)	0 (0.00)	0
L	0 (0.00)	0 (0.00)	0 (0.00)	0

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : Derived from the plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

From the above table it is clear that, there is a heavy concentration of projects in the A group. In other words, small and tiny agricultural projects played a predominant role in the plan projects of the panchayats. The A group is followed by B and G groups among the individual beneficiary projects belonging to the agricultural sector. Likewise in the social projects group, a heavy concentration is found in the J group. Another notable feature is the absence of F and L group projects in all

the panchayats. Certain groups of projects are completely ignored by the panchayats. The above table also shows that, completion ratios are poor in the case of J, G, C and E group projects. In the case of all other groups it is comparatively better.

Comparatively higher spillover ratios are found among projects belonging to E, J, H and I groups. All other groups are behind these groups regarding the spillover ratio.

The droppage ratio is very high in the C group projects. The fisheries sector had so many ambitious projects. But many of them could not be materialised. Moreover, the above table also shows the lack of integration between production sector projects either horizontally or vertically. The skewed distribution of projects between various sectors also supports this factor.

6.1.8 Panchayatwise comparison of the projects belonging to agricultural sector - a micro view

This exercise is sufficient enough to reveal the real picture of the allocation and distribution of the agricultural projects in each panchayat. It also shows clearly the priorities assigned by each panchayat for different types of agricultural projects. They can either resort to a large number of very short term projects with no real long term impacts, or invest in limited number of highly productive and long term projects which may add to the long term productive capacity of the rural agricultural sector. In this case while the former is very easy and popular, the latter is not so. The following table 6.9 illustrate the trends in different panchayats.

Table 6.9 Panchayatwise comparison of the performance of projects in each group of agricultural projects -a micro view*

A. Alur

Individual beneficiary projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
A	6 (40.00*)	3 (20.00)	6 (40.00)	15
B	5 (55.56)	2 (22.22)	2 (22.22)	9
C	0 (0.00)	0 (0.00)	1 (100.00)	1
G	2 (100.00)	0 (0.00)	0 (0.00)	2
H	0 (0.00)	0 (0.00)	0 (0.00)	0
I	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	13 (48.14)	5 (18.53)	9 (33.33)	27

Social Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
D	1 (50.00)	0 (0.00)	1 (50.00)	2
F	0 (0.00)	0 (0.00)	0 (0.00)	0
J	21 (37.50)	23 (41.07)	12 (23.53)	56
K	0 (0.00)	0 (0.00)	0 (0.00)	0
L	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	22 (37.93)	23 (39.66)	13 (22.41)	58

B. Melur

Individual beneficiary projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
A	4 (33.33*)	2 (16.67)	6 (50.00)	12
B	5 (62.50)	2 (25.00)	1 (12.50)	8
C	0 (0.00)	0 (0.00)	4 (100.00)	4
G	2 (40.00)	3 (60.00)	0 (0.00)	5
H	0 (0.00)	0 (0.00)	0 (0.00)	0
I	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	11 (37.93)	7 (24.14)	11 (37.93)	29

Social Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
D	1 (50.00)	1 (50.00)	0 (0.00)	2
E	0 (0.00)	0 (0.00)	1 (100.00)	1
F	0 (0.00)	0 (0.00)	0 (0.00)	0
J	2 (11.76)	10 (58.82)	5 (29.41)	17
K	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	3 (15.00)	11 (60.00)	6 (25.00)	20

(Contd...)

C. Nattika

Individual beneficiary projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
A	8 (38.10*)	9 (42.86)	4 (19.05)	21
B	8 (61.54)	5 (38.46)	0 (0.00)	13
C	3 (37.50)	3 (37.50)	2 (25.00)	8
G	4 (30.77)	7 (53.85)	2 (15.38)	13
H	6 (50.00)	6 (50.00)	0 (0.00)	12
I	1 (50.00)	1 (50.00)	0 (0.00)	2
Total	30 (43.48)	31 (44.93)	8 (11.59)	69

Social Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
D	1 (100.00)	0 (0.00)	0 (0.00)	1
E	0 (0.00)	1 (100.00)	0 (0.00)	1
F	0 (0.00)	0 (0.00)	0 (0.00)	0
J	4 (44.44)	3 (33.33)	2 (22.22)	9
K	0 (0.00)	0 (0.00)	0 (0.00)	0
L	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	5 (45.45)	4 (36.36)	2 (18.18)	11

C. Porathissery

Individual beneficiary projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
A	2 (66.67*)	1 (33.33)	0 (0.00)	3
B	6 (40.00)	0 (0.00)	9 (60.00)	15
C	0 (0.00)	0 (0.00)	0 (0.00)	0
G	2 (20.00)	3 (30.00)	5 (50.00)	10
H	0 (0.00)	0 (0.00)	0 (0.00)	0
I	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	10 (35.71)	4 (14.29)	14 (50.00)	28

Social Projects

Sector	Projects			Total
	Completed	Spillover	Dropped	
D	6 (60.00)	3 (30.00)	1 (10.00)	10
E	1 (100.00)	0 (0.00)	0 (0.00)	1
F	0 (0.00)	0 (0.00)	0 (0.00)	0
J	7 (21.21)	16 (48.48)	10 (30.30)	33
K	0 (0.00)	0 (0.00)	0 (0.00)	0
L	0 (0.00)	0 (0.00)	0 (0.00)	0
Total	14 (33.33)	19 (43.94)	11 (22.73)	44

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : Derived from the plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

The above table 6.9 also illustrates very clearly the lack of integration between projects in the production sector. Especially in the JKL group, no project could be found as belong into K and L groups. Likewise DEF group also has more or less the same experience. In the case of E and F groups no project could be found in F group and only a very few could be noticed in the E group. Integration of projects within each sector (horizontal integration), or between sectors (vertical integration) could not be seen in any of the sample panchayats. As noted earlier in chapter 4 (4.6), all the panchayats have prepared entirely different projects without any integration between each other at the spatial, problem or organisational levels.

In the case of A and E group projects, Porathissery panchayat could realise the highest level of completion ratio. Regarding the completion ratio of B group projects, Melur panchayat occupies the prime place.

Higher levels of completion ratios could be obtained by Alur panchayat in the case of G and D group projects. Nattika panchayat could realise the highest level of completion ratios in the case of C, I, H, D and J group projects. Likewise the lowest completion ratios in the case of A, D and J groups are found in Melur. In the case of B and G group projects completion ratios are lowest in Porathissery.

Regarding A, B, C, H and I group projects highest spill over ratios are found in Nattika panchayat. Very high levels of spill over ratios among G, D, E, F and J group projects are found in Melur panchayat. In the case of A group projects, Melur panchayat have marked the lowest level of spill over ratios. Regarding B, G, H and D group projects Alur panchayat have marked very low levels of spill over ratios. In the case of

J group projects, Nattika have the lowest level of spillover ratio. Very high droppage ratios in the case of A, C, and J group projects are found in Melur panchayat. Regarding B, G, D and J groups higher levels of droppage ratios are marked by Porathissery panchayat. Likewise very low levels of droppage ratios in the case of A group projects are seen in Porathissery panchayat. Nattika panchayat has the lowest level of droppage ratio regarding B, C and J group projects.

Part II

6.2. Evaluation of the performance of social group projects

This part presents an indepth analysis of the reasons for spillover and droppage of each and every social project undertaken by the four panchayats under the study, for the four year period between 1st April 1997 to 31st March 2001. The data has been collected from the personal discussions with panchayat officials, implementing officers, conveners of beneficiary committees, conveners of panchayat level planning committees and such other people. A list of causal factors responsible for spillover and droppage of plan projects are presented in the following charts 6.2 and 6.3 respectively. More over the impact of each and every causal factor in deciding the fate of the projects are also shown in the tables 6.10 and 6.11 respectively. The comparative presentation of the various reasons responsible for the spillover and droppage of plan projects are given in figures 6.5 and 6.6 respectively. The total number of completed, spilled over and dropped social projects are given in table A.6.1 in the appendix. Likewise the causal factors responsible for spillover and droppage of responsible for social projects are presented in tables A.6.2 and A.6.3 respectively in the appendix.

Chart No. 6.2

Reasons for spillover of social projects

1.	Delay in getting finance	DF
2.	Inefficient Beneficiary Committees	BC
3.	Lack of Raw Materials	RM
4.	Boundary Disputes	BD
5.	Delays in the Electricity Board	EB
6.	Delays in the Water Authority	WA
7.	Delays in Raidco	RD
8.	Seasonal Changes	SN
9.	Delays in Valuation	VL
10.	Delay in starting the project	DS
11.	Non availability of Land	NL
12.	Ignorance	IG
13.	Other Reasons	OT
14.	Poor Management	PM
15.	Lack of Interest at the panchayat level	LP
16.	Non availability of Building	NB
17.	Lack of Machinery	LM

Chart No. 6.3

Reasons for droppage of social projects

1.	Lack of finance	LF
2.	Inefficient Beneficiary Committees	BC
3.	Boundary Disputes	BD
4.	Delays in the Electricity Board	EB
5.	Delays in the Water Authority	WA
6.	Non availability of Land	NL
7.	Inter Panchayat Disputes	IPD
8.	Technical Sanction	TS
9.	Political Disputes	PD
10.	Unviable Project	UV
11.	Government Sanction	GS
12.	Ignorance	IG
13.	Other Reasons	OT
14.	Poor Management	PM

The following table illustrates clearly the number of projects affected by one or another type of the reasons listed above.

TABLE 6-10
ANALYSIS OF THE REASONS FOR SPILLOVER OF SOCIAL PROJECTS*

	DF	BC	RM	BD	EB	WA	RD	SN	VL	DS	NL	IG	OT	PM	LP	NB	LM	TOTAL
D	1	2	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	4
E		1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	2
F	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
J	14	14	0	0	0	0	0	16	0	7	0	0	1	0	0	0	0	52
P	0	4	0	0	0	0	0	0	2	2	1	0	0	2	1	2	0	14
R	12	6	0	0	0	0	0	0	0	8	0	0	2	0	0	0	0	28
T	7	10	0	0	0	1	0	0	0	7	0	3	7	0	0	0	0	35
X	43	58	2	3	12	7	0	21	4	11	3	0	0	0	0	0	31	195
Total	77	95	2	4	12	8	1	37	6	35	4	3	10	2	1	2	31	330
Percentage	(23.33*)	(28.78)	(0.60)	(1.2)	(3.63)	(2.42)	(0.30)	(11.21)	(1.8)	(10.60)	(1.21)	(0.90)	(3.03)	(0.60)	(0.30)	(0.60)	(9.39)	

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : 1. Plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

2. Survey results 2001

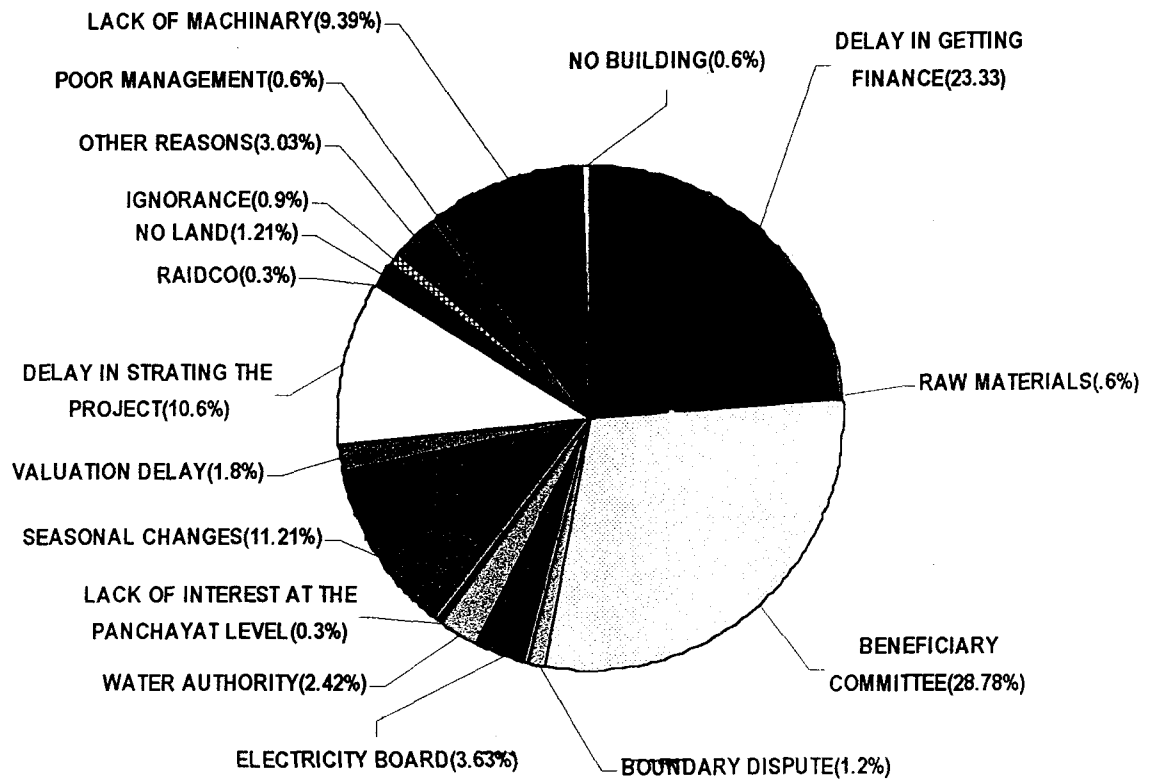


Figure 6.5 Reasons for the spillover of social projects

The above table 6.10 and fig.6.5 depicts clearly all the important casual factors responsible for the spill over of plan projects. Hence, regarding the social projects, the inefficiency of beneficiary committees and lack of finance are the most important factors responsible for the spill over for plan projects.

The following table 6.11 and fig. 6.6 illustrates the main factors responsible for droppage of plan projects.

TABLE 6-11
ANALYSIS OF REASONS FOR THE DROPPAGE OF SOCIAL PROJECTS*

	LF	BC	BD	EB	WA	IPD	TS	PD	NL	UV	GS	IG	PM	OT	TOTAL
D	0	0	0	0	0	0	0	0	0	1	0	0	0	0	1
E	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
F	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
J	6	0	3	0	0	0	0	0	0	19	0	0	0	1	29
P	0	2	0	0	0	0	0	0	2	0	0	0	1	0	5
R	2	0	0	0	0	0	0	0	2	5	1	0	0	1	11
T	0	0	0	0	0	1	0	0	0	2	0	2	0	0	5
X	15	1	0	5	1	0	1	1	4	16	0	0	0	0	44
Total	23	3	3	5	1	1	1	1	8	43	1	2	1	2	95
Percentage	24.21	3.15	3.15	5.26	1.05	1.05	1.05	1.05	8.42	45.26	1.05	2.10	1.05	2.10	100

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses are the corresponding percentages

Source : 1. Plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

2. Survey results 2001

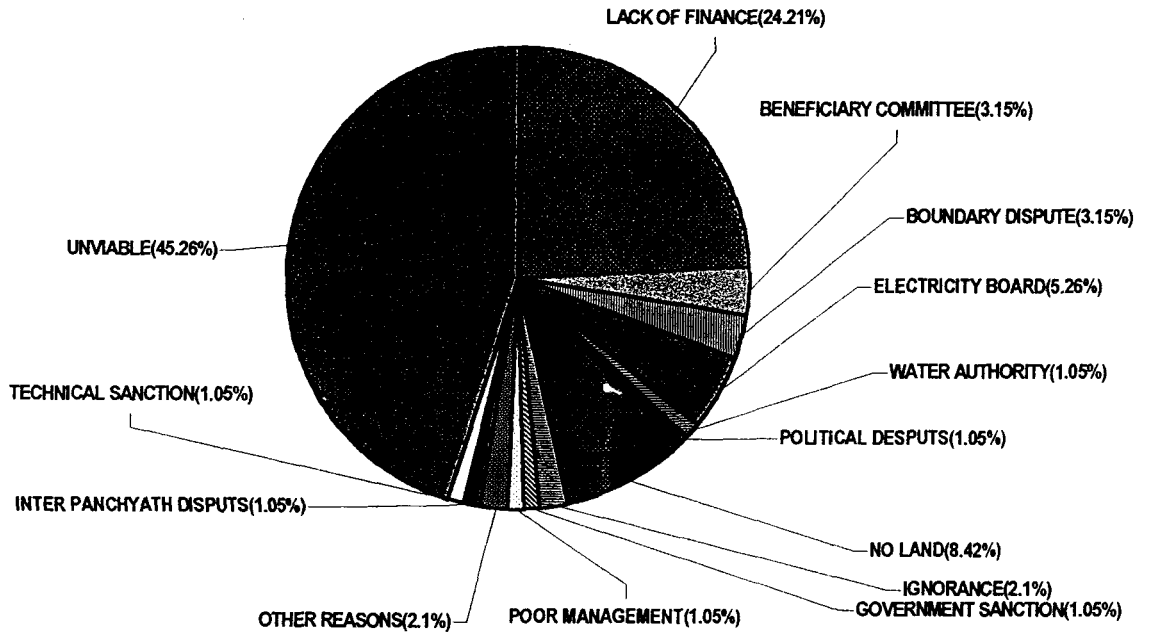


Figure No. 6.6 Reasons for the droppage of social projects

As shown in the above table and figure, in the case of social projects the most important causal factors for the droppage are the long list of unviable projects and delays in getting finance.

6.2.1 Analysis of the reasons responsible for the spillover and droppage of social projects

A detailed analysis of the reasons responsible for the spillover and droppage of social projects which are undertaken by the sample panchayats is presented below. The details are given in the tables A.6.1, A.6.2 and A.6.3. presented in the appendix.

6.2.2. D group projects - tiny and minor social projects related to land and cultivations

The D group is comprised of tiny projects having different completion, spillover and droppage ratios. The completion ratio is fairly

good and the droppage ratio is very low. In general the performance of D group projects is comparatively better.

The various factors responsible for spillover of D groups projects are lack of finance or delay in getting finance, inefficiency of beneficiary committees, delays from the RAIDCO (Regional Agro Industrial Development Co-operative), lack of cooperation from the farmers and other such factors. In this group one project had to be dropped, mainly because, it was found unviable.

6.2.3. E group - tiny and minor projects related to animal husbandry and poultry

Only three projects could be found in all the four panchayaths as belonging to the E group. But here, the spill over ratio is higher than the completion ratio. At the same time droppage ratio is nil in this group.

The main reasons for the spill over ratio are, inefficiency of beneficiary committees, boundary disputes, and dispute between the revenue authorities and the panchayat over the boundary and ownership of the land, and the laxity of the panchayat committee.

6.2.4. J group projects - medium and major projects related to land and cultivation

This group is comprised of 115 projects and the spill over ratio is higher than completion and droppage ratios.

As shown in the tables 6.10 and 6.11 the main reasons responsible

for the poor performance of J group projects are, lack of finance, or delay in getting finance, inefficiency of the beneficiary committees, boundary disputes between people and other such factors. In the JKL group, no project could be found as belonging to K and L groups.

6.2.5. N group projects - tiny and minor projects related to the industrial sector

This group of projects were found only in Nattika panchayat. They could successfully complete, three marketing festivals for the promotion of sale of products, produced by the small scale and cottage industries and handicrafts. Many people could reap the benefits of such festivals.

6.2.6. P group projects - medium and major industrial projects

Evaluation of projects in this group explains the fate of industrial sector ventures in the rural areas. Here again, the spill over ratio is greater than completion and droppage ratios. This is a unique characteristic of the industrial sector projects belonging to the social sector in the three panchayats.

As shown in the above tables, the collective interaction of various factors together are responsible for the pathetic predicament of P group projects. They are mainly, the inefficiency of the beneficiary committees, problems of marketing, poor management, late beginning, delays in getting the valuation certificate of land from the revenue authorities and such other factors.

6.2.7. R group projects - tiny and minor projects in the service sector

Unlike the other projects, comparatively higher success ratios or completion ratios are shown by the R group projects. Droppage ratio is very low in this group and spill over ratio is around 30%. But the failure to obtain 100% success ratio is certainly a failure on the part of panchayats.

The main reasons for the spill over and droppage ratios are centered around, the lack of finance inefficiency of beneficiary committees, delays or objections from the government, unviable projects, poor management, seasonal changes, non availability of land and such other factors.

6.2.8. T group projects - Medium and major projects in the service sector

This group of projects are characterised by relatively higher levels of spill over ratios. The completion ratio is far behind the spill over ratio. Another notable feature of the group is the relatively very low level of droppage ratio.

The most important factors, which caused the poor performance of T group projects are, the lack of finance, inefficiency of the beneficiary committee, delays from the Kerala State Water Authority, ignorance of the people, seasonal changes, unviable nature of the project and others.

6.2.9. Evaluation of X group projects - Medium and major infrastructure projects

The largest number of projects are found in this group. It is evident from the above analysis that, even after the proclaimed emphasis of production sector projects, the importance and number of infrastructural projects are still very high in all the panchayats. This is not the result of any deliberate or malicious designs from the part of the panchayat authorities. It is only a natural outcome of the various types of deliberations made by the authorities to satisfy various groups of people.

Another notable feature of X group projects is the comparatively higher level of spill over ratios over the completion ratio. At the same time droppage ratios are very low in this group.

As noted in the above tables 6.10 and 6.11 various factors are responsible for the poor performance of the X group projects. The main factors are, lack of finance, inefficient beneficiary committees, seasonal changes, non availability of land, lack of machinery (Rollers etc), unviable nature of the project, delays in getting the valuation certificate of land from the Revenue Authorities, and such other factors. Here, especially in the case of road works, the limited number of rollers and machinery used for tarring purposes, had created a lot of delays for many panchayats in the successful completion of projects.

In the last year the study period, ie 2000-2001, many projects were found in a miserable condition due to lack of fund. The first three years from 1997 to 2000 were the happiest days of peoples planning in the four panchayats. Money was not at all a big problem then. But, the fourth

year of the people's plan provided sleepless nights to panchayat authorities and convenors of various beneficiary committees. Lack of finance became a very serious problem. The state government was hard hit by very severe financial crisis. Treasury ban became a daily news. Convenors of beneficiary committees had to return from treasuries, empty handed. The encashment of government cheques became a nightmare to the people. Thus the people's plan projects began to suffer seriously due to the lack of the finance.

To conclude, the analysis of the performance of plan projects shows that the success ratio is not upto the desired levels. The completion ratio is less than the spill over ratio as corroborated by the macro and micro level analyses of plan. The study could also identify the comparatively insignificant share of the industrial projects in the process of decentralised planning of the panchayats. Another point is the serious lack of integration between various agricultural and industrial projects. That is both the horizontal and vertical integration of plan projects are absent. The study could identify the following factors as responsible for the comparatively higher spill over and droppage ratios of plan projects viz, the lack of finance, inefficient beneficiary committees, unviable projects, delay in the execution of deposit works by Kerala State Electricity Board and Kerala Water Authority, lack of machinery and raw materials, various types of disputes, non availability of land and buildings, seasonal changes, ignorance, marketing problems, competition and such their factors. Hence, the above analysis support the hypothesis that decentralised planning could not achieve the desired success owing to high proportion of spillover and dropped projects as a result of inefficient beneficiary committees, delays in getting finance, unviable projects, delays in the execution of deposit works, seasonal changes and land related disputes.

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INDIVIDUAL BENEFICIARY PROJECTS- AN EVALUATION

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A study of Thrissur district ” Thesis. Department of Economics , Dr. John
Mathai Centre, University of Calicut, 2002

Chapter VII

INDIVIDUAL BENEFICIARY PROJECTS - AN EVALUATION

An attempt is made here to evaluate the impacts of various beneficiary projects formulated and implemented by various panchayats, on the individual beneficiaries. Since the total number of beneficiary projects implemented and the beneficiaries are so large, it is practically impossible to meet each and every beneficiary and record his/her impressions about the project. Hence, depending on the relative importance of each project, samples are collected at random from all the projects implemented by the four panchayats from 1st April 1997 to 31st March 2001. This study is based on responses of 1380 beneficiaries of 47 projects from all the four sample panchayats for the period ranging from 1997 to 2001.

7.1. Analysis of the Survey Results

The survey results are analysed here on the basis of the methodology and theoretical framework described in the second chapter of the present study. Accordingly the following five indicators are used to measure the impact of various beneficiary projects on the sample beneficiaries; viz, (a) improvement ratio, (b) asset retention ratio, (c) completion ratio, (d) spillover ratio and (e) droppage ratio. Improvement ratio is defined as the percentage of sample beneficiaries of a project who have reported improvement to the total number of sample beneficiaries. Improvement may mean an increase in output, money income, quality of life, education, training, comfortable living and employment opportunities etc. Asset retention ratio is defined as the percentage of sample beneficiaries of a project who have reported retention of the asset distributed them, to the total number of sample beneficiaries. Completion ratio refers to the percentage of sample beneficiaries of a project who have reported

completion of the projects to the total number of sample beneficiaries during the plan period. Spillover ratio is defined as the percentage of sample beneficiaries of a project who have reported the spillover of their projects to the total number of sample beneficiaries during the plan period. It shows the percentage of incomplete sample projects to the total samples. Droppage ratio is defined as the percentage of sample beneficiaries of a project who have reported droppage of the projects to the total number of sample beneficiaries during the plan period.

7.1.1. Classification of beneficiaries

Beneficiaries are classified into three main groups as those who have availed various projects related to production, service and infrastructure sectors. At the initial stages of analysis, for the sake of clarity and objectivity only two ratios are used, viz improvement and asset retention ratios. The other criterion viz; completion, spillover and droppage ratios are used only at the last stage of the analysis where each and every beneficiary project is studied and analysed separately.

7.1.2. Improvement and Asset Retention ratio - a macro view

The improvement and asset retention ratios of the beneficiaries of various plan projects in the three sectors based on the survey are presented in the following tables 7.1 and 7.2 and its graphical presentation is done in the following figures 7.1 and 7.2.

Table 7.1 : Improvement ratios of beneficiaries who have availed various beneficiary projects - a macro view*

<i>Sector</i>	<i>Improvement Ratio</i>		
	<i>Improved</i>	<i>Not Improved</i>	<i>Total</i>
Production Sector	624 (94.26)	38 (5.74)	662
Service Sector	674 (97.40)	18 (2.60)	692
Infrastrcture Sector	26 (100.00)	00 (0.00)	26
Grand Total	1324 (95.94)	56 (4.06)	1380

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

Table 7.2 : Asset retention ratios of beneficiaries who have availed various beneficiary projects - a macro view*

<i>Sector</i>	<i>Asset Retention Ratio</i>				
	<i>Measurable</i>			<i>Non measurable</i>	
	<i>Retained</i>	<i>Not Retained</i>	<i>Total</i>	<i>Total</i>	<i>Grand Total</i>
Production Sector	222 (57.81)	162 (42.19)	384	278 (41.99)	662
Service Sector	669 (96.68)	23 (3.32)	692	0.00 (0.00)	692
Infrastrcture Sector	2 (7.69)	24 (92.31)	26	0.00 (0.00)	26
Grand Total	893 (81.03)	209 (18.97)	1102	278 (20.14)	1380

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

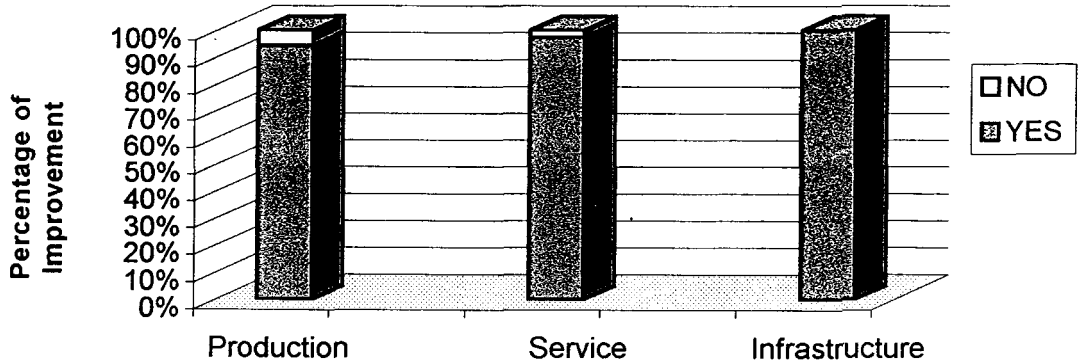


Figure 7.1 : Improvement Ratios of various beneficiary projects

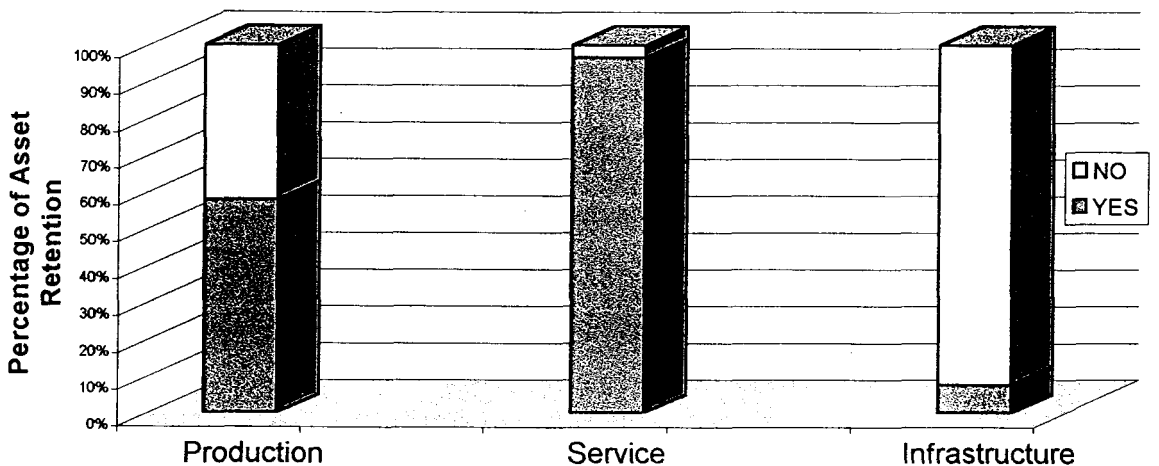


Figure 7.2 : Asset Retention Ratios of various beneficiary projects

From the above tables and figures it is evident that, improvement ratio is very high in all the sectors. But the asset retention ratio show wide variations between production, service and infrastructure sectors. It is very high in the service sector and practically nil in the infrastructure sector. In the infrastructure sector, the improvement and asset retention ratios are diametrically opposite. This is mainly because of the type of the asset distributed by the panchayats to the beneficiaries.

The production sector is composed of both agricultural and industrial projects. In the agricultural sector, there are many projects whose real impacts are very difficult to measure quantitatively. For example, geo-fertilisers, repair of ponds, spraying of insecticides, anti-rabbies vaccination etc. As their asset retention ratios are impossible to calculate quantitatively, they are put into the group of Non-Measurables (NM). Hence the asset retention ratio of all the sample projects in the production sector is calculated after deducting the number of Non-Measurables (NM) from the grand total of agricultural projects.

7.1.3. Classification of beneficiaries of production sector projects

Here, the beneficiaries of production sector are divided into two groups as those who have availed agricultural and industrial projects respectively. This classification further throws light into the structural composition of plan projects in the rural production sector. How far the decentralisation process has helped in the promotion of agricultural and industrial sectors, is evident from this sort of analysis. The details obtained from the survey are presented in the following tables 7.3 and 7.4.

Table 7.3 : Improvement ratios of beneficiaries who have availed various projects belonging to agricultural and industrial sectors- a macro view*

<i>Sector</i>	<i>Improvement Ratio</i>		
	<i>Improved</i>	<i>Not Improved</i>	<i>Total</i>
Agricultural Sector	614 (94.90)	33 (5.10)	647
Industrial Sector	10 (66.67)	5 (33.33)	15
Grand Total	624 (94.26)	38 (5.74)	662

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

Table 7.4 : Asset retention ratios of beneficiaries who have availed various projects belonging to agricultural and industrial sectors- a macro view*

<i>Sector</i>	<i>Asset Retention Ratio</i>				
	<i>Measurable</i>			<i>Non measurable</i>	
	<i>Retained</i>	<i>Not Retained</i>	<i>Total</i>	<i>Total</i>	<i>Grand Total</i>
Agricultural Sector	211 (57.18*)	158 (42.82)	369	278 (42.97)	647
Industrial Sector	11 (73.33)	4 (26.67)	15	0 (0.00)	15
Grand Total	222 (57.81)	162 (42.19)	384	278 (41.99)	662

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

The above tables 7.3 and 7.4 shows clearly that the production sector is dominated by agricultural projects while the industrial sector had to satisfy with only a humble pie. Majority of people ie. 94.89% of the sample beneficiaries opined that, various types of agricultural projects implemented by the panchayats had contributed to an improvement in their living conditions. In the industrial sector as well beneficiaries have the same opinion. But the asset retention ratio is rather high in the industrial sector and comparatively low in the agricultural sector. The tiny and minor projects, composed of very short term items, had contributed much to the problem of very low levels of asset retention. Not only that the table throws light into one of the important lags in the decentralised planning, ie the lag of proper integration between agricultural and industrial projects.

The table also shows the fact that, decentralised planning failed miserably to promote industrial sector. Faster industrialisation, especially agro based industries are essential for the balanced development of the rural areas. The co-existence of agricultural sector and agro based industrial units is a pre-condition for the realisation of one of the important goals of decentralised planning process, ie a well integrated production sector capable of promoting the development of a self sufficient rural economy. But industrial sector projects got only lesser importance compared to agricultural sector projects.

The survey revealed many reasons for this imbalance. Agricultural sector is the traditional sector, and it has become a way of life for the majority of rural people. They engage in cultivation as a way of life . Their farming activities are not motivated by market signals of profits and losses. As the average size of land holdings of majority of farmers is less than 1 acre their share of marketable surplus is also limited. The

lack of exposure of the rural people to the industrial sector is another reason. The downward rigidity, the ardent desire to remain in traditional agricultural sector, and the total lack of experience in the industrial sector, are the important factors which prevent them from entering into an entirely new area of activity. Another reason is that, people are highly reluctant to take up risk and risky ventures. They are not at all motivated to undertake new and challenging projects. As the panchayat committee is composed of members from all the different parts of the panchayat, the elected representatives had to cater to the needs of their voters. Political priorities and considerations most often override economic necessities and realities. They always prefer those projects which can be given to a large number of people than, to a few serious and costly projects. For example, tiny agricultural projects like, distribution of hen, goat, etc are the most preferred projects while the establishment of an industrial estate or few industrial units which carry comparatively heavy initial investment, are the least preferred projects. Here the long term economic goals of development are sacrificed for the short term political gains of the elected representatives.

7.1.4. Panchayatwise comparison of sectoral performance - micro view

As the relative importance assigned to industrial sector projects is rather less or marginal, the classification of projects into the three broad lines of production, service and infrastructure sectors as done above is avoided in this stage. Hence this part of the analysis begins with the classification of projects into four categories viz agricultural, industrial, service and infrastructure sector projects. The panchayat wise analysis of such projects shown in table 7.5 and 7.6 is useful to get an idea about the various types of developmental efforts undertaken, as part of peoples planning in various panchayats.

Table 7.5 : Panchayatwise classification of beneficiaries who have availed various beneficiary projects and the improvement ratios - a micro view*

<i>Sector</i>	<i>Improvement Ratio</i>		<i>Total</i>
	<i>Improved</i>	<i>Not Improved</i>	
ALUR			
Agriculture	122 (96.06)	5 (3.94)	127
Industry	4 (44.44)	5 (55.56)	9
Service	252 (96.18)	10 (3.82)	262
Infrastructure	000 (0.00)	00 (0.00)	000
Grand Total	378 (94.97)	20 (5.03)	398
MELUR			
Agriculture	140 (93.33)	10 (6.67)	150
Industry	1 (100.00)	0 (0.00)	1
Service	122 (93.85)	8 (6.15)	130
Infrastructure	000 (0.00)	0 (0.00)	000
Grand Total	263 (93.59)	18 (6.41)	281
NATTIKA			
Agriculture	273 (100.00)	0 (0.00)	273
Industry	5 (100.00)	0 (0.00)	5
Service	92 (100.00)	0 (0.00)	92
Infrastructure	26 (100.00)	0 (0.00)	26
Grand Total	396 (100)	0 (0.00)	396
PORATHISSERY			
Agriculture	79 (81.44)	18 (18.56)	97
Industry	00 (0.00)	00 (0.00)	00
Service	208 (100.00)	00 (0.00)	208
Infrastructure	00 (0.00)	00 (0.00)	000
Grand Total	287 (94.10)	18 (5.90)	305

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

Table 7.6 : Panchayatwise classification of beneficiaries who have availed various beneficiary projects and the asset retention ratios - a micro view*

<i>Sector</i>	<i>Asset Retention Ratio</i>					<i>Grand Total</i>
	<i>Measurable</i>			<i>Non measurable</i>		
	<i>Retained</i>	<i>Not Retained</i>	<i>Total</i>	<i>Total</i>		
ALUR						
Agriculture	34 (61.82)	21 (38.18)	55	72 (56.69)		127
Industry	8 (88.89)	1 (11.11)	9	00 (0.00)		9
Service	247 (94.27)	15 (5.73)	262	00 (0.00)		262
Infrastructure	00 (0.00)	00 (0.00)	0	00 (0.00)		00
Grand Total	289 (88.65)	37 (11.35)	326	72 (18.09)		398
MELUR						
Agriculture	35 (43.75)	45 (56.25)	80	70 (46.67)		150
Industry	1 (100.00)	0 (0.00)	1	00 (0.00)		1
Service	122 (93.85)	8 (6.15)	130	00 (0.00)		130
Infrastructure	0 (0.00)	0 (0.00)	0	0 (0.00)		0
Grand Total	158 (74.88)	53 (25.12)	211	70 (24.90)		281
NATTIKA						
Agriculture	105 (69.08)	47 (30.92)	152	121 (44.32)		273
Industry	2 (40.00)	3 (60.00)	5	0 (0.00)		5
Service	92 (100.00)	0 (0.00)	92	0 (0.00)		92
Infrastructure	2 (7.69)	24 (92.31)	26	0 (0.00)		26
Grand Total	201 (73.09)	74 (26.91)	275	121 (30.56)		396
PORATHISSERY						
Agriculture	37 (45.12)	45 (54.88)	82	15 (15.46)		97
Industry	0 (0.00)	0 (0.00)	00	0 (0.00)		00
Service	208 (100.00)	0 (0.00)	208	0 (0.00)		208
Infrastructure	0 (0.00)	0 (0.00)	00	0 (0.00)		000
Grand Total	245 (84.48)	45 (15.52)	290	15 (4.91)		305

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

The tables 7.5 and 7.6 shown above illustrates the general trend in the distribution of the benefits of various plan projects, to the individual beneficiaries. Here each sector is closely observed and analysed. Improvement ratios are comparatively very high in all the sectors in all the panchayats. At the same time, the service sector is characterised by the highest percentage of improvement ratio in all the panchayats. But, the asset retention ratio is diametrically opposite to the improvement ratio. Except in Nattika panchayat, agricultural sector projects are characterised by very low levels of asset retention ratios. Here asset retention ratios are calculated after deducting the non-measurables from the total number of agricultural projects. The industrial sector is characterised by comparatively higher levels of asset retention ratios. But this ratio is highest in the service sector in all the panchayats. In all the panchayats a given number of non measurable assets are seen in the agricultural sector projects.

Beneficiary projects in infrastructure sector could be seen only in one sample panchayat, ie Nattika. But here again there is a contradiction. Their improvement ratio is 100% but asset retention is 0%. It means that assets distributed to the public became useless and meaningless after a few years. It is because of the nature of the assets distributed. For example, hot boxes and compact fluorescent lamps (CFL). In the case of industrial sector projects the picture is different. All the panchayats except Porathissery in the study area made several attempts to formulate an implement various industrial sector projects. The improvement and asset retention ratios of all industrial projects are found positive.

7.1.5. Evaluation of the performance of sub sectors - a macro view

This part of the analysis is based on the results obtained from the

evaluation of all the beneficiary schemes associated with agricultural, industrial, service and infrastructure sectors in all the four panchayats. The sub groups ABC and GHI represent tiny or minor projects, and medium or major individual beneficiaries projects respectively belonging to the agricultural sector. Sub groups M and O represent beneficiary projects belonging to the industrial sector. Q and S groups shows the beneficiary projects belonging to the service sector and U and W shows such projects belonging to the infrastructure sector.

Here again, the performance of the three sectors are evaluated mainly on the basis of improvement and asset retention ratios. Another group of projects, where the objective and quantitative evaluation is practically impossible, is listed as non measurables. The following tables 7.7 and 7.8 gives a clear picture of the sub sectoral evaluation of individual beneficiary projects, in all the four panchayats from 1st April 1997 to March 31,2001.

Table 7.7 : Improvement ratios of various sub sector projects - macro view*

<i>Subsectors</i>	<i>Improvement Ratio</i>		
	<i>Improved</i>	<i>Not Improved</i>	<i>Total</i>
ABC	469 (93.80)	31 (6.20)	500
GHI	147 (100.00)	0 (0.00)	147
M	1 (100.00)	0 (0.00)	1
O	9 (64.29)	5 (35.71)	14
Q	10 (100.00)	0 (0.00)	10
S	664 (97.36)	18 (2.64)	682
U	26 (100.00)	0 (0.00)	26
Grand Total	1326 (96.09)	54 (3.91)	1380

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

Table 7.8 : Asset retention ratios of various sub sector projects - macro view*

<i>Subsectors</i>	<i>Asset Retention Ratio</i>				
	<i>Measurable</i>			<i>Non measurable</i>	
	<i>Retained</i>	<i>Not Retained</i>	<i>Total</i>	<i>Total</i>	<i>Grand Total</i>
ABC	74 (33.33)	148 (66.67)	222	278 (55.60)	500
GHI	137 (93.20)	10 (6.80)	147	0 (0.00)	147
M	1 (100.00)	0 (0.00)	1	0 (0.00)	1
O	9 (64.29)	5 (35.71)	14	0 (0.00)	14
Q	10 (100.00)	0 (0.00)	10	0 (0.00)	10
S	659 (96.63)	23 (3.38)	682	0 (0.00)	682
U	2 (7.69)	24 (92.30)	26	0 (0.00)	26
Grand Total	892 (80.94)	210 (19.06)	1102	278 (20.14)	1380

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

The comparison between improvement and asset retention ratios shown in the above tables 7.7. and 7.8 brings out clearly the impact of various agricultural projects on the rural farmers. From the above table 7.7 it is clear that the medium and major projects (GHI group) had shown a comparatively better performance than that of tiny and minor projects (ABC group) regarding both improvement and asset retention ratios.

In the industrial sector, though many panchayats had several ambitious project proposals, because of various reasons they could not start them. Hence they were counted as dropped projects. The main problems of the industrial undertakings are, late beginning, poor infrastructural facilities like buildings and supply of electricity, lack of experience and inefficient management. Service sector projects (Q and S groups) denoting tiny and minor projects and medium and major projects respectively shows very high improvement and asset retention ratios.

It shows that, service sector projects helped enormously in the improvement of the living conditions of people. Lot of people are benefited by new houses, latrines, wells and such other primary facilities which are so essential to lead a healthy life. Another noteworthy feature is that, in the case of service sector projects the improvement and asset retention ratios are very high, ie above 96%. Except in the last year of the study period ie 2000-01, when the state govt. had to pass through a period of financial crisis, service sector projects could be effectively implemented by all the panchayats, benefitting a lot of poor people living below poverty line.

Infrastructure projects are so few in the individual beneficiary sector. They are classified into two groups viz U and W. Only one panchayat had an experiment with the provision of tiny infrastructure units to various

individual beneficiaries. In that case, while the percentage of improvement is 100%, the percentage of asset retention ratio is only 7.7%. The two assets or items distributed in Nattika panchayat were CFL and Hot boxes. In the case of CFL its durability was less and hot boxes were not so useful to the poor beneficiaries.

7.1.6. Sub sectoral analysis and comparison between panchayats - a micro view

Evaluation of the performance of various sub sectors in each panchayat is capable of providing a clear insight into the real economic activities and projects undertaken by them. Depending upon the visions and initiatives of the people at the helm of affairs of every panchayat, the projects undertaken by them also may vary. When grama sabhas became effective platforms for the people to air their needs and grievances, each panchayat had a long list of projects to implement. But all such projects could not be implemented, as they had to receive Technical Sanction (T. S.) from BLEC (Block Level Expert Committee). Hence after proper screening by the BLEC and DPC (District Planning Council), many projects will be eliminated as unviable. Even after this sort of screening, each panchayat will have a lot of projects to implement. The inter panchayat analysis help us to have a clear understanding of the unique needs and problems of each panchayat and their sincere efforts to solve them through decentralised planning.

Here as well, projects are subdivided into ABC, GHI, M, O, Q, S and U groups as done in the previous stage.

The following tables 7.9 and 7.10 shows the inter panchayat distribution of projects, and their improvement and asset retention ratios.

Table 7.9 : Panchayatwise distribution of beneficiaries who have availed projects of various sub sectors and the improvement ratios - a micro view*

<i>Subsectors</i>	<i>Improvement Ratio</i>		<i>Total</i>
	<i>Improved</i>	<i>Not Improved</i>	
ALUR			
ABC	97 (95.10)	5 (4.90)	102
GHI	25 (100.00)	0 (0.00)	25
M	0 (0.00)	0 (0.00)	0
O	4 (44.44)	5 (55.56)	9
Q	0 (0.00)	0 (0.00)	0
S	252 (96.18)	10 (3.82)	262
U	0 (0.00)	0 (0.00)	0
Grand Total	378 (94.97)	20 (5.03)	398
MELUR			
ABC	102 (92.73)	8 (7.27)	110
GHI	38 (95.00)	2 (5.00)	40
M	1 (100.00)	0 (0.00)	1
O	0 (0.00)	0 (0.00)	0
Q	0 (0.00)	0 (0.00)	0
S	122 (93.85)	8 (6.15)	130
Grand Total	263 (93.59)	18 (6.41)	281
NATTIKA			
ABC	213 (100.00)	0 (0.00)	213
GHI	60 (100.00)	0 (0.00)	60
M	0 (0.00)	0 (0.00)	0
O	5 (100.00)	0 (0.00)	5
Q	0 (0.00)	0 (0.00)	0
S	92 (100.00)	0 (0.00)	92
U	26 (100.00)	0 (0.00)	26
Grand Total	396 (100)	0 (0.00)	396
PORATHISSERY			
ABC	57 (76.00)	18 (24.00)	75
GHI	22 (100.00)	0 (0.00)	22
M	0 (0.00)	0 (0.00)	0
O	0 (0.00)	0 (0.00)	0
Q	10 (100.00)	0 (0.00)	10
S	198 (100.00)	0 (0.00)	198
Grand Total	287 (94.10)	18 (5.90)	305

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

Table 7.10 : Panchayatwise distribution of beneficiaries who have availed projects of various sub sectors and the asset retention ratios - a micro view*

Subsectors	Asset Retention Ratio				
	Measurable			Non measurable	
	Retained	Not Retained	Total	Total	Grand Total
ALUR					
ABC	12 (40.00)	18 (47.28)	30	72 (70.58)	102
GHI	22 (88.00)	3 (12.00)	25	0 (0.00)	25
M	0 (0.00)	0 (0.00)	0	0 (0.00)	0
O	8 (88.89)	1 (11.11)	9	0 (0.00)	9
Q	0 (0.00)	0 (0.00)	0	0 (0.00)	0
S	247 (94.27)	15 (5.73)	262	0 (0.00)	262
U	0 (0.00)	0 (0.00)	0	0 (0.00)	0
Grand Total	289 (88.65)	37(11.35)	326	72 (18.09)	398
MELUR					
ABC	2 (5.00)	38 (95.00)	40	70 (63.64)	110
GHI	33 (82.50)	7 (17.50)	40	0 (0.00)	40
M	1 (100.00)	0 (0.00)	1	0 (0.00)	1
O	0 (0.00)	0 (0.00)	0	0 (0.00)	0
Q	0 (0.00)	0 (0.00)	0	0 (0.00)	0
S	122 (93.85)	8 (6.15)	130	0 (0.00)	130
Grand Total	158 (74.88)	53(25.12)	211	70 (24.91)	281
NATTIKA					
ABC	45 (48.91)	47 (51.09)	92	121 (56.81)	213
GHI	60 (100.00)	0 (0.00)	60	0 (0.00)	60
M	0 (0.00)	0 (0.00)	0	0 (0.00)	0
O	2 (40.00)	3 (60.00)	5	0 (0.00)	5
Q	0 (0.00)	0 (0.00)	0	0 (0.00)	0
S	92 (100.00)	0 (0.00)	92	0 (0.00)	92
U	2 (7.69)	24 (92.31)	26	0 (0.00)	26
Grand Total	201 (73.09)	24(26.91)	275	121 (30.56)	396
PORATHISSERY					
ABC	15 (25.00)	45 (75.00)	60	15 (20.00)	75
GHI	22 (100.00)	0 (0.00)	0	0 (0.00)	22
M	0 (0.00)	0 (0.00)	0	0 (0.00)	0
O	0 (0.00)	0 (0.00)	0	0 (0.00)	0
Q	10 (100)	0 (0.00)	10	0 (0.00)	10
S	198 (100)	0 (0.00)	198	0 (0.00)	198
Grand Total	245 (84.48)	45(15.52)	290	15 (4.92)	305

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

It is evident from table 7.9 that all the panchayats show a comparatively higher improvement ratio in the living conditions of all the individual beneficiaries of various projects. Though short living in nature, all these projects could facilitate, at least a temporary improvement in their living conditions. This is a noteworthy feature of the plan projects implemented by various panchayats. At the sametime table 7.10 shows that the asset retention ratios of the above projects, presents a highly disappointing picture, especially in the case of ABC group projects.

The real worth of a project could be evaluated only by comparing the improvement and asset retention ratios together. Unfortunately, the analysis of asset retention ratio bring out a highly disappointing picture, especially in the case of ABC group projects.

Asset retention ratio is very high in the case of projects belonging to the service sector. At the same time medium and major projects belonging to the GHI group also shows a comparatively better performance in terms of the asset retention ratio. It shows that there is a direct relation between the quality and durability of the asset and its retention ratios. Generally, the quality and durability of the asset depends on the amount of money invested in the project. For example an electric motor pumpset, is a highly useful and productive asset to the farmer than a few hens and goats. Likewise a house is a much more useful asset than the distribution of a few CFL to the people. An electric motor pumpset and a house necessitate a higher investment of money whereas hens, goat and CFL require only a small amount. If the panchayat is keen to promote sustainable improvement in the living standards of people, the authorities must control massive spending of money on very short term popular projects.

7.1.7. Further sub-classification of beneficiaries and the analysis of subsectors of agricultural sector - a macro view

Here an attempt is made to split further all the agricultural projects into their sub groups via, A, B, C, G, H, I. Alongwith these other categories M, O, Q, S and U are also given to get an overall picture of the performance of plan projects.

The following tables 7.11 and 7.12 provides more revealing insights into the sub sectoral allocation of projects in all the panchayats together.

Table 7.11 : Improvement ratios of beneficiaries who have availed various sub sector projects of the agricultural sector - a macro view*

<i>Subsectors</i>	<i>Improvement Ratio</i>		<i>Total</i>
	<i>Improved</i>	<i>Not Improved</i>	
A	220 (97.78)	5 (2.22)	225
B	222 (89.52)	26 (10.48)	248
C	27(100.00)	0 (0.00)	27
G	116(100.00)	0 (0.00)	116
H	27(100.00)	0 (0.00)	27
I	4(100.00)	0 (0.00)	4
Total	616 (95.21)	31 (4.79)	647

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

Table 7.I2 : Asset retention ratios of beneficiaries who have availed various sub sector projects of the agricultural sector - a macro view*

<i>Subsectors</i>	<i>Asset Retention Ratio</i>				
	<i>Measurable</i>			<i>Non measurable</i>	
	<i>Retained</i>	<i>Not Retained</i>	<i>Total</i>	<i>Total</i>	<i>Grand Total</i>
A	25 (83.33)	5 (16.67)	30	195 (86.67)	225
B	24 (14.55)	141 (85.45)	165	83 (33.47)	248
C	25 (92.59)	2 (7.41)	27	0 (0.00)	27
G	98 (84.48)	18 (15.52)	116	0 (0.00)	116
H	27(100.00)	0 (0.00)	27	0 (0.00)	27
I	4(100.00)	0 (0.00)	4	0 (0.00)	4
Total	203 (55.01)	166 (44.99)	369	278 (42.97)	647

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

The above tables illustrates very clearly that, all the individual beneficiary projects had helped the people to enhance their living conditions at different degrees. The projects belonging to CGH and I had produced cent percent improvement.

As done earlier, asset retention ratio of projects belonging to A and B group has been arrived at, after deducting the total number of non-measurables from the total. The sum total projects whose performance can be objectively and quantitatively measurable, are taken for calculating the asset retention ratio. Accordingly, the asset retention ratio is rather low in the case of B group projects. In terms of performance, the asset retention ratio is behind the improvement ratio.

7.1.8. Panchayatwise analysis of the performance of various sub-sectors - a micro view

As done above, the same exercise is repeated in the case of each individual panchayat, so that a still more clear picture is brought out to light. As each panchayat is endowed with different levels of resources and capabilities, there will be differences in the nature and size of projects undertaken by each sector. For example in Nattika panchayat the service project, for digging wells is absent, because it is blessed with abundant supplies of water resources, where as in the case of Porathissery, Alur and Melur it is a serious problem. Likewise Nattika has got a fairly long stretch of coastal area, where as others do not have. Fishing and fisheries related problems can be seen only in Nattika, whereas in other panchayats it is not the case. Hence to get a clear picture regarding the challenges and opportunities of development, a panchayat wise split and analysis of projects is essential. This is shown in the tables 7.13 and 7.14 given below.

Table 7.13 : Panchayatwise distribution of beneficiaries who have availed various subsector projects of the agricultural sector and the improvement ratios - a micro view*

<i>Subsectors</i>	<i>Improvement Ratio</i>		<i>Total</i>
	<i>Improved</i>	<i>Not Improved</i>	
ALUR			
A	47 (90.38)	5 (9.62)	52
B	50 (100.00)	0 (0.00)	50
G	25 (100.00)	0 (0.00)	25
Total	122 (96.06)	5 (3.94)	127
MELUR			
A	35 (100.00)	0 (0.00)	35
B	67 (89.33)	8 (10.67)	75
G	40 (100.00)	0 (0.00)	40
Total	142 (94.67)	8 (5.33)	150
NATTIKA			
A	123 (100.00)	0 (0.00)	123
B	63 (100.00)	0 (0.00)	63
C	27 (100.00)	0 (0.00)	27
G	36 (100.00)	0 (0.00)	36
H	20 (100.00)	0 (0.00)	20
I	4 (100.00)	0 (0.00)	4
Total	273 (100)	0 (0.00)	273
PORATHISSERY			
A	15 (100.00)	0 (0.00)	15
B	42 (70.00)	18 (30.00)	60
G	15 (100.00)	0 (0.00)	15
H	7 (100.00)	0 (0.00)	7
Total	79 (81.44)	18 (18.56)	97

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

Table 7.14 : Panchayatwise distribution of beneficiaries who have availed various subsector projects of the agricultural sector and the asset retention ratios - a micro view*

<i>Subsectors</i>	<i>Asset Retention Ratio</i>				
	<i>Measurable</i>			<i>Non measurable</i>	
	<i>Retained</i>	<i>Not Retained</i>	<i>Total</i>	<i>Total</i>	<i>Grand Total</i>
ALUR					
A	10 (100)	0 (0.00)	10	42 (80.77)	52
B	2 (10.00)	18 (90.00)	20	30 (60.00)	50
G	22 (88.00)	3 (12.00)	25	0 (0.00)	25
Total	34 (61.82)	21 (38.19)	55	72 (56.69)	127
MELUR					
A	0 (0.00)	0 (0.00)	0	35 (100)	35
B	2 (5.00)	38 (95.00)	40	35 (46.67)	75
G	33 (82.50)	7 (17.50)	40	0 (0.00)	40
Total	35 (43.75)	45 (56.25)	80	70 (46.67)	150
NATTIKA					
A	15 (75.00)	5 (25.00)	20	103 (83.74)	123
B	5 (11.11)	40 (88.89)	45	18 (28.57)	63
C	25 (92.59)	2 (7.41)	27	0 (0.00)	27
G	36 (100.00)	0 (0.00)	36	0 (0.00)	36
H	20 (100.00)	0 (0.00)	20	0 (0.00)	20
I	4 (100.00)	0 (0.00)	4	0 (0.00)	4
Total	105 (69.08)	47 (30.92)	152	121 (44.32)	273
PORATHISSERY					
A	0 (0.00)	0 (0.00)	0	15 (100.00)	15
B	15 (25.00)	45 (75.00)	60	0 (0.00)	60
G	15 (100.00)	0 (0.00)	15	0 (0.00)	15
H	7 (100.00)	0 (0.00)	7	0 (0.00)	7
Total	37 (45.12)	45 (54.88)	82	15 (15.46)	97

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

As noted earlier, improvement ratio is rather high in the case of almost all the individual beneficiary projects in all the panchayats. The G group projects are characterised by 100% improvement ratio in all the panchayats. Though found only in Nattika panchayat the I group projects also showed 100% improvement ratio. Likewise Q group projects in Porathissery panchayat also produced 100% improvement ratio. Poor levels of improvement ratios are shown by the O group project in Alur panchayat. The main reasons for this type of predicament are lack of basic infrastructural facilities, inefficiency and in experience of the beneficiaries of these units.

Regarding the asset retention ratio, poor results are shown more in the case of projects belonging to the B group. It had also paved the way for calling peoples plan as hen and goat programme. Motivated by mass publicity, panchayat committees took a lot of interest in distributing hen and goat to the maximum number of people. As the quality of most of the hen and goat distributed were poor they could not realise the expected results.

The beneficiaries of A group projects also had to meet more or less the same fate. Speedy distribution of seeds and seedlings for enhancing vegetable cultivation did not produce the expected results. Other activities like flower cultivation (jasmine) also had resulted in very poor performance. Thus both A and B group projects had caused the creation of a lasting bad impression of decentralised planning, as a programme for mass distribution of cheap seeds, seedlings, fertilisers, hen and goat. As noted earlier, this is also an occasion where economic realities are sacrificed for cheap short term political gains.

The G, H, I, Q and S group projects are also characterised by 100%

asset retention ratios. This is mainly because of the nature of the assets distributed as part of the project. The M and O groups were haunted by serious problems like the incompetence and inefficiency of the management, and lack of infrastructural facilities. But, they had been struggling hard to avoid a complete closure of the units.

7.1.9. Evaluation of samples of each and every individual beneficiary project

Since the number projects and beneficiaries are so large in number, and their problems of implementation are more or less similar, a panchayat wise analysis of each project seems to be a futile exercise. Hence in order to avoid a meaningless repetition of ideas, only a reasonable number of samples from each project is taken and observed closely. Hence, this part of the study is based on the observation and inferences gathered from 1380 sample beneficiaries of the 47 beneficiary projects undertaken by the four panchayat together from 1st April 1997 to 31st March 2001.

7.1.9.1. Evaluation Methodology

Samples are collected at random from the beneficiaries of all types of projects implemented by the four sample panchayats; and the details are presented in table A.7.1. given in the appendix. Again, projects are evaluated on the basis of three different criterion ie., whether they are successfully completed, in complete or failed. These three terms actually correspond to the completion, spill over and droppage ratios used in the previous chapter, for the evaluation of social projects. All these are evaluated from the inferences gathered directly from the beneficiaries of projects. Details of these aspects are presented in table A.7.2. given in the appendix. In this part of the study, an attempt is made to discuss briefly the reasons for the inability of the

beneficiaries of projects to attain their goals. The following tables 7.15 and 7.16 gives a vivid picture. A detailed account of the reasons for spillover and droppage ratios of each and every beneficiary project is presented in tables A.7.3. and A.7.4. given in the appendix. The study could find spilled over and dropped projects only among the projects belonging to categories A, B, C, G, O, S and U. The various reasons found as responsible for spillover and droppage of beneficiary projects and the abbreviations are listed in the following chart no. 7.1.

Chart No. 7.1 : Reasons for spillover and droppage of beneficiary projects and the corresponding abbreviations

Category of the project	Reasons	Abbreviations
A : Tiny and minor projects related to land and cultivation		
1. Defective seedlings		D. S.
2. Offseasonal supply of seeds and seedlings		O. S.
3. High cost of Fertiliser		H. C
4. Lack of followup programme by the panchayat		L.F.P
B : Tiny and minor projects related to animal husbandry and poultry		
1. Poor quality of calves		P.Q.C.
2. Disease		D.I.S.
3. Poverty of the beneficiary		P. T.
4. Accidents		A.C.
5. Lack of time to attend te animal		L. T.
C : Tiny and minor projects related to fisheries		
1. Poor quality of the asset		P.Q.A.
2. Contact with water		C. W.
G : Medium and major projects related to land and cultivation		
1. Low yield from the cow		L.Y.
2. Lack of time to attend the cow		L. T.
3. Poverty of the beneficiary		P. T.
4. Infertility problem		I. F.
O : Tiny and minor service sector projects		
1. High cost of raw material		H.R.
2. Competition from others		C. T.
3. Exploitation by middle men		E. M.
4. Poor management		P. M.
S : Medium and major service sector projects		
1. Lack of money		L. M.
2. Delay in getting money		D. M.
3. High cost of construction of materials		H. M.
4. Low of quality of wood		L. Q.
U : Tiny and minor infrastructure projects		
1. Ignorance		I. G.
2. Not useful		N. U.
3. Short durability		S. D.

Table 7.15 : Analysis of the reasons for spillover of beneficiary projects*

<i>Subsector</i>		<i>Reasons</i>			<i>Total Sample size</i>
O	HR	EM	CT	PM	
	2 (25.00)	1 (12.5)	1 (12.5)	4 (50.00)	8
S	LM	DM	HM		
	1 (10.00)	8 (80.00)	1 (10.00)		10

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

The above table 7.15 illustrates clearly that spillover projects are very few among the beneficiary projects. The study could identify such projects only in the case of housing schemes. The housing schemes could not be completed by the beneficiaries mainly because of the delays in getting funds from the government, especially during 2000-2001, when the state government was in acute financial crisis.

Table 7.16 : Analysis of the reasons for the droppage of beneficiary projects*

<i>Subsector</i>		<i>Reasons</i>			<i>Total Sample size</i>
A	DS	OS	LFP	HC	
	20 (50.00)	5 (12.50)	5 (12.50)	10 (25.00)	40
B	PQA	DIS	PT	AC	LT
	55 (38.47)	55 (38.47)	3 (2.09)	23 (16.08)	7 (4.89)
C	PQ	CW			
	1 (50.00)	1 (50.00)			2
G	LY	LT	PT	IF	
	8 (44.44)	4 (22.22)	4 (22.22)	2 (11.12)	18
O	CT	PM			
	1 (50.00)	1 (50.00)			2
S	LM	HM	LQ		
	3 (23.08)	5 (38.46)	5 (38.46)		13
U	IG	NU	SD		
	5 (20.83)	10 (41.66)	9 (37.51)		24

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

The above table 7.16 shows that for each group of projects, a unique set of problems arose in their way to successful completion. In the case of A group projects, the supply of defective seeds and offseasonal supply of seeds and lack of financial support from the panchayat are the main factors responsible for droppage. The B group projects are affected seriously by poor quality of calves, goat, hen and diseases. Regarding the C group, poor quality of the asset distributed to the beneficiaries was the main reason. In the G group, droppage was the result of a set of factors like low yield from the cows, lack of time and poverty of the beneficiary. Inefficient management was the villain of the O group projects. Lack of money and high cost of construction were the main problems of S group project. Ignorance, uselessness and very short durability are the problems of the U group projects, which resulted in their droppage.

7.1.9.2. Evaluation of beneficiaries of A group projects (tiny and minor projects related to land and cultivation)

This group is comprises of six projects. Here, 100% success ratio could be produced only by three projects, viz, spraying of insecticides on coconut trees, geofertiliser and repair of ponds. All the beneficiaries, interviewed unanimously opined that, these projects were very useful to them. But in all other cases, people had an entirely different opinion. In the case of banana cultivation, distribution of seedlings of trees and jasmine cultivation, there is a contradiction between the success ratio shown in the panchayat documents and the real experience of the people. Panchayat's claims of successful completion were nullified by the failure of the projects in the real life experiences of the various beneficiaries of many projects. This is evident from the table A.7.2 given in the appendix.

Projects like, banana and vegetable cultivation and distribution of seedlings of trees were seriously affected by the following problems viz: (a) supply of defective seeds and seedlings; (b) high cost of fertiliser, and (c) off-seasonal supply of seedlings. Jasmine cultivation could not show the expected performance mainly because of the lack of follow up programmes from the side of the panchayat. All the beneficiaries were very much interested in the project, but without proper help and support from the panchayat authorities they could not continue the cultivation of jasmine plants further. Hence, more attention is needed from the side of the panchayat for the successful completion of A group projects.

7.1.9.3 Evaluation of the performance of beneficiaries of B group projects (tiny and minor projects related to animal husbandry and poultry)

It is composed of mainly four projects. In this group only one project ie anti rabbies vaccination, could produce 100% success ratio. All the other projects like distribution of calves, goats and hen, had failed miserably to produce the expected results. Here again, there is a conflict between the success ratio claimed by the panchayats and the ones experienced by the beneficiaries.

The most important problems faced by the beneficiaries of projects like calves, goat and hen are more or less similar. They are the following; (a) poor quality of the calves, goat and hen, (b) disease, (c) poverty of the beneficiary, to (d) accidents and (e) the lack of time for providing proper care to these animals. All the panchayats had implemented these projects. But none of them could produce the desired results.

7.1.9.4. Evaluation of beneficiaries of C group projects (tiny and minor projects related to fisheries)

This group is comprises of four projects in the fisheries sector. Here only one project, had turned out to be a 100% failure, after the period of one year's existence. All the other three projects like renovation of fishing net, distribution of inland fishing net and repair of fishing net could produce 100% success ratio. All the beneficiary fishermen expressed full satisfaction about the assistance from the panchayat; but at the sametime, they unanimously opined that, the amount of assistance must be increased, as the cost of these activities are rising day by day.

The two beneficiaries who received, bicycles from the panchayat opined that the became useless after one year. They alleged, the poor quality of the bicycle and problems related with the constant contact of the bicycle with water flowing from the fish basket, as the main problems responsible for the poor performance.

7.1.9.5. Evaluation of beneficiaries of G group projects (medium and major projects related to land and cultivation)

The G group includes four projects. Here, except in the case of distribution of assistance for the purchase of cows, all the panchayats were able to produce comparatively better performance. Among these projects, the one wheel trolley called wheel barro, turned out to a very useful one. It enabled the farmers to reduce the cost of labourers in facilitating the movement of seeds, fertilisers and crops in farms. Another very useful project is, the Kamadhenu Insurance Scheme. It is a highly innovative programme, which could produce good results. But the main drawback of this project is that, most of the farmers are unaware

of the true benefits of the scheme. Hence, it needs more publicity among the farmers, so that, all the concerned parties could reap maximum benefits. Hence, in the G group, the claims of success of the projects by the panchayats and the experience of the beneficiaries are equal in the case of three projects, viz. cattleshed, Kamadhenu Insurance Scheme and wheel baro, and unequal only in one case, i.e. in the distribution of assistance for the purchase of cows.

The success ratio in the project, assistance for the purchase of cows, is only 36% (See appendix table no A 7.2). It is very low compared to the higher levels of expectations, about the project. It was considered as a project, which would enable the rural poor to break their vicious circles of poverty. But in the end, not only the poor beneficiary but also the hapless cows were caught up in the whirl winds of the vicious circles of poverty. The main reasons for the poor show are the following; (a) low yield from the cow; (b) lack of time for the poor daily labourer to give proper attention to the cows, (e) poverty of the beneficiary to buy cattlefeed and (d) infertility problems of cows. This is the story of an ambitious project implemented vigorously by all the panchayats which finally shattered like a milk maid's dream.

7.1.9.6. Evaluation of beneficiaries of H group projects (medium and major projects related to animal husbandry)

Only two projects could be found in the H group ie, supply of motor pumpsets and financial assistance for digging fertiliser pits. Both were successful projects from the sides of panchayat and the beneficiaries. It shows that instead of tiny and minor projects, if the authorities concentrated on the provision of these types of durable assets to the community it would have produced much better long-lasting effects in

As the above mentioned projects have produced 100% success ratio, it is meaningless to present their problems. But, a few beneficiaries, opined that, the financial assistance given by the panchayat was insufficient to complete the construction of fertiliser pit. Depending upon the nature of the soil and the presence of rocks, the costs varied from location to location. Hence, according to many, the adoption of a common rigid criteria for the allocation of funds must be changed. It must make room for adequate flexibility, depending upon the unique circumstances prevailing at various locations.

7.1.9.7. Evaluation of beneficiaries of I group projects (medium and major projects related to fisheries)

Only one project could be located in the I group, ie financial assistance for fishing boat. It is a successfully completed project from the view point of the panchayat and the beneficiaries. All the beneficiaries expressed full satisfaction about the project. It helped them to enhance their living conditions and productivity. More over, the project helped them to improve their self confidence and self reliance.

Though, a successfully completed project, various beneficiary fishermen had the opinion that, the amount of money allotted to them is highly insufficient.

7.1.9.8. Evaluation of beneficiaries of O group projects (medium and major industrial projects)

This group is comprises of nine projects and thirteen samples are evaluated in the present study. The O group is the best example of the rural experiments with the promotion of industrial development. Out of

the thirteen industrial units, only three of them could produce 100% success ratio. Majority of the projects turned out to be incomplete ones. More over, two units failed miserably during the plan period. They completely stopped their activities.

All owners of the industrial units unanimously opined that, the money provided to them was highly insufficient to complete the production unit successfully. The other problems of the O group projects include the following: viz. (a) high cost of raw materials (b) problems of marketing (c) lack of infrastructural facilities, (d) inadequate supply of electricity, (e) competition from others, and (f) exploitation by middlemen in the market. These problems must be rectified, through the timely intervention of the responsible authorities in the panchayat.

7.1.9.9. Evaluation of beneficiaries of M group projects (tiny and minor industrial projects)

Only one project could be found, as belonging to the M group from the all the four panchayats. The distribution of sewing machines in Melur panchayat intended to create employment opportunities to the rural people. It is a very successful project from the view point of both the panchayat and the beneficiaries.

Even though it was a successfully completed projects, the beneficiaries had the opinion that, they could have done well, if the panchayat provided them more money to buy two more machines, so that they could enhance the size of their activities. Hence, the lack of money, is cited as a problem in this case as well.

7.1.9.10. Evaluation of beneficiaries of Q group projects (tiny and minor service sector projects)

Here also only one project could be identified, as belonging to the Q group ie the financial aid to school students, to buy books and other essential items for their study. It was also a very useful and fruitful project which recorded 100% success ratio from the sides of the panchayat and beneficiary.

In this case as well, the main problem is the insufficient amount of money provided by the panchayat. Many parents of school children, opined that, it would have been much better, if the authorities provided them additional amounts of money at the beginning of each school term.

7.1.9.11. Evaluation of beneficiaries of S group projects (medium and major service sector projects)

The presence of the largest number of projects having 100% success ratio is the unique feature of the S group. Only one project had shown 100% failure; ie, the distribution of wooden kiosks by Alur panchayat for the physically handicapped people. Here, the success ratios claimed by the panchayat is contradictory to the real experience of the beneficiary. All the other twelve projects, in the group fared well.

The S group projects are haunted by problems like, lack of money, delay in getting money, higher cost of construction materials, and high cost of labour. Regarding the wooden kiosks, all the beneficiaries had the opinion that, the kiosks were made out of very low quality wood. Hence they were damaged quickly, within few months. Again, as the

beneficiaries were very poor people, they did not have adequate income to facilitate proper repair and maintenance of kiosks. The authorities also did not take much interest in observing the progress of the units supplied to the beneficiaries. If they were also very alert, this danger could have been averted.

The serious financial crisis of the state government during 2000-2001 and the disputes of the government with the Housing Development Corporation (HUDCO), had caused a lot of problems in the provision of financial assistance to the beneficiaries of various housing schemes. That is the main reason for the failure of the housing schemes to realise 100% success ratio.

7.1.9.12. Evaluation of beneficiaries of U group projects (tiny and minor infra structure projects)

This group is characterised by the presence of only two projects, which had shown dismally poor results. But as per the documents of the panchayat, the two projects, ie, distribution of hot boxes and CFL were highly successful projects. But the experience of the beneficiaries are highly contradictory to the claims of the panchayat.

Hot boxes were initially distributed to the people with a high level of expectation. But the results from the survey proved that, the project was a highly futile exercise. The beneficiaries could not utilise the hot boxes properly. Many of them are found using the hot boxes as utensils for keeping raw vegetables, sugar and other such items. Regarding the CFL the very short durability of the lamps is the main problem. These two items were distributed by the panchayats only in the first year of people's planning.

To conclude, the analysis of the beneficiary projects revealed that the various individual beneficiary projects have contributed significantly to the enhancement of the living conditions of the people. It is shown by the enhanced improvement ratios. At the same time, the study could also find a direct relation between the money cost and asset retention ratios. Here as well, the comparatively poor performance of industrial projects is a noteworthy phenomenon. The absence of both vertical and horizontal integration of projects is also evident. The analysis also throws light in to the reasons for spillover and droppage, and hence the poor performance of various beneficiary schemes. The reasons differ among projects and groups. The main reasons are defective seeds, high cost of fertilizer, lack of follow up programmes, poor quality of the asset, disease, poverty, accidents, lack of time, low yield from cows, infertility, high cost of raw materials, problems of marketing, lack of infrastructural facilities, competition, lack of money, and poor management. Here also, higher success ratios could be found only among the service sector projects.

CONCLUSION

E.M. Thomas “Decentralised planning and transfer of development functions: A study of Thrissur district ” Thesis. Department of Economics , Dr. John Mathai Centre, University of Calicut, 2002

CHAPTER - VIII

CONCLUSION

This chapter presents a brief discussion of the objectives, hypotheses, methodology, data sources and major findings of the study. Along with these, a few suggestions for resolving the problems associated with the decentralised planning are also presented. It is followed by a SWOT analysis of decentralised planning in the state .

8.1 Objectives of the study

The study has been conducted with the following objectives :

1. To examine the transfer of development functions associated with decentralised planning in Kerala.
2. To examine the changes in the plan machinery for plan formulation and execution.
3. To examine the extent of people's participation in the planning process.
4. To make an overall evaluation of decentralised planning.

Along with these objectives, an attempt has been made to test the following hypotheses as well.

8.2 Hypotheses of the study

Following are the hypotheses of the study :

1. There was only a transfer of functions from the state government departments to the village panchayats, which was totally unaccompanied by administrative transfer.

2. As a result of the change in the plan machinery for plan formulation and execution ,there is a positive change at all the realms of local level planning .
- 3 Peoples Participation in decentralised planning is lower in terms of participation in grama sabha meetings, development seminars and voluntary contributions.
- 4 The decentralised planning could not achieve the desired success owing to high proportion of spill over and dropped projects, as result of inefficient beneficiary committees, delays in getting finance, un viable projects, delays in the execution of deposit works, seasonal changes and land related disputes .

8.3 Methodology

The study has been done according to the methodology described in the first chapter. Analysis of data and evaluation of performance has been done as per the methods illustrated elaborately in the second chapter.

The study is based on the evaluation of performance of four panchayats coming under four development blocks during the period from 1996-97 to 2000-01 .To avoid chances of political bias ,two panchayats each, which were controlled by Left Democratic Front (LDF). and the United Democratic Front (UDF) respectively were selected as samples .

These four panchayats are also having more or less similar proximity to small town ships. The levels of socio economic development attained by these panchayats are similar.

The geographical setting of the four panchayats is spread over various areas of highland, midland and low lands; so that the problems faced by people similarly situated elsewhere in the state could be found there.

Sample panchayats were selected also on the basis of their plan expenditure during the financial year 1999-2000. Regarding the classifications, of projects and evaluation of performance, the study has strictly followed the methodology presented in second chapter.

8.4 Sources of Data

The study is based on the data gathered from both secondary and primary sources.

8.5 Findings of the study

Following are the findings of the study

The first objective of the study was to examine the transfer of development functions associated with decentralised planning in Kerala. The investigation was also aimed at testing the hypothesis that there was only a transfer of functions unaccompanied by a corresponding administrative transfer. All these aspects are elaborately discussed in the fourth chapter of the study. The transfer of development functions from government departments to village panchayats had the following positive and negative impacts. Following are the positive impacts which the study could identify from the close investigation of facts :

- a) It facilitated debureaucratisation of developmental activities in the rural areas,
- b) It enhanced the transparency

- c) It increased the social commitment of officers
- d) It ensured the speedy decision making and execution and
- e) It eliminated the practice of corruption , bribery and red tapism.

The negative impacts most of which resulted from the fact that , transfer of functions were not followed by administrative transfer are the following :

- a) 'Officers dilemma'
- b) Lack of time for the officers to attend grama sabha meetings
- c) Lack of proper training in the practices of decentralised planning system,
- d) Lack of co-operation from task force members and
- e) Over burden and over work for the officers.

The second objective of the study was to examine the changes in the plan machinery for plan formulation and execution .It was also intended to test the hypothesis that the change in plan machinery had resulted in positive changes in all the realms of local level planning . This also has been elaborately discussed in part III of the fourth chapter.

Such a change had the following positive and negative impacts in the local village panchayats. The positive impacts are :

- a) It enhanced the importance of panchayats
- b) Panchayats had become centres of local development activities
- c) All panchayats had learned to prepare their own plans according to the guide lines from the State Planning Board.
- d) Plan projects reflected the felt needs of the people and
- e) The machinery and system for plan formulation were comparatively strong in all panchayats .

The major negative impacts are :

- a) Plan projects were prepared without proper integration either horizontally or vertically
- b) Failure of local village panchayats to mobilise local resources.
- c) There was only limited freedom to design their own plan projects.
- d) Violation of the principles of subsidiarity and complementarity.
- e) Lot of unviable projects and
- f) Lack of engineers and experts in the panchayats to prepare various sorts of plan projects.

The third objective of the study was to examine the extent of people's participation in the planning process . The details of the investigation and the findings are presented in the fourth chapter .

The major findings can be summarised as follows :

- a) Generally low participation of people in grama sabha meetings.
- b) Slight increase in the participation of women in the grama sabha meetings.
- c) Fall in the participation of men in the grama sabha meetings.
- d) Most of the grama sabha meetings were conducted without the required quorum of 10% of voters in the ward.
- e) Average participation of people in grama sabha meetings was around 5%.
- f) Decline in the participation of people in development seminars.
- g) Very low participation of people in the implementation of plan projects in terms of voluntary contributions of money, material and manpower.

The study could identify the following factors as responsible for low grama sabha participation :

- a) Many people consider it as a programme for the poorest of the poor.
- b) Lack of awareness among the people about the importance of grama sabha.
- c) Apathy of the middle class
- d) Indifference and disinterest of people to attend grama sabha once they had their share of benefits and projects.
- e) Films telecast by doordarsan on Sunday after noon.
- f) Poor quality of grama sabha discussions.

The study could also identify the following factors as responsible for the decline in the participation of people in development seminars:

- a) In ability of the panchayats to cater to the needs of the people.
- b) Creeping in of political interests in the decision making process.
- c) Personal conflicts between various people related to the final selection of plan projects.

The fourth objective of the study was to make an overall evaluation of decentralised planning. An attempt was also made to test the hypothesis that decentralised planning could not achieve the desired success owing to high proportion of spill over and dropped project as result of inefficient beneficiary committees , delays in the execution of deposit work, seasonal changes and land related disputes. In this endeavour the study led to the following findings :

- a) Higher spill over ratio of projects and comparatively lower completion ratio.
- b) An increase in the total number of production and service sector projects over infrastructural projects.
- c) Among the sectors, service sector projects had the highest completion ratio.

- d) Even though droppage ratio is rather low in all sectors, it is comparatively higher in the production sectors.
- e) Both the micro and macro level analysis also had proved that service sector projects could mark the highest completion ratio in all the panchayats.
- f) Less number of industrial projects.
- g) Social projects out number the beneficiary projects, and
- h) Lack of integration between plan projects .

The study could identify the following factors as responsible for the spill over and droppage of plans projects especially in the social sector. They are :

- a) Lack of finance
- b) Inefficient beneficiary committees
- c) Seasonal changes
- d) Delay in starting the project
- f) Delay in valuation of land by revenue officials
- g) Boundary disputes
- h) Lack of raw materials
- i) Lack of infrastructural facilities like land ,buildings and machinery.
- j) Lack of interest at the panchayat level
- k) Delay in the execution of deposit works,
- l) Interpanchayat disputes
- m) Unviable projects and
- p) Lack of government sanctions.

The seventh chapter deals with an elaborate analysis of performance and impacts of various individual beneficiary schemes upon the people. It is based on the evaluation of 47 schemes implemented by the four panchayats during the period from 1997-98 to 2000-01. Responses of

1380 sample beneficiaries have been used here, to evaluate the impact of these projects on their lives.

The following are the findings of the study :

- a) Very high improvement ratio.
- b) Comparatively lower asset retention ratio.
- c) Comparatively higher improvement and asset retention ratios among the service sector project.
- d) Comparatively high improvement and low asset retention ratios among the production sector projects.
- e) Lack of integration between projects.
- f) One panchayat had no industrial project at all.
- g) Very high improvement and asset retention ratios among medium and major agricultural projects.
- h) Higher improvements and but very low asset retention ratios among tiny and minor agricultural projects and
- i) The tiny and minor infrastructural projects showed high improvement and low asset retention ratios.

The macro and micro level studies also support the above findings.

Suggestions

The preceding analysis of decentralised planning and transfer of development functions have illustrated clearly the positive and negative aspects of decentralised planning in Kerala state. In order to overcome the weak points of popular planning, the present study intends to propose certain suggestions. The following suggestions may be useful for the planners and policy makers in the state.

Following suggestions are recommended to resolve the above mentioned problems of decentralised planning in the state.

Proper training must be provided to the local resource persons for the preparation of plan projects, based on the principle of linkage effects. All the projects must be properly integrated at the spatial, problem and organisational levels. Agricultural projects must be integrated. They should not be classified in to projects belonging in to agricultural and veterinary departments. The panchayat authorities with the help of the implementing officers can easily resolve this problem. The farmers will then be able to obtain maximum benefits from the plan projects.

Government must take initiative in ensuring that there is no dearth of well trained economists and planning experts to help the local bodies in the preparation of plan projects.

Likewise, BLEC and DPC should not give sanctions to those plan projects which are not properly integrated between each other either horizontally or vertically.

The principles of planning are seldom applied in the present system of local level planning.

The devolution of powers, functions and funds must be accompanied by some conditions for attaining certain goals of planning, namely, a given rate of growth in output employment and income. Panchayats should be encouraged to achieve faster economic growth, every year. Hence, the guide lines for the planning process at the village levels should contain directions to the panchayats regarding attainment of a given minimum rate of growth every year.

Provision must be made to reduce the grants to such panchayats which fail to materialise the minimum fixed rate of growth in output , income and employment successively.

Every panchayat should have a team of experts to performs the tasks of preparation and supervision of perfectly integrated plan projects. They must also prepare periodic evaluation reports and suggest various corrective measures to ensure the timely completion of projects. The same team should help to ensure proper methods of marketing of the production sector projects in the panchayats. All these activities should be done in consultation with the panchayat executive committee. The team of experts must be paid a given amount of money as remuneration. This fund should be found from the total plan fund allotted to the panchayats.

It will enhance the sincerity, responsibility and accountability of the team of experts. Inter panchayat, spatial level integration and linkage between projects can be ensured by the joint activities of these groups at the block and district levels. This will certainly help to eliminate the occurrence of spill over and dropped projects. Voluntary workers also should co-operate with the above mentioned team of experts. Hence, a proper integration of the ideals of people's participations and the practical lessons of proper economic planning and effective implementation of projects without delay can be ensured.

All the proposals from the grama sabha and development seminars should be properly translated in to sound plan projects by the team of full time experts. They should be entrusted not only with the duty of preparations of well integrated plan projects at the spatial, problem and organisational levels, but also with the successfull completion of the

projects within the plan period itself. As all the works are done by the unemployed youth who have registered their names in the panchayat there will not be any scarcity of labour force as well. They can be effectively used for marketing of the products which are produced by people using the plan fund. Thus the problems of production and marketability can be resolved by the proper integration of plan projects.

The transfer of development functions to the village panchayats must be accompanied by adequate number of staff transferred from the departments to the village panchayats. In other words, functional transfer must be accompanied by administrative transfer. Moreover, the state government should have a mechanism to observe closely the performance of the transferred departments and their functions. It must monitor whether the functions are performed in a better way. Likewise provision must be made to alter or repeal the orders related to the transfer of functions, if things are not going on as expected by the government.

The transferred officials to the panchayat should be given proper training regarding the operational aspects of decentralised planning. The training must be in the nature of a refresher course. Such an act will enable them to perform their duties in an efficient manner, for that purpose, facilities in KILA can be utilised.

In order to avoid the possible ego problems and attitudinal differences between the transferred gazetted officers and their new higher authorities, like the panchayat presidents and secretaries, government must take steps to confer gazetted rank on all the panchayat secretaries who are graduates from a recognised university.

Likewise provision must be made to encourage and recognise,

publicly the best transferred officials, ie, the implementing officers, if they are performing exceptionally well. At the same time, the elected representatives must refrain from criticising the implementing officers in public, because it will adversely affect the effectiveness of the officer and may even lead to non co-operation. The non co-operation and passive attitude of the implementing officer may jeopardise the projects in his area. Hence government should take necessary steps to avert chances for unnecessary conflicts between officers and panchayat authorities.

The delay in getting technical sanction from BLEC and final sanction from the DPC must be reduced. Even though the mechanism is good to check malpractices and defects in the plan projects, the delays in providing technical sanction, resemble the elements of centralised planning system. Hence provision must be made for resolving these problems at the panchayat level itself, with the help of a team of experts from the BLEC or DPC.

Projects must be made after a detailed manpower analysis in the panchayat. Then only panchayats can tackle the potential problems of unemployment and under employment in the area. It will also help to tap the human resources effectively. At present projects are made without considering these aspects. Hence clear instructions must be given by the government to the panchayats in this regard.

Proper training must be provided to the people engaged in the preparation of projects every year. The state planning board must take initiative in this regard. Various panchayats have their own unique plan projects which would enable them to tackle their problems. Hence to share their experience, and to learn valuable lessons from them annual training programmes for the people engaged in the preparation of projects for the panchayat are very essential.

Implementation of projects is the most important aspect of planning. But one of the main reasons for the spillover of projects is the defects of the implementing agency. Hence proper care should be taken by the panchayat before taking a decision on the implementing agency of the project.

Beneficiary committee for project implementation is a very good idea. But from the present study it is found that, one of the most important reasons for spill over of projects is the inefficiency of the beneficiary committees. There are good and bad examples. But the presence of a large number of bad examples necessitates rethinking about the modus operandi of such committees, especially among the weak and illiterate sections of people. The contract raj makes its presence in disguise in these areas. The ignorance and inexperience of poor conveners of various projects, especially regarding the administrative and technical procedures and formalities, compell them to approach some local contractors for help. Finally, the contractor reaches a secret agreement with the convener and committee members and help them to complete the project. Thus both parties reap benefits; the committee will be able to complete the project and contractor can take away a sizeable amount of money as profit. If the beneficiary committee did not resort to this method, the project will remain incomplete for a long period of time. Hence, to avoid this danger, relaxation should be made in the laws concerning the eligibility of the convener of the beneficiary committee, especially among the weaker sections of the society. Such works must be undertaken either by the panchayat directly or under the close supervision of the panchayat member and task force.

The role of task forces must be enhanced. They must be activated properly to maintain a constant vigil on implementation of projects. They

should act as strong supporting agencies to the beneficiary committees and implementing officers. Stipulations should be made that the task force members also will be responsible for the successful completion of plan projects.

The unnecessary subsidies associated with the beneficiary projects must be reduced. Many of the beneficiaries were found approaching the authorities for projects, just for availing the subsidy part. Genuine applicants who are in need of such projects must be properly identified by the panchayat authorities.

Many projects of the animal husbandry department are still unknown to the rural people. For example, the Kamadhenu Insurance Scheme. It is a very useful scheme for farmers having cows. The Insurance Scheme covers three components - the farmer, his wife, and the cow. The amount of insurance premium also is very low. But, only very few people were found availing the benefits of this scheme. Another scheme is for the protection of calves - called heifer. The animal husbandry department will provide all sorts of help to the scientific nurturing and growth of the calf in to a milk yielding cow. Most people are ignorant about these schemes. Hence, the campaign managers of decentralised planning must provide proper information to the people regarding such innovative and useful schemes of the departments.

While preparing schemes for farmers, proper attention should be given for the degree of linkage effects it may create. If the task force members are a little more vigilant, a market survey can be conducted before determining the viability of a project. For example the supply of cows must be linked with the schemes for the sale of milk and milk products. This exercise will certainly enable the farmers to obtain maximum advantage from their projects.

Another problem of beneficiary projects is the wastage of resources and unnecessary delay in the completion. This could be resolved by stopping the provision of funds to the beneficiaries directly, especially in the case of construction of houses, latrine, cattle sheds and such other construction projects. Instead, the panchayat must entrust these duties to a labour contract society. Each panchayat must have such a society, by including all the interested unemployed youth. Its advantages are many. It will not only help to reduce unemployment but also facilitate speedy completion of projects without any delay. It will also help to create a new work culture among the educated unemployed youth. The functioning of the society, regarding the purchase of raw materials and machinery for the project should be constantly monitored by the monitoring committee. The beneficiaries should also be allowed to participate in their projects either by contributing material money or manpower.

The absence of a project calendar and the completion of projects accordingly is found as another reason for delays in the completion of projects. Hence, this problem should be tackled with the introduction of project calendar, or plan calendar in the state.

The criteria for selection of beneficiaries of various projects should be changed. Depending upon the nature of the project and the capacity of the beneficiary, panchayats must undertake an investigation, before taking the final decision. For example the distribution of assistance for the purchase of cow. All the veterinary doctors, unanimously opined that, cows must be given only to those farmers who have the capacity to protect the animal properly. Otherwise both the beneficiary and the cow will be put in to the whirlwinds of the vicious circle of poverty.

Social projects should be selected on the basis of a detailed cost benefit analysis. This is possible for all the village panchayats. Hence the final selection of social projects must be based on the rank list of projects with varying social costs and benefits.

Monitoring committees must be made more active and vigilant to check irregularities and weaknesses in the implementation of plan projects. They should be always in constant touch with all the social projects. Their role in correcting the difficulties of project implementation will make the functioning of the decentralised planning system very smooth and efficient.

Peoples participation is at the core of decentralised planning and grama sabha is the soul of popular planning system. But the study revealed that, the concept of grama sabhas has not been taken seriously by more than 90% of the rural people. Moreover, the gramasabhas were considered by many people as a forum for the free distribution of schemes to the poor people. The educated middle class constantly refrain from attending gramasabha meetings, and the quality of discussions in the meetings are dismally poor as well. All these must be changed. All the people must be attracted to the grams sabha meetings, either voluntarily or compulsorily. As responsible citizens, it is their duty to attend grama sabha meetings. Hence, if people do not turn up voluntarily, it must be made compulsory, by attaching the attendance certificate in grama sabha meetings as a condition for enjoying all other facilities and services provided by the village panchayat. Hence, the denial of the services by the panchayat due to the absence of a citizen from grama sabha meetings, atleast once in an year will certainly induce him to attend it.

Women empowerment is another dream of popular planning. This goal can be realised by motivating them to engage in productive occupations. This can be easily made possible by popularising micro credit systems through small groups of women in every ward of the panchayat. Promotion of 'Sthree Sakthi' groups in every village panchayat is capable of producing good results. Likewise, when projects are formulated, especially for women, preference should be given to such production units, where the women members can do their jobs by remaining in their homes. For example, note books, safety match, readymade garments etc.

Disputes, either between people, panchayats, and governments should be settled immediately to prevent the occurrence of droppage and spill over of projects. The present mechanisms are highly inadequate. The presence of ombudsman is not sufficient enough. Hence a special court must be instituted by the government to settle, the disputes, coming in the way of projects of village panchayats.

Delay in the completion of deposit works is another area which demands serious attention. The state government should make sure that KSEB, KWA and such other agencies give priority to implementing the projects of village panchayats.

The practice of allotting finance to the panchayats, at the fag end of the financial year must be stopped. This practice has resulted in the accumulation of spill over projects in all the panchayats. Funds must be released by the government to the panchayats in two equal installments, one at the beginning and the other at the middle of the financial year, when the panchayats provide the completion report of the first phase.

Grama sabha meetings are generally not attended by the implementing officers mainly owing to lack of time and transportation facilities. It is practically impossible for them to completely finish their daily duties and then to rush to the venue of gramasabha meeting at a distant corner of the panchayat. Hence, steps must be taken by the government to resolve this issue.

The quorum fixed for a gramasabha meeting, that is 10% of the total voters in the ward, is a good idea. But, in the case of a postponed gramasabha meeting due to lack of quorum, the minimum attendance needed is only 50 members. This condition must be deleted because it may lead to serious malpractices in the decision making process and selection of beneficiaries. A determined group of wily politicians can manipulate things according to their interests. Hence this provision must be taken away or replaced by some other fool-proof arrangement.

8. 7. A SWOT Analysis

An analysis of various aspects of strength (S), weakness (W), opportunities (O) and threats (T) of decentralised planning in the state is given below.

8.7.1. Strength

1. Encouraging and positive attitude of the state government towards decentralised planning.
2. Devolution of 35-40% of plan fund from the government to the panchayat.
3. Transfer of development functions, alongwith implementing officers to the village panchayat.

4. Encourage peoples participation and bottom up planning with participation of people in every stage of formulation and implementation of plan projects.
5. Large number of trained personal through various training programmes as part of peoples plan campaign.
6. Periodicity of elections to the grama panchayat without delay.
7. Increased awareness of people regarding the meaning of plan exercises.
8. Due representation for SC/ST people, and women, ensured through reservations of seats in the local bodies.
9. A certain percentage of projects are reserved for women empowerment.
10. A certain percentage of plan projects are reserved for SC/ST for their upliftment.
11. One third of the participants of development seminar should be women; a condition which ensures the protection of interests of women.
12. Elimination of bribery in the selection process of beneficiaries.
13. Increased role of the beneficiaries in project implementation has almost eliminated the contract raj.
14. Production sector projects received increased importance due to the specific guidelines for allocation of funds.
15. Local problems resolved through local planning.
16. Increased the role of people in project formulation.
17. Increased the confidence of people, to find solutions to their own local problems.
18. Enhanced the collective spirit and effort of people in resolving local issues.
19. Reduced the time between identification of local problems, decision making, and implementation of projects to resolve the issue.

20. Debureaucratisation of society, and elimination of red tapism.
21. Increased the role of people's representatives in the local economy.
22. Reduced the unnecessary dependence of people on MLA's and MP's to get sanctions for many types projects and assistance from government.
23. Creation of employment opportunities for women through their collective endeavors and enterprises.
24. Neighbourhood groups provided opportunities for people to discuss and find solutions to local problems.
25. Through their experience and experiments with popular planning, a sizeable degree of social capital is created in the society.

8.7.2. Weakness

1. Changes of governments often adversely affect enthusiastic implementation of popular planning programmes.
2. Many panchayats find it difficult to spend the plan fund economically, and properly.
3. The delayed sanction of funds, at the fag end of financial year, causes a lot of problems.
4. Lack of clarity regarding the functional and administrative transfer of implementing officers to the panchayat.
5. Lack of proper awareness of people regarding the modus operandi of popular planning.
6. Lack of adequate number of Key Resource Persons in many panchayats.
7. Lack of experts in many panchayats to prepare plan projects.
8. Inability to mobilise people's participation in the implementation of projects.
9. Poor attendance of people in Grama sabha meetings.

10. Fear complex among the poor people, that if they do not attend grama sabha meetings they will not get benefits.
11. Lack of cooperation from the implementing officers, as they are ultimately answerable to their parent government department.
12. Double role of implementing officers. 'Officers dilemma' push them to their limits as they are answerable to the government departments as well as panchayats.
13. Transfer of development functions to the panchayats are not accompanied corresponding transfer of staff from the government departments, who were, earlier, performing these functions.
14. Increased the work load of panchayat staff.
15. Owing to ignorance of the people, most often plan projects are prepared by the panchayat staff as per the project formats supplied by the State Planning Board.
16. The ruling party uses their upper hand in channelling important production sector projects to their areas.
17. The unbridled enthusiasm result in formulation of highly unviable and unrealistic project proposals.
18. Political interests and calculations, out weigh the economic realities and possibilities in project selection.
19. Political differences, and increased activism of some groups, deter other groups from whole hearted participation.
20. Lack of training to the transferred officials to the the panchayat in the activities and programme of decentralised planning.
21. The delays in getting technical sanction from BLEC and DPC, shows that, the rigidity is not completely over.
22. Lack of marketing facilities prevents women enterprises from expansion of activities and sometimes leads to the closure of the unit.
23. A sizeable number of Neighbourhood Groups are passive, dormant and dysfunctional.

24. Lack of integration of projects at the spatial, problem and organisational levels.

8.7.3. Opportunities

1. To design and implement locally relevant projects and to resolve local problems through the involvement of people in the plan project.
 2. Mobilisation of local resources for plan projects.
 3. Constant vigil of the people in the implementation of projects.
 4. Responsible panchayat authorities can do wonders as they are constantly in touch with the problems of people.
 5. Training of panchayat members and resource persons.
 6. Use of the administrative experience of the implementing officers to overcome various hurdles in getting technical sanction for projects.
 7. Increase the social commitment of implementing officers.
 8. Increase the responsibility of citizens.
 9. Implementing officers can provide their valuable knowledge to the people in the preparation of useful projects.
 10. Provides chances for flexibility and adaptability in the plan process.
 11. Promotion of self-confidence among people in undertaking serious responsibilities.
 12. Enhances complete transparency in financial dealings related to planning.
 13. Eliminates the distance between the rulers and ruled in the panchayat.
 14. Teaches the virtues of collective movement in finding solutions to local problems.
 15. Promotion of self-employment programmes.
 16. Enhances the living conditions of people.
 17. More women, especially unemployed housewives find new employment opportunities through self help programmes.
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18. Easy source of micro credit.
19. Industrial estates and cooperatives can help to expand industries and markets.
20. Integration can be ensured by making it compulsory that it is a pre-requisite for obtaining technical sanction from above.

8.7.4. Threats

1. Reluctance of state level bureaucracy to facilitate an administrative transfer of officers to village panchayats.
2. The fear complex of state level politicians and the resultant hesitation in sharing powers with panchayat.
3. Conflict between panchayats ruled by opposition parties and ruling party at the state. There need not be a smooth co-operation at all times.
4. The massive opposition and resistance from organised staff unions in government departments and boards to their transfer to the village panchayats.
5. The psychological problems of government department staff, to work under the panchayat authorities.
6. The financial problems of state government may negatively affect the functioning of decentralised planning system in the panchayats.
7. The change in the political leadership of panchayats may be followed by non-cooperation of the resource persons and experts who have close association with another political party.
8. If monitoring committees are inefficient, it can lead to mismanagement of resources, by beneficiaries.
9. The belief of many people, that, popular planning is something which gives assistance only to the backward classes and not for the poor people belonging to forward castes.

10. The absence of trained personnel and experts in the panchayats may again reduce the panchayath plan just like a departmental plan prepared by panchayat staff.
11. The laxity of panchayat committee in decentralised planning also causes problems.
12. Failure of panchayats to execute functions properly may compel the government to take back powers.
13. Over politicisation of development programmes by taking advantage of number of seats in the panchayat committee, in the development programmes.
14. Extreme politically biased actions and decisions of panchayat presidents and committee members, may, chase away sincere independent, selfless experts and activists from participating in the plan related activities.
15. Weak, inefficient, inexperienced beneficiary committees transformed into binamies of contractors.
16. When people become indifferent, the unholy nexus between the contractor and implementing officer may rise their ugly heads again in the guise of beneficiary committees.
17. Declining participations of men in gramasabha meetings.

In general, the decentralised planning in Kerala is a brave new attempt which needs a lot of corrective measures to realise the desired goals. But, till now, because of the above listed problems, the decentralised planning in Kerala could not achieve the desired goals.

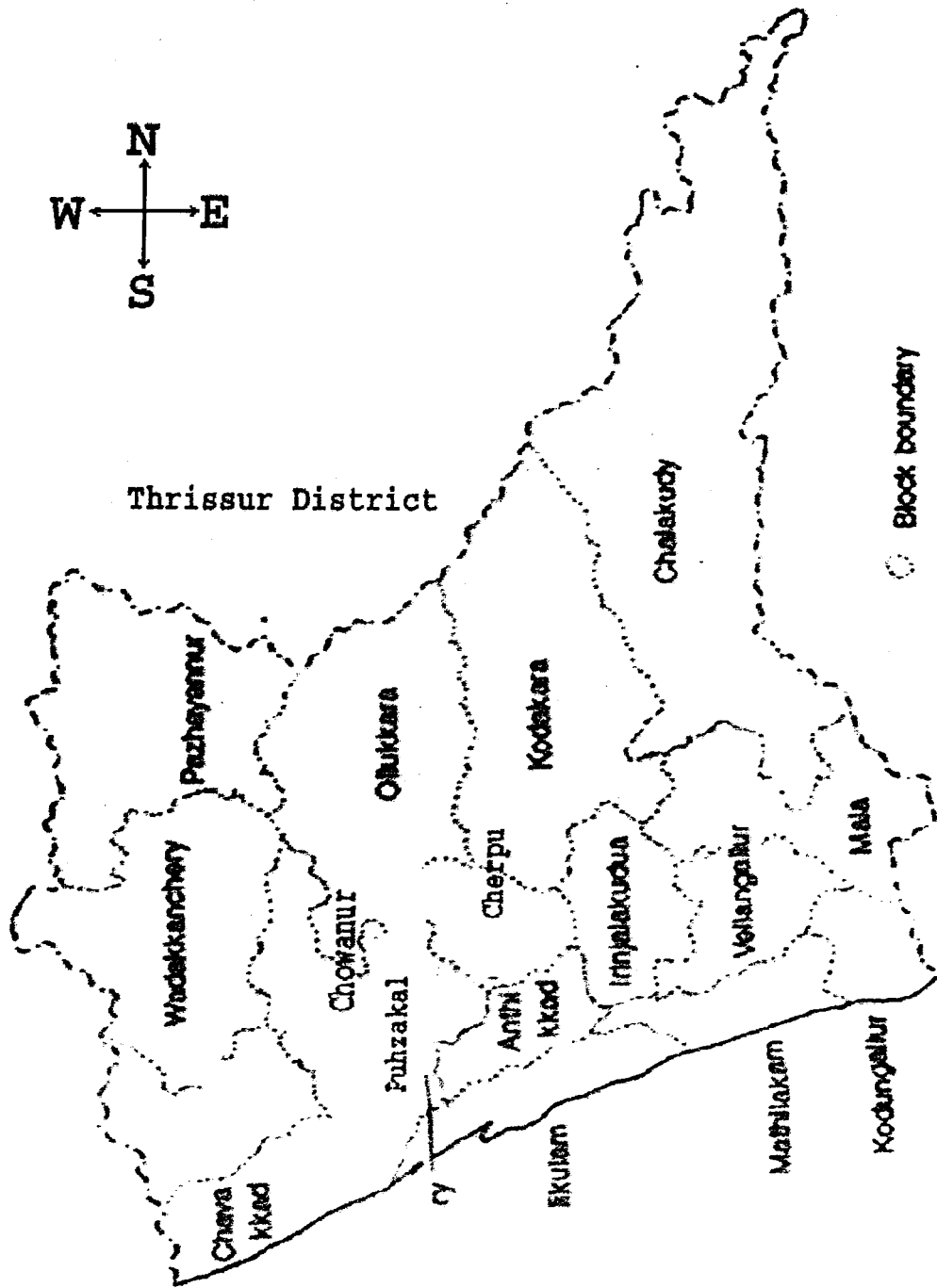
Appendices

APPENDIX - I

PROFILE OF THRISSUR DISTRICT

Thrissur is one of the 14 districts of Kerala. It has a total geographical area of 3032 sq. kms. According to the 1991 census Thrissur district is having a population of 2439543 which includes about 1161675 males and 1277868 females. There are 17 Development Blocks, and 98 panchayats and 209 revenue villages in the district.

Agriculture and allied activities provide the main source of livelihood to the majority of people. The most important crops cultivated in the district are paddy, coconut, arec nut, tapioca, cashew, banana, rubber and pulses. Two major rivers of Kerala, ie, Bharathapuzha and Periyar flows along the Northern and Southern parts of the district. Moreover Thrissur shares 9% of the total coastal area of Kerala State. The total coastal area of Thrissur district is around 54 kms. The neighbouring districts of Thrissur are, Malappuram, Palakkad and Ernakulam.



Map No. (1) Thrissur District

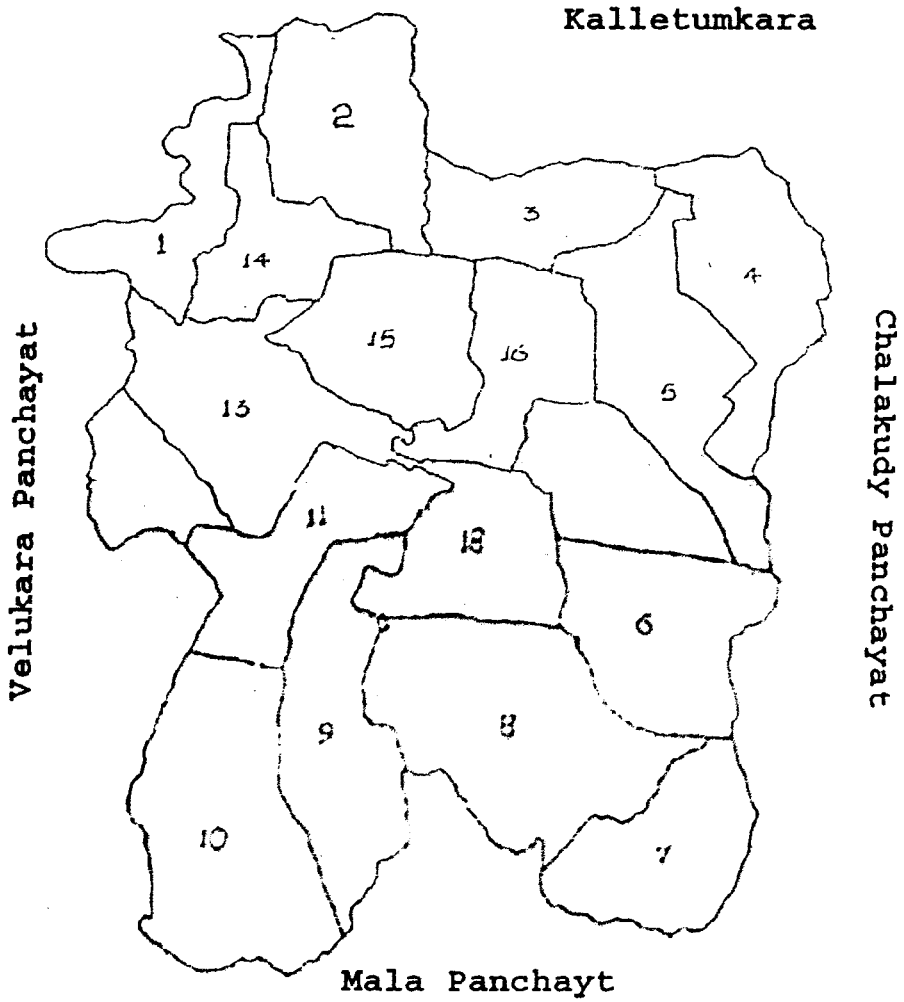
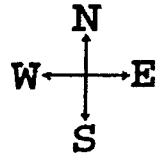
APPENDIX - II

PROFILE OF ALUR PANCHAYAT

Alur panchayat is situated in Mala Development Block of Thrissur District. The panchayat has an area of 34.39 sq. kms. As per the 1991 census, total population of the panchayat is 37456; which includes 18178 males and 19278 females. Before the reorganisation of wards in 2001, Alur panchayat had only 14 wards; and at present there are 18.

The panchayat has three villages viz, Alur, Thazhekad and Kallettumkara. Agriculture is the main occupation of people. The boundaries of the panchayat are, Muriyad panchayat in the north, Chalakudy municipality in the east, Velukkara panchayat in the west and Mala panchayat in the south.

Muriyad Panchayat



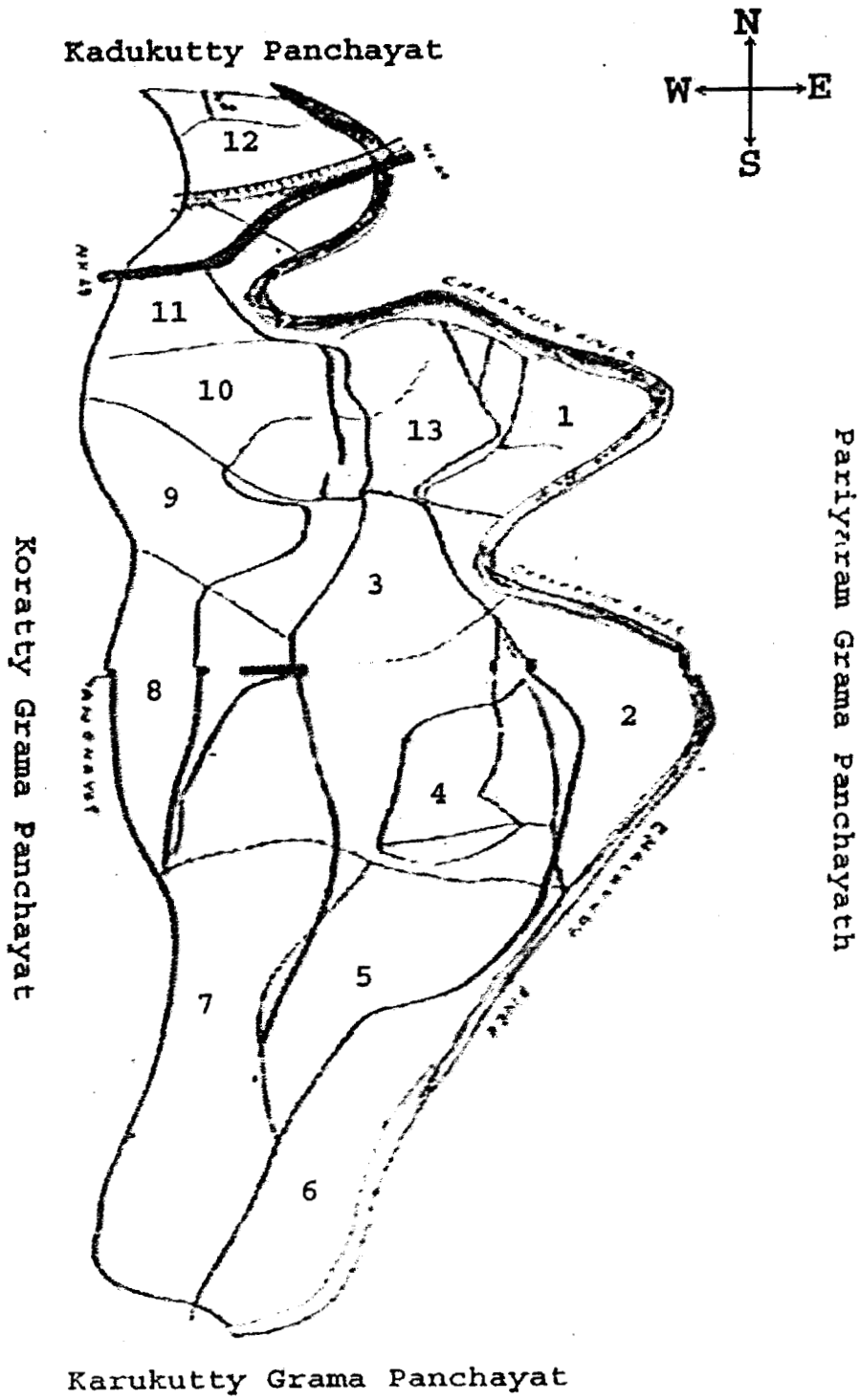
Map No. (2) Alur Grama Panchayath

APPENDIX - III

PROFILE OF MELUR PANCHAYAT

Melur panchayat is located in Chalakudy Development Block of Thrissur District. The total area of the panchayat is 23.06 sq. kms. The total population of the panchayat (1991 census) is 24854, which includes 12 486 males and 12368 females. Before the reorganisation of wards in 2001 the panchayat had only 10 wards and now it has 13 wards.

The panchayat has two villages namely Melur and Muringur Vadakummuri. Agriculture is the main occupation of the people. The four boundaries of the panchayat are Chalakudy river in the north, Karukutty panchayat in the east, kadukutty panchayat in the west and Koratty panchayat in the south.



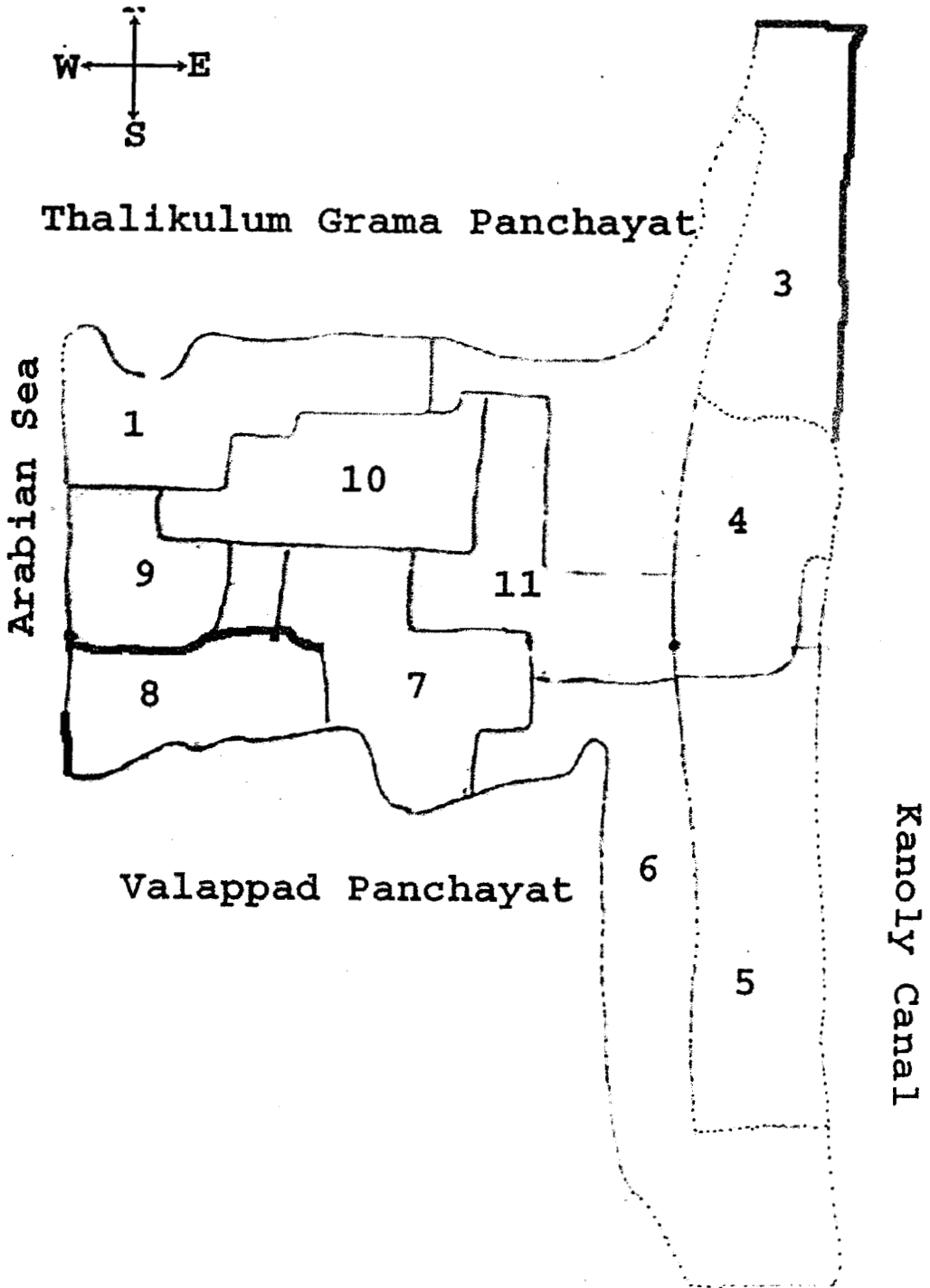
Map No. (3) Melur Grama Panchayat

APPENDIX - IV

PROFILE OF NATTIKA PANCHAYAT

Nattika panchayat is located in Thalikulam Development Block of Thrissur District. The total area of the panchayat is 9.608 sq. kms. According to the 1991 census, the total population of the panchayat is 19192, which includes 9072 males and 10120 females. Before the reorganisation of wards in 2001, the panchayat had only 10 wards and after that it has 11 wards.

The panchayat has only one village namely Nattika. Agriculture and fisheries are the main occupations of the people. The four geographical boundaries of the panchayat are, Puthenthodu, Kalanji thodu, Kanoly Canal in the east, Arabian Sea in the west and Angadi thodu, Kuzhikal Kadavu Road and Valappad panchayat in the west.



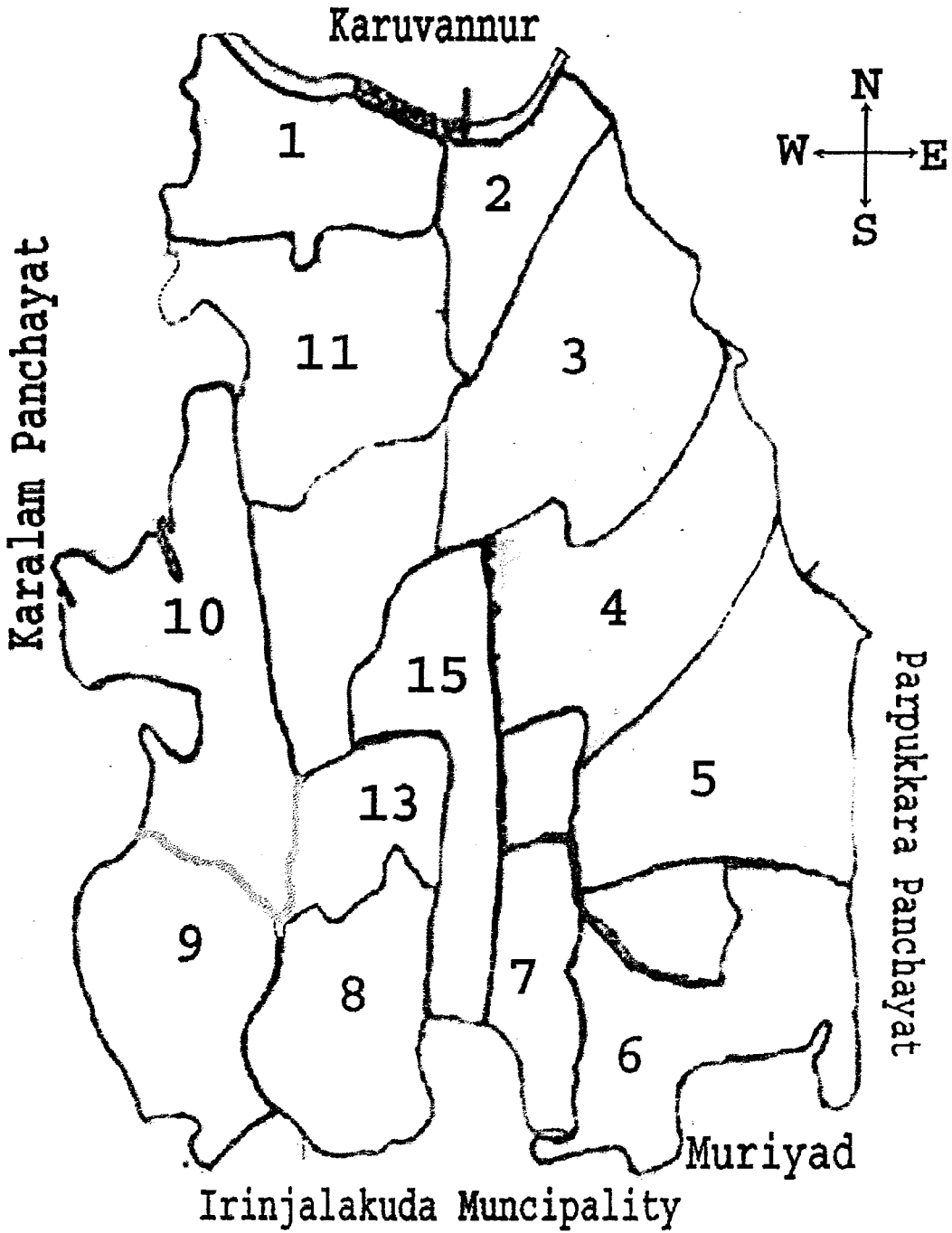
Map No. (4) Nattika Panchayat

APPENDIX - V

PROFILE OF PORATHISSERY PANCHAYAT

Porathissery panchayat is situated in Irinjalakuda development block of Thrissur district. The panchayat has an area of 22.33 sq. kms. The total population of the panchayat (1991 census) is 29018; which includes 13693 males and 15235 females. Before the reorganisation of wards in 2001, the panchayat had only 12 wards and at present there are 15 wards.

The panchayat has three villages, namely, Porathissery, Madaikonam and Irinjalakuda. The main occupation of the people is agriculture. The boundaries of the panchayat are, Karuvannur river in the north, Parappukkara and Muriyad panchayats in the east, Karalam panchayat in the west and Irinjalakuda municipality in the south.



Map No. (5) Porathissery Grama Panchayat

APPENDIX - VI

Table A. 4.1 : Various Government Orders related to the transfer of functions from Government Departments to Village Panchayats.

1.	Ref. No. TP (4) 40258/95/DA dt. 1-12-95 Directorate of agriculture
2.	Ref. G1/7913/93 dt. 28-9-1995 Department of Indian Systems of Medicine Trivandrum
3.	Ref. G.O. (P) 40/95/R.D.D. dt. 28-9-95, Rural Development (F&B) Department
4.	Ref. Circular No. 13005/F-B3/95/R.D.D. dt. 18-12-95 Rural Development (F&B) Department
5.	Ref. No. PL (4) 395 30/94/DP dt. 21-9-95, Director Education
6.	G. O. (M) No. 14/96/DPI dt. 18-1-96, Public Education (I) Department
7.	Ref. ORder No. B. 7-2852/95/GI dt. 27-9-95 Chief Engineer (B & LW) Thiruvananthapuram
8.	G. O. M. S. No. 160/96/AD dt. 28-3-96 Agriculture (Diary Department)
9.	Ref. No. 7016/B1/95/FCSD dt. 6-7-96 Food and Civil Supplies (B) Department
10.	Ref. Order No. D3-5388/94 dt. 28-9-1995, Kerala Fisheries Director
12.	Ref. G. O. (P) 566/95/H.I.E.D. dt. 23-12-95 Health and Family Welfare (M) Department

13.	Ref. Letter No. P1/27811/94/D4 dt. 26-9-95 Director, Homeopathy
14.	G. O. (P) No. 126/96/AD dt. 4-3-1996 Agriculture (Animal Husbandry G-Department)
15.	Ref. No. DA1. 7659/93 dt. 1-1-1996 Scheduled Tribe Development Department
16.	Ref. G.O. (Rt) 1981/96/LBR dt. 22-7-1996 Labour and Rehabilitation (C) Department
17.	Ref. G. O. (Rt) No.71/96 Housing dt. 1-11-96 Housing (C) Department
18.	Ref. Letter No. P1/27811/94/D4 dt. 26-9-95 Director, Homeopathy

Table A. 5.1

GRAMA SABHA PARTICIPATION - ALUR PANCHAYAT IN THE YEAR 1996

	NO:	G.S. PARTICIPATION			VOTERS			% OF PARTICIPATIO IN G.S		
		MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	% MALE	% FEMALE	% TOTAL
WARD 1	I	70	9	79	885	1064	1949	7.91	0.85	4.05
	II	34	19	53	885	1064	1949	3.84	1.79	2.72
	III	108	73	181	885	1064	1949	12.20	6.86	9.29
WARD 2	I	82	7	89	1048	1074	2122	7.82	0.65	4.19
	II	44	7	51	1048	1074	2122	4.20	0.65	2.40
	III	112	28	140	1048	1074	2122	10.69	2.61	6.60
WARD 3	I	105	21	126	941	990	1931	11.16	2.12	6.53
	II	32	20	52	941	990	1931	3.40	2.02	2.69
	III			0	941	990	1931	0.00	0.00	0.00
WARD 4	I	150	21	171	1037	1040	2077	14.46	2.02	8.23
	II	56	10	66	1037	1040	2077	5.40	0.96	3.18
	III	195	25	220	1037	1040	2077	18.80	2.40	10.59
WARD 5	I	64	4	68	949	986	1935	6.74	0.41	3.51
	II	116	57	173	949	986	1935	12.22	5.78	8.94
	III	175	29	204	949	986	1935	18.44	2.94	10.54
WARD 6	I	36	18	54	982	955	1937	3.67	1.88	2.79
	II	44	23	67	982	955	1937	4.48	2.41	3.46
	III	132	19	151	982	955	1937	13.44	1.99	7.80
WARD 7	I	62	24	86	698	762	1460	8.88	3.15	5.89
	II	53	25	78	698	762	1460	7.59	3.28	5.34
	III	125	30	155	698	762	1460	17.91	3.94	10.02
WARD 8	I	82	54	136	896	929	1825	9.15	5.81	7.45
	II	55	0	55	896	929	1825	6.14	0.00	3.01
	III	91	56	147	896	929	1825	10.16	6.03	8.05
WARD 9	I	55	18	73	1087	1113	2200	5.06	1.62	3.32
	II	54	28	82	1087	1113	2200	4.97	2.52	3.73
	III	104	4	108	1087	1113	2200	9.57	0.36	4.91
WARD 10	I	93	11	104	1071	1040	2111	8.68	1.06	4.93
	II	58	13	71	1071	1040	2111	5.42	1.25	3.36
	III	127	28	155	1071	1040	2111	11.86	2.69	7.34
WARD 11	I	50	9	59	1030	1002	2032	4.85	0.90	2.90
	II	40	12	52	1030	1002	2032	3.88	1.20	2.56
	III	102	18	120	1030	1002	2032	9.90	1.80	5.91
WARD 12	I	56	3	59	1050	1106	2156	5.33	0.27	2.74
	II	37	11	48	1050	1106	2156	3.52	0.99	2.23
	III	222	39	261	1050	1106	2156	21.14	3.53	12.11
WARD 13	I			0						
	II			0	1013	953	1966	0.00	0.00	0.00
	III			0			0			
WARD 14	I	65	9	74	891	991	1882	7.30	0.91	3.93
	II	47	23	70	891	991	1882	5.27	2.32	3.72
	III	217	41	258	891	991	1882	24.35	4.14	13.71
Total Voters					38708	40109				

Cont'd.....

GRAMA SABHA PARTICIPATION - ALUR PANCHAYAT IN THE YEAR 2000

	NO:	G.S. PARTICIPATION			VOTERS			% OF PARTICIPATIO IN G.S		
		MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	% MALE	% FEMALE	% TOTAL
WARD 1	I	26	26	52	885	1064	1949	2.94	2.44	2.67
	II	24	17	41	885	1064	1949	2.71	1.60	2.10
	III	94	59	153	885	1064	1949	10.62	5.55	7.85
WARD 2	I	27	19	46	1048	1074	2122	2.58	1.77	2.17
	II	33	34	67	1048	1074	2122	3.15	3.17	3.16
	III	45	43	88	1048	1074	2122	4.29	4.00	4.15
WARD 3	I	55	51	106	941	990	1931	5.84	5.15	5.49
	II	45	74	119	941	990	1931	4.78	7.47	6.16
	III			0	941	990	1931	0.00	0.00	0.00
WARD 4	I	68	47	115	1037	1040	2077	6.56	4.52	5.54
	II	42	64	106	1037	1040	2077	4.05	6.15	5.10
	III			0	1037	1040	2077	0.00	0.00	0.00
WARD 5	I	48	49	97	949	986	1935	5.06	4.97	5.01
	II	48	34	82	949	986	1935	5.06	3.45	4.24
	III	31	43	74	949	986	1935	3.27	4.36	3.82
WARD 6	I	47	59	106	982	955	1937	4.79	6.18	5.47
	II	56	37	93	982	955	1937	5.70	3.87	4.80
	III	37	41	78	982	955	1937	3.77	4.29	4.03
WARD 7	I	44	13	57	698	762	1460	6.30	1.71	3.90
	II	31	26	57	698	762	1460	4.44	3.41	3.90
	III	24	54	58	698	762	1460	3.44	4.40	3.97
WARD 8	I	32	52	84	896	929	1825	3.57	5.60	4.60
	II	60	35	95	896	929	1825	6.70	3.77	5.21
	III	81	56	137	896	929	1825	9.04	6.03	7.51
WARD 9	I	59	40	99	1087	1113	2200	5.43	3.59	4.50
	II	63	38	101	1087	1113	2200	5.80	3.41	4.59
	III	76	77	153	1087	1113	2200	6.99	6.92	6.95
WARD 10	I	23	13	36	1071	1040	2111	2.15	1.25	1.71
	II	42	26	68	1071	1040	2111	3.92	2.50	3.22
	III	28	24	52	1071	1040	2111	2.61	2.31	2.46
WARD 11	I	24	27	51	1030	1002	2032	2.33	2.69	2.51
	II	46	32	78	1030	1002	2032	4.47	3.19	3.84
	III	64	59	123	1030	1002	2032	6.21	5.89	6.05
WARD 12	I	43	18	61	1050	1106	2156	4.10	1.63	2.83
	II	61	42	103	1050	1106	2156	5.81	3.80	4.78
	III	68	37	105	1050	1106	2156	6.48	3.35	4.87
WARD 13	I	61	41	102	1013	953	1966	6.02	4.30	5.19
	II	49	28	77	1013	953	1966	4.84	2.94	3.92
	III	74	73	147	1013	953	1966	7.31	7.66	7.48
WARD 14	I	75	35	110	891	991	1882	8.42	3.53	5.84
	II	57	43	100	891	991	1882	6.40	4.34	5.31
	III	83	80	163	891	991	1882	9.32	8.07	8.66
Total Voters					40734	42015				

GRAMA SABHA PARTICIPATION - MELUR PANCHAYAT IN THE YEAR 1996

	No:	G.S. PARTICIPATION			VOTERS			% OF PARTICIPATIO IN G.S		
		MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	% MALE	% FEMALE	% TOTAL
WARD 1	No Record			0	777	757	1534	0.00	0.00	0.00
WARD 2	No Record			0	715	856	1571	0.00	0.00	0.00
WARD 3	I	146	29	175	733	768	1501	19.92	3.78	11.66
WARD 4	I	87	20	107	1099	1027	2126	7.92	1.95	5.03
WARD 5	I	61	6	67	927	1018	1945	6.58	0.59	3.44
WARD 6	I	55	19	74	964	960	1924	5.71	1.98	3.85
WARD 7	I	103	17	120	852	872	1724	12.09	1.95	6.96
WARD 8	I	76	7	83	917	873	1790	8.29	0.80	4.64
WARD 9	I	54	5	59	740	743	1483	7.30	0.67	3.98
WARD 10	I	146	86	232	898	868	1766	16.26	9.91	13.14
Total Voters					8622	8742				

GRAMA SABHA PARTICIPATION - MELUR PANCHAYAT IN THE YEAR 2000

WARD 1	I	74	68	142	777	757	1534	9.52	8.98	9.26
WARD 2	I	32	17	49	715	856	1571	4.48	1.99	3.12
	II	32	30	62	715	856	1571	4.48	3.50	3.95
WARD 3	I	28	32	60	733	768	1501	3.82	4.17	4.00
	II	39	79	118	733	768	1501	5.32	10.29	7.86
WARD 4	I	94	31	125	1099	1027	2126	8.55	3.02	5.88
WARD 5	I	45	51	96	927	1018	1945	4.85	5.01	4.94
	II	57	73	130	927	1018	1945	6.15	7.17	6.68
WARD 6	I	47	31	78	964	960	1924	4.88	3.23	4.05
	II	26	36	62	964	960	1924	2.70	3.75	3.22
WARD 7	I	33	45	78	852	872	1724	3.87	5.16	4.52
	II	29	27	56	852	872	1724	3.40	3.10	3.25
WARD 8	I	39	31	70	917	873	1790	4.25	3.55	3.91
	II	26	3	29	917	873	1790	2.84	0.34	1.62
WARD 9	I	No Record								
	II	No Record								
WARD 10	I	35	95	130	898	868	1766	3.90	10.94	7.36
	II	105	36	141	898	868	1766	11.69	4.15	7.98
Total Voters					13888	14214				

Contd.....

GRAMA SABHA PARTICIPATION - NATTIKA PANCHAYAT IN THE YEAR 1996

	NO:	G.S. PARTICIPATION			VOTERS			% OF PARTICIPATIO IN G.S		
		MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	% MALE	% FEMALE	% TOTAL
WARD 1	I	29	0	29	682	929	1611	4.25	0.00	1.80
	II	110	57	167	682	929	1611	16.13	6.14	10.37
	III	106	62	168	682	929	1611	15.54	6.67	10.43
WARD 2	No record			0	597	944	1541	0.00	0.00	0.00
WARD 3	No record			0	599	693	1292	0.00	0.00	0.00
WARD 4	No record			0	633	779	1412	0.00	0.00	0.00
	No record			0	633	779	1412	0.00	0.00	0.00
WARD 5	III	74	41	115	633	779	1412	11.69	5.26	8.14
	No record			0	671	637	1308	0.00	0.00	0.00
WARD 6	I	67	12	79	532	671	1203	12.59	1.79	6.57
	II	92	22	114	532	671	1203	17.29	3.28	9.48
WARD 7	No record			0	847	921	1768	0.00	0.00	0.00
WARD 8	I	89	3	92	492	709	1201	18.09	0.42	7.66
	II	98	32	130	492	709	1201	19.92	4.51	10.82
	III	61	8	69	492	709	1201	12.40	1.13	5.75
WARD 9	I	60	20	80	596	715	1311	10.07	2.80	6.10
	II	154	36	190	596	715	1311	25.84	5.03	14.49
WARD 10	I	61	15	76	750	818	1568	8.13	1.83	4.85
	II	83	37	120	750	818	1568	11.07	4.52	7.65
Total Voters					11891	14854				

Contd.....

GRAMA SABHA PARTICIPATION - NATTIKA PANCHAYAT IN THE YEAR 2000

NO:	G.S. PARTICIPATION			VOTERS			% OF PARTICIPATIO IN G.S			
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	% MALE	% FEMALE	% TOTAL	
WARD 1	I	70	197	267	682	921	1603	10.26	21.39	16.66
	II	148	67	215	682	921	1603	21.70	7.27	13.41
WARD 2	I	129	67	196	597	944	1541	21.61	7.10	12.72
	II	92	84	176	597	944	1541	15.41	8.90	11.42
WARD 3	I	71	87	158	599	693	1292	11.85	12.55	12.23
	II	76	99	175	599	693	1292	12.69	14.29	13.54
WARD 4	I	91	56	147	633	779	1412	14.38	7.19	10.41
	II	110	107	217	633	779	1412	17.38	13.74	15.37
WARD 5	I	90	61	151	671	637	1308	13.41	9.58	11.54
	II	93	63	156	671	637	1308	13.86	9.89	11.93
WARD 6	I	77	74	151	532	671	1203	14.47	11.03	12.55
	II	111	45	156	532	671	1203	20.86	6.71	12.97
WARD 7	I	114	60	174	847	921	1768	13.46	6.51	9.84
	II	141	42	183	847	921	1768	16.65	4.56	10.35
WARD 8	I	74	24	98	492	709	1201	15.04	3.39	8.16
	II	74	73	147	492	709	1201	15.04	10.30	12.24
WARD 9	I	95	38	133	596	715	1311	15.94	5.31	10.14
	II	88	47	135	596	715	1311	14.77	6.57	10.30
WARD 10	I	65	34	99	750	818	1568	8.67	4.16	6.31
	II	115	35	150	750	818	1568	15.33	4.28	9.57
Total Voters					12798	15616				

GRAMA SABHA PARTICIPATION - PORATHISSERY PANCHAYAT IN THE YEAR 1996

	No:	G.S. PARTICIPATION			VOTERS			% OF PARTICIPATIO IN G.S		
		MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	% MALE	% FEMALE	% TOTAL
WARD 1	I	74	6	80	754	894	1648	9.81	0.67	4.85
WARD 2	I	40	19	59	720	829	1549	5.56	2.29	3.81
WARD 3	I	49	5	54	910	1067	1977	5.38	0.47	2.73
WARD 4	I	86	16	102	764	847	1611	11.26	1.89	6.33
WARD 5	I	94	13	107	847	1020	1867	11.10	1.27	5.73
WARD 6	I	66	13	79	882	985	1867	7.48	1.32	4.23
WARD 7	I	91	14	105	632	749	1381	14.40	1.87	7.60
WARD 8	I	47	6	53	909	951	1860	5.17	0.63	2.85
WARD 9	I	40	26	66	846	935	1781	4.73	2.78	3.71
WARD 10	I	79	28	107	825	905	1730	9.58	3.09	6.18
WARD 11	I	70	21	91	834	938	1772	8.39	2.24	5.14
WARD 12	I	33	30	63	977	1063	2040	3.38	2.82	3.09
Total Voters					9900	11183				

GRAMA SABHA PARTICIPATION - PORATHISSERY PANCHAYAT IN THE YEAR 2000

WARD 1	I	77	25	102	754	894	1648	10.21	2.80	6.19
	II	56	30	86	754	894	1648	7.43	3.36	5.22
WARD 2	I	31	16	47	720	879	1599	4.31	1.82	2.94
	II	80	50	130	720	879	1599	11.11	5.69	8.13
WARD 3	I	72	17	89	910	1067	1977	7.91	1.59	4.50
	II	54	30	84	910	1067	1977	5.93	2.81	4.25
WARD 4	I	65	47	112	764	847	1611	8.51	5.55	6.95
	II	53	63	116	764	847	1611	6.94	7.44	7.20
WARD 5	I	83	44	127	847	1020	1867	9.80	4.31	6.80
	II	No Records								
WARD 6	I	54	35	89	882	985	1867	6.12	3.55	4.77
	II	81	42	123	882	985	1867	9.18	4.26	6.59
WARD 7	I	63	27	90	632	749	1381	9.97	3.60	6.52
	II	73	13	86	632	749	1381	11.55	1.74	6.23
WARD 8	I	36	32	68	909	951	1860	3.96	3.36	3.66
	II	41	61	102	909	951	1860	4.51	6.41	5.48
WARD 9	I	No Record								
	II	No Record								
WARD 10	I	28	22	50	825	905	1730	3.39	2.43	2.89
	II	79	37	116	825	905	1730	9.58	4.09	6.71
WARD 11	I	60	28	88	834	938	1772	7.19	2.99	4.97
	II	65	47	112	834	938	1772	7.79	5.01	6.32
WARD 12	I	53	37	90	977	1063	2040	5.42	3.48	4.41
	II	46	30	76	977	1063	2040	4.71	2.82	3.73
Total Voters					17261	19576				

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APPENDIX - VIII

Table A. 6.1 : Evaluation of social sector projects and the completion, spillover and droppage ratios of projects in the four panchayats, Alur (AL), Melur (ML), Nattika (NT) and Porathissery (PT) during the period 1st April 97 to 31st March 2001

Sector	Projects	Completed	Spillover	Dropped	Total
D	Tiller-Farmer's Samithi (AL)	1	0	0	1
	Sprayer (ML), (NT)	1	1	0	2
	Petty Para - Motor Shed (PT)	1	1	0	2
	Intensive Paddy Cultivate (PT)	2	0	0	2
	Motor, Pumpset farmers (PT)	1	1	0	2
	Pynkilikayal group farming (PT)	0	1	0	1
	Deepening of Thodu (PT)	0	0	1	1
	Motor Pumpset (PT)	1	0	0	1
	Chitravalli Motor Pumpset PT)	1	0	0	1
	Watershed Development (PT)	1	0	0	1
Total		9 (64.29*)	4 (28.57)	1 (7.14)	14
E	Popular fish cultivation (NT)	0	1	0	1
	Cow protection camp (PT)	1	0	0	1
	Cattle pound (ML)	0	1	0	1
Total		1 (33.33)	2 (66.67)	0 (0.00)	3
F		0	0	0	0
D E F Total		10 (58.82)	6 (35.29)	1 (5.89)	17
J	Bund (AL, PT)	8	9	10	27
	Public Well (AL, NT)	11	1	0	12
	Chira (AL, ML)	1	1	3	5
	Public Pond (AL, NT)	6	18	5	29
	Thodu protection (NT, AL)	2	5	3	10
	Padam (AL)	1	0	2	3
	Tractor (AL)	0	1	0	1
	Lift Irrigation scheme (AL,ML)	3	14	2	19
	Canal protection (AL, ML, PT)	1	3	1	5
	Mechanisation of Paddy - Cultivation (PT)	0	0	2	2
	Bank account for paddy farmers (PT)	0	0	1	1

	Kadavu (ML)	1	0	0	1
	Total	34 (29.56)	52 (45.17)	29 (22.27)	115
K		0	0	0	0
L		0	0	0	0
	JKL Total	34 (29.56)	52 (45.17)	29 (22.27)	115
N	Industrial Trade festival (NT)	3	0	0	3
	Total	3 (100.00)	0	0	3
P	Women marketing co-op. society (NT)	1	0	0	1
	Women small scale industry (NT)	0	0	1	1
	Fish market (NT)	0	1	0	1
	Fish processing unit (NT)	0	1	0	1
	Mini industrial estate (AL, ML)	1	1	1	3
	Main industrial estate, Kannikara (AL)	0	1	0	1
	Land-industrial estate (AL)	1	0	0	1
	Land for industrial estate 4,5,6 ward (AL)	1	0	0	1
	Agricultural tools workshop (AL)	0	1	0	1
	Expansion of Pappad production unit (AL)	0	0	1	1
	Milk products bunk (AL)	0	1	0	1
	Panchayath snack centre (AL)	0	1	0	1
	Auto for flour mills (AL)	0	1	0	1
	Copound wall industrial estate (AL)	0	1	0	1
	Furniture book binding press (AL)	1	0	0	1
	Wiring the building of readymade centre (AL)	1	0	0	1
	SC job training centre (ML)	0	1	1	2
	SC - handicraft production (ML)	0	0	1	1
	Women cooperative unit (ML)	0	1	0	1
	Umbrella production (ML)	0	1	0	1
	SC industrial training centre (ML)	0	1	0	1
	Total	5 (20.83)	14 (58.34)	5 (20.83)	24
R	Stipend and Honararium to Apprentice and engineering trainees (NT, ML)	5	0	0	5
	Computer training SC and others (NT, PT, ML)	2	1	0	3
	SC tuition centre (ML)	0	1	1	2

Vacation class (NT)	1	0	0	1
Talent test (ML)	2	0	0	2
General Valuation of answer papers (ML)	1	0	0	1
Enhancement of learning standards (ML)	0	0	1	1
Kerala Festival (PT, AL, NT)	4	0	0	4
Neighbourhood group conscientisation (NT)	2	0	0	2
Women empowerment (AL)	0	1	0	1
Women conscientisation (NT)	1	1	1	3
Womens cultural centre (ML)	0	1	0	1
Widow's welfare (PT)	1	0	0	1
Thatching of Anganwadi (NT)	1	2	0	3
Salary, Allowance for Anganwadi workers (NT)	3	1	0	4
Nutrition programme (AL)	1	0	0	1
Mat distribution (ML)	1	0	0	1
Health Education (NT)	2	0	0	2
Free Medical camp (AL)	0	1	0	1
Eradication of blindness (AL)	1	0	0	1
School health club (NT, AL)	1	1	0	2
Waste disposal and Eradication of mosquito and Village sanitation (NT, PT)	5	3	2	10
Football coaching camp, Youth welfare, physical training and arts & sports club, Sports training (ML, NT, AL)	8	4	1	13
Swimming pool (AL)	1	0	0	1
Panchayath play ground (AL)	0	0	1	1
Souvanir (NT)	1	0	0	1
Assistance for TRYSEM beneficiaries (NT)	0	1	0	1
Panchayat library book (NT)	1	0	0	1
People's news board (ML)	0	1	0	1
Library books (NT, PT, ML)	3	0	0	3
Trysem Assistance (PT)	1	0	0	1
Award for SSLC students (PT)	0	0	1	1
Education art and culture (PT)	0	1	0	1
Literary workshop (AL)	0	1	1	2
Fine arts promotion (ML)	0	0	1	1

	Moorkanad public library (PT)	0	1	0	1
	Expansion of H.S. Library (PT)	1	0	0	1
	Donation to Dist. blood Bank (AL, ML)	2	0	0	2
	TV Auditorium and open stage (AL)	0	2	0	2
	Herbs cultivation for Ayurveda Hospital (AL)	0	1	0	1
	School Environment club (AL)	1	0	0	1
	L. P. School students workshop (AL)	1	0	0	1
	Reading corner (AL)	1	0	0	1
	Improvement of Pre-primary education (AL)	1	1	1	3
	Study tools (AL)	0	1	0	1
	Childrens arts festival (AL)	0	1	0	1
	Total	56 (58.94)	28 (29.48)	11 (11.58)	95
T	Grant for club and library (NT, AL)	5	2	0	7
	Grant for mahila samajam (AL)	0	1	0	1
	Renovation of library (ML)	1	0	0	1
	Grant for pur. of lib. books (AL)	1	0	0	1
	Environment club (AL)	1	0	0	1
	Library development (AL)	1	0	0	1
	Labour contract society (AL)	1	0	0	1
	Mike set & curtain (AL)	1	0	0	1
	Socio-eco survey (AL)	1	0	0	1
	Protection of mother and child (AL)	1	0	0	1
	Monitoring (NT, AL, PT, ML)	3	7	0	10
	Maintenance of 1 lakh colony (PT)	0	1	0	1
	Maintenance of boyen colony (PT)	0	1	0	1
	Latrine boyen colony (PT)	1	0	0	1
	Public latrine (PT)	0	1	0	1
	Karuvannur public toilet (PT)	0	0	1	1
	Anert scheme (PT)	0	1	0	1
	Hand pump (NT)	0	1	0	1
	Tour clinic (PT)	1	0	0	1
	Sports centre (ML)	0	1	0	1
	Information centre (NT)	0	1	0	1
	Information technology (NT)	0	1	0	1
	Resource mapping (PT, ML)	1	1	2	4
	Preparation for panchayat office computerisation (PT)	1	0	0	1

T.V. set SC colony (PT)	0	1	0	1
P. H. C. well (PT)	0	1	0	1
Tube well (ML)	1	0	0	1
Planning (ML)	0	2	0	2
Drinking water (ML, AL, PT, NT)	4	11	2	17
Pipeline Extention (PT)	0	1	0	1
Total	25 (38.46)	35 (53.84)	5 (7.7)	65
X Line extention & street light				
(AL, ML, NT, PT)	19	10	4	33
Colony Electrification (AL, ML, NT, PT)	3	1	5	9
Sodium vapour lamp (NT)	2	0	0	2
Fluresent lamp (ML)	0	1	0	1
Redressal of Voltage scarcity (ML)	1	0	0	1
Bund line Extention (PT)	0	2	0	2
Burial ground protection (NT, ML, AL, ML)	2	5	1	8
Play ground protection (ML)	0	0	1	1
Construction volleyball court (NT)	0	1	0	1
Repair of Puthenthodu (NT)	0	1	0	1
Sub treasury facilities (NT)	1	0	0	1
Culvert (AL, NT)	0	3	0	3
Construction of canal (NT, AL)	3	0	0	3
Side works of canal (PT)	0	1	0	1
Mahila samajam building (AL)	0	1	0	1
Homeo dispensary (AL)	1	0	0	1
Land for powerloom society (PT)	0	0	1	1
Village office building (AL)	0	1	0	1
Well-Thaliyakonam colony (PT)	0	1	0	1
Women cooperative society (PT)	0	0	1	1
Maintenance of water scheme (NT)	1	0	0	1
Pipeline extention (ML)	7	7	1	15
Ayurveda dispensary (ML)	0	0	1	1
Bldg. Ayurveda dispensary (AL)	0	1	0	1
Mother & child care centre (ML)	0	1	0	1
Protection of Kadavu (PT)	0	0	1	1
Community hall Panjapilly (AL)	1	0	0	1
Shopping complex (ML)	0	0	1	1
Mini community hall (NT)	0	3	0	3

Fisheries high school (NT)	1	0	0	1
Land for G.F.L.P.S. (NT)	0	1	0	1
Govt. Fisheries H.S. Bldg. (NT)	0	1	0	1
Urineshed G.F.L.P.S. (NT)	1	0	0	1
Building for Govt. F.L.P.S. (NT)	1	0	0	1
Cultural centre Pulani (ML)	0	0	1	1
Pond side wall (NT)	1	2	0	3
Public market (PT)	0	0	1	1
Evening market (AL)	0	1	0	1
Alur market development (AL)	1	0	0	1
Kallettumkara market (AL)	1	0	0	1
Kallettumkara Market compound wall (AL)	0	1	0	1
Land for body bldg. workshop (AL)	1	0	0	1
Conservation of energy (AL)	1	0	0	1
Platform for public well(NT)	0	1	0	1
Waste pit (ML)	0	1	0	1
Mass education programme (PT)	0	0	1	1
Chira side wall Porathisery (PT)	1	1	0	2
Chathan Master school Stage (PT)	0	1	0	1
Open stage (AL)	1	0	0	1
Theera Jyothi (NT)	0	1	0	1
Furniture for Library (ML)	2	0	0	2
Krishibhavan hall and office building (ML)	0	0	2	2
SC Colony development (ML, NT, PT)	2	9	0	11
Panchayat office photocopy machine (ML)	0	1	0	1
Maintenance of panchayat office & extension (NT,ML,AL,PT)	2	2	1	5
Conference hall (AL, PT, ML)	1	1	1	3
New panchayat office (PT)	0	1	0	1
Furniture panchayat office (PT)	0	0	1	1
Maintenance of Veterinary Hospital (AL, NT, ML, PT)	1	3	1	5
Veterinary sub centre (AL)	0	2	0	2
Furniture for vet. hospital (PT)	0	1	1	2
Sidewall vet. hospital (PT)	1	0	0	1
Road tarring & metalling (AL, ML, NT, PT)	10	26	0	36
Road side work (NT)	3	3	0	6

Bustand rearranging (NT)	1	0	0	1
Road maintenance & protection (AL, ML, NT, PT)	3	19	0	22
Road solling (NT)	0	2	0	2
South bund road extension (PT)	0	0	3	3
Road (AL, ML, NT, PT)	47	38	6	91
Land for Anganwadi (AL,ML,NT,PT)	2	4	1	7
Boundary wall anganwadi (NT)	0	2	0	2
Land for Anganwadi				
Pre-primary building (NT)	0	1	0	1
Building - Anganwadi (AL, ML, NT, PT)	1	5	0	6
Maintenance Anganwadi (ML,NT)	1	3	0	4
Plot for ICDP (ML)	0	0	1	1
Building for ICDP (AL, ML, PT)	0	2	3	5
PHC - furniture (NT, PT)	2	1	0	3
Bldg. PHC sub centre (NT)	1	2	0	3
Doctors quarters PHC (NT)	1	2	0	3
Boundary wall PHC Sub centre (NT)	0	1	0	1
Pallinada health centre (ML)	0	1	0	1
Repair, Pulani PHC (ML)	0	1	0	1
Pulani Hospital maintenance(ML)	0	1	0	1
Pulani PHC and OP development and maintenance (ML)	0	3	0	3
Health cente Pulani	0	1	0	1
PHC extension (ML)	1	0	1	2
1, 2 ward sub centre maintenance (PT)	0	0	1	1
PHC repairs & maintenance(PT)	0	2	0	2
Protection of old PHC (PT)	0	0	1	1
PHC sub centre 3 wards (AL)	3	0	0	3
Land for PHC sub centre (AL)	0	1	0	1
PHC Payyapilly (ML)	0	1	0	1
PH sub centre Alur	0	1	0	1
Total	136 (36.27)	195 (52.00)	44 (11.73)	376

* The figure in the bracket shows the corresponding percentage

Source : Plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery Panchayats (1997-2001)

APPENDIX - IX

Table A.6.2 Evaluation social sector projects and the analysis of reasons for spillover of social projects in the four panchayats (Alur, Melur, Nattika and Porathissery) during the period 1st April 97 to 31st March 2001

	Reasons																									
	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	GD	VL	SL	PM	LP	
D Tiller-Farmer's Samithi (AL)	1	0																								
Sprager (ML), (NT)	2	1	1																							
Petty Para - Motor Shed (PT)	2	1				1																				
Intensive Paddy Cultivate(PT)	2	0																								
Motor, Pumpset farmers (PT)	2	1												1												
Pynkilikayal group farming	1	1				1																				
Deepening of Thodu (PT)	1	0																								
Motor Pumpset	1	0																								
Chitravalli Motor Pumpset	1	0																								
Watershed Development	1	0																								
Total	14	4	1																							
		(28.57*)																								
E Popular fish cultivation (NT)	1	1																								
Cow protection camp (PT)	1	0																								
Cattle pound (ML)	1	1																								
Total	3	2																								
		66.67																								
F	0	0																								
D E F Total	17	6																								

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	GD	VL	SL	PM	LP	
J Bund (AL, PT)	27	9	4												5											
Public Well (AL, NT)	12	1													1											
Chira (AL, ML)	5	1																								
Public Pond (AL, NT)	29	18	1			1									10								1			
Thodu protection (NT, AL))	10	5	3																				6			
Padam (AL)	3	0																								
Tractor (AL)	1	1	1																							
Lift Irrigation scheme (AL,ML)	19	14	4														1									
Canal protection (AL,ML,PT)	5	3	1																							
Mechanisation of Paddy																										
Cultivation (PT)	2	0																								
Bank account for																										
paddy farmers (PT)	1	0																								
Kadavu (ML)	1	0																								
Total	115	52																								
Percentage- 100		(45.17)																								
K	0	0																								
L	0	0																								
JKL Total	115	52																								
		(45.17)																								

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Industrial Trade festival (NT)	3	0																									
Total	3	0																									
Women marketing co-op.																											
Society (NT)	1	0																									
Women small scale																											
Industry (NT)	1	0																									
Fish market (NT)	1	1																									
Fish processing unit (NT)	1	1																							1		
Mini industrial estate (AL,ML)	3	1				1																1					
Mini industrial estate,																											
Annikara (AL)	1	1																									
Land-industrial estate (AL)	1	0																						1			
Land for industrial estate																											
5,6 ward (AL)	1	0																									
Agricultural tools																											
Workshop (AL)	1	1																									
Expansion of Pappad																										1	
Production unit (AL)	1	0																									
Milk products bunk (AL)	1	1																									
Snack centre (AL)	1	1																								1	
Land for floor mills (AL)	1	1																							1		
Compound wall																										1	
Industrial estate (AL)	1	1																						1			

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Furniture book binding press (AL)	1	0																									
Wiring the building of readymade centre (AL)	1	0																									
SC job training centre (ML)	2	1				1																					
SC - handicraft production (ML)	1	0																									
Women cooperative unit (ML)	1	1																			1						
Umbrella production (ML)	1	1																								1	
SC industrial training centre (ML)	1	1				1																					
Total	24	14																									
	(58.34)																										
Stipend and Honarium to Apprentice and engineering trainees (NT, ML)	5	0																									
Computer training SC and others (NT, PT, ML)	3	1																								1	
SC tuition centre (ML)	2	1				1																					
Vacation class (NT)	1	0																									
Talent test (ML)	2	0																									
General Valuation of answer papers (ML)	1	0																									
Enhancement of learning standards (ML)	1	0																									

Contd.....

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Kerala Festival (PT, AL, NT)	4	0																									
Neighbourhood group conscientisation (NT)	2	0																									
Women empowerment (AL)	1	1																							1		
Women conscientisation (NT)	3	1																							1		
Womens cultural centre (ML)	1	1														1											
Widow's welfare (PT)	1	0																									
Thatching of Anganwadi (NT)	3	2				2																					
Salary Allowance for Anganwadi workers (NT)	4	1	1																								
Nutrition programme (AL)	1	0																									
Mat distribution (ML)	1	0																									
Health Education (NT)	2	0																									
Free Medi camp (AL)	1	1	1																								
Eradication of blindness (AL)	1	0																									
School health club (NT, AL)	1	1																									
Waste disposal and Eradication of mosquito and Village sanitation (NT, PT)	10	3																								3	
Football coaching camp, Youth welfare, physical training and Sports training (ML, NT, AL)	13	4	4																								
Swimming pool (AL)	1	0																									

Contd.....

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Panchayat playground (AL)	1	0																									
Souvanir (NT)	1	0																									
Assistance for try beneficiaries (NT)	1	1																							1		
Panchayat library book (NT)	1	0																									
People's news board (ML)	1	1																							1		
Library books (NT, PT, ML)	3	0																									
Trysem Assistance (PT)	1	0																									
Award for SSLC students (PT)	1	0																									
Education art and culture (PT)	1	1	1																								
Literacy workshop (AL)	2	1														1											
Fine arts promotion (ML)	1	0																									
Moorkanad public library (PT)	1	1	1																								
Expansion of H.S. Library (PT)	1	0																									
Donation to Dist. blood Bank (AL, ML)	2	0																									
T.V. Auditorium and open stage roof (AL)	2	2				2																					
Herbs cultivation for Ayurveda Hospital (AL)	1	1				1																					
Environment club (AL)	1	0																									
L. P. School students workshop (AL)	1	0																									

Contd....

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP	
Reading cordner (AL)	1	0																										
Improvement of Pre-primary education (AL)	3	1	1																									
Study tools (AL)	1	1	1																									
Childrens arts festival (AL)	1	1	1																									
Total	95	28																										
	(29.48)																											
Grant for club abd library (NT, AL)	7	2	2																									
Grant for mahila samajam (AL)	1	1																								1		
Rennovation of library (ML)	1	0																										
Grant for pur. of lib. books (AL)	1	0																										
Environment club (AL)	1	0																										
Library development (AL)	1	0																										
Labour contract society (AL)	1	0																										
Mike set & curtain (AL)	1	0																										
Socio-eco survey (AL)	1	0																										
Protection of mother and child (AL)	1	0																										
Monitoring (NT, AL, PT, ML)	10	7																										
Maintenance of one lakh colony (PT)	1	1				1																						
Maintenance of boyen colony (PT)	1	1				1																						
Latrine boyen colony (PT)	1	0																										

Contd.....

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Public latrine (PT)	1	1				1																					
Karuvannur public toilet (PT)	1	0																									
Anert scheme (PT)	1	1																							1		
Hand pump (NT)	1	1																							1		
Tour clinic (PT)	1	0																									
Sports centre (ML)	1	1	1																								
Information centre (NT)	1	1	1																								
Information technology (NT)	1	1	1																								
Resource mapping (PT, ML)	4	1															1										
Preparation for panchayat office computerisation (PT)	1	0																									
T.V. set SC colony (PT)	1	1				1																					
P. H. C. well (PT)	1	1				1																					
Tube well (ML)	1	0																									
Planning (ML)	2	2															2										
Drinking water (ML, AL, PT, NT)	17	11	2			5																			4		
Pipeline Extention (PT)	1	1											1														
Total	65	35																									
	(53.84)																										
Line extention & street light (AL, ML, NT, PT)	33	10										10															

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP	
Colony Electrification (AL, ML, NT, PT)	9	1										1																
Sodium vapour lamp (NT)	2	0																										
Fluresent lamp (ML)	1	1	1																									
Redressal of Voltage scarcity (ML)	1	0																										
Bund line Extention (PT)	2	2				1			1																			
Burial ground protection (NT, ML, AL, ML)	8	5				5																						
Play ground protection (ML)	1	0																										
Construction volley ball court(NT)	1	1				1																						
Repair of Puthenthodu (NT)	1	1				1																						
Sub treasury facilities (NT)	1	0																										
Culvert (AL, NT)	1	3				3																						
Construction of canal (NT, AL)	3	0																										
Side works of canal (PT)	1	1				1																						
Mahila samajam building (AL)	1	1				1																						
Homeo dispensary (AL)	1	0																										
Land for powerloom society (PT)	1	0																										
Village office building (AL)	1	1																										
Well-Thaliyakonam colony (PT)	1	1				1																		1				

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Women cooperative society (PT)	1	0																									
Maintenance of water scheme (NT)	1	0																									
Pipeline extention (ML)	15	7											7														
Ayurveda dispensary (ML)	1	0																									
Bldg. Ayurveda dispensary (AL)	1	1																									
Mother & child care centre (ML)	1	1																							1		
Protection of Kadavu (PT)	1	0																							1		
Community hall Panjapilly (AL)	1	0																									
Shopping complex (ML)	1	0																									
Mini community hall (NT)	3	3	2			1																					
Fisheries high school (NT)	1	0																									
Land for G.F.L.P.S. (NT)	1	1				1																					
Govt. Fisheries H.S. Bldg. (NT)	1	1				1																					
Urineshed G.F.L.P.S. (NT)	1	0																									
Building for Govt. F.L.P.S. (NT)	1	0																									
Cultural centre Pulani (ML)	1	0																									
Pond side wall (NT)	3	2				2																					
Public market (PT)	1	0																									
Evening market (AL)	1	1				1																					
Alur market development (AL)	1	0																									
Kallettumkara market (AL)	1	0																									

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Kallemkara Market																											
Compound wall (AL)	1	1				1																					
Land for body bldg.																											
Workshop (AL)	1	0																									
Conservation of energy (AL)	1	0																									
Platform for public well(NT)	1	1				1																					
Waste pit (ML)	1	1				1																					
Mass education programme (PT)	1	0																									
Chira side wall Porathisery (PT)	2	1						1																			
Chathan Master school																											
Stage (PT)	1	1				1																					
Open stage (AL)	1	0																									
Theera Jyothi (NT)	1	1				1																					
Furniture for Library (ML)	2	0																									
Krishibhavan hall and																											
office building (ML)	2	0																									
SC Colony development																											
(ML, NT, PT)	11	9				9																					
Panchayath office photocopy																											
machine (ML)	1	1	1																								
Maintenance of panchayat																											
office & extension																											
(NT,ML,AL,PT)	5	2	2																								

Contd.....

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Conference hall (AL, PT, ML)	3	1	1																								
New panchayath office (PT)	1	1	1																								
Furniture panchayath office (PT)	1	0																									
Maintenance of Veterinary Hospital (AL, NT, ML, PT)	5	3	3																								
Veterinary sub centre (AL)	2	2	2																								
Furniture for vet. hospital (PT)	2	1	1																								
Sidewall vet. hospital (PT)	1	0																									
Road tarring & metalling (AL, ML, NT, PT)	36	26		15	2	3									6												
Road side work (NT)	6	3				3																					
Bustand retarring (NT)	1	0																									
Road maintenance & protection (AL, ML, NT, PT)	22	19		15		4																					
Road solling (NT)	2	2		1		1																					
South bund road extension (PT)	3	0																									
Road (AL, ML, NT, PT)	92	39	15			2		1							15							1				5	
Land for Anganvadi (AL,ML,NT,PT)	7	4	1																								
Boundary wall anganwadi (NT)	2	2				2																		3			
Land for Anganwadi Pre-primary building (NT)	1	1																				1					

Contd.....

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Building - Anganwadi (AL, ML, NT, PT)	6	5	2			3																					
Maintenance Anganwadi (ML,NT)	4	3	3																								
Plot for ICDP (ML)	1	0																									
Building for ICDP (AL, ML, PT)	5	2																							2		
PHC - furniture (NT, PT)	3	1	1																								
Bldg. PHC sub centre (NT)	3	2				2																					
Doctors quarters PHC (NT)	3	2				2																					
Boundary wall PHC Sub centre (NT)	1	1				1																					
Pallinada health centre (ML)	1	1	1																								
Repair, Pulani PHC (ML)	1	1																							1		
Pulani Hospital maintenance(ML)	1	1																							1		
Pulani PHC and OP development and maintenance (ML)	3	3	2			1																					
Health cente Pulani	1	1				1																					
PHC extension (ML)	1	1																									
1, 2 ward sub centre maintenance (PT)	1	0																									
PHC repairs & maintenance(PT)	2	2	2																								
Protection of old PHC (PT)	1	0																									

Contd.....

	TOTAL	(S)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
PHC sub centre 3 wards (AL)	3	0																									
Land for PHC sub centre (AL)	1	1																				1					
PHC Payyapilly (ML)	1	1	1																								
PH sub centre Alur	1	1	1																								
Total	365 (52.00)	195																									

* The figure shown in the bracket is the corresponding percentage.

Source : 1. Plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

2. Derived from survey results 2001

APPENDIX - X

Table A. 6.3 Evaluation social sector projects and the analysis of reasons for droppage of social projects in the four panchayats (Alur, Melur, Nattika and Porathissery) during the period 1st April 97 to 31st March 2001

	Reasons																									
	TOTAL	(D*)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	GD	VL	SL	PM	LP	
D Tiller-Farmer's Samithi (AL)	1	0																								
Sprayer (ML), (NT)	2	0																								
Petty Para - Motor Shed (PT)	2	0																								
Intensive Paddy Cultivate(PT)	2	0																								
Motor, Pumpset farmers (PT)	2	0																								
Pynkilikayal group farming	1	0																								
Deepening of Thodu (PT)	1	1																	1							
Motor Pumpset	1	0																								
Chitravalli Motor Pumpset	1	0																								
Watershed Development	1	0																								
Total	14	1																								
		(7.14*)																								
E Popular fish cultivation (NT)	1	0																								
Cow protection camp (PT)	1	0																								
Cattle pound (ML)	1	0																								
Total	3	0																								
		(0.00)																								
F	0	0																								
D E F Total	17	1																								
		(5.81)																								

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	GD	VL	SL	PM	LP
J Bund (AL, PT)	27	10	2															8							
Public Well (AL, NT)	12	0																							
Chira (AL, ML)	5	3						1										2							
Public Pond (AL, NT)	29	5														1		4							
Thodu protection (NT, AL)	10	3																3							
Padam (AL)	3	2																2							
Tractor (AL)	1	0																							
Lift Irrigation scheme (AL,ML)	19	2						2																	
Canal protection (AL,ML,PT)	5	1	1																						
Mechanisation of Paddy																									
Cultivation (PT)	2	2	2																						
Bank account for																									
paddy farmers (PT)	1	1	1																						
Kadavu (ML)	1	0																							
Total	115	29																							
		(22.27)																							
K	0	0																							
L	0	0																							
JKL Total	115	29																							
		(22.27)																							

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP	
N Industrial Trade festival (NT)	3	0																										
Total	3	0																										
P Women marketing co-op. society (NT)	1	0																										
Women small scale industry (NT)	1	1				1																						
Fish market (NT)	1	0																										
Fish processing unit (NT)	1	0																										
Mini industrial estate (AL,ML)	3	1				1																						
Mini industrial estate, Kannikara (AL)	1	0																										
Land-industrial estate (AL)	1	0																										
Land for industrial estate 4,5,6 ward (AL)	1	0																										
Agricultural tools workshop (AL)	1	0																										
Expansion of Pappad production unit (AL)	1	1																										1
Milk products bunk (AL)	1	0																										
Panchayath snack centre (AL)	1	0																										
Auto for floor mills (AL)	1	0																										
Copound wall industrial estate (AL)	1	0																										

Contd....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Furniture book binding press (AL)	1	0																									
Wiring the building of readymade centre (AL)	1	0																									
SC job training centre (ML)	2	1				1																					
SC - handicraft production (ML)	1	1				1																					
Women cooperative unit (ML)	1	0																									
Umbrella production (ML)	1	0																									
SC industrial training centre (ML)	1	0																									
Total	24	5																									
	(20.83)																										
R Stipend and Honararium to Apprentice and engineering trainees (NT, ML)	5	0																									
Computer training SC and others (NT, PT, ML)	3	0																									
SC tuition centre (ML)	2	1				1																					
Vacation class (NT)	1	0																									
Talent test (ML)	2	0																									
General Valuation of answer papers (ML)	1	0																									
Enhancement of learning standards (ML)	1	1																		1							

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Kerala Festival (PT, AL, NT)	4	0																									
Neighbourhood group conscientisation (NT)	2	0																									
Women empowerment (AL)	1																1										
Women conscientisation (NT)	3	1																									
Womens cultural centre (ML)	1	0																									
Widow's welfare (PT)	1	0																									
Thatching of Anganwadi (NT)	3	0																									
Salary Allowance for Anganwadi workers (NT)	4	0																									
Nutrition programme (AL)	1	0																									
Mat distribution (ML)	1	0																									
Health Education (NT)	2	0																									
Free Medi camp (AL)	1	0																									
Eradication of blindness (AL)	1	0																									
School health club (NT, AL)	2	0																									
Waste disposal and Eradication of mosquito and Village sanitation (NT, PT)	10	2	2																								
Football coaching camp, Youth welfare, physical training and Sports training (ML, NT, AL)	13	1																					1				
Swimming pool (AL)	1	0																									

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Panchayat play ground (AL)	1	1																				1					
Souvanir (NT)	1	0																									
Assistance for try beneficiaries (NT)	1	0																									
Panchayat library book (NT)	1	0																									
People's news board (ML)	1	0																									
Library books (NT, PT, ML)	3	0																									
Trysem Assistance (PT)	1	0																									
Award for SSLC students (PT)	1	1									1																
Education art and culture (PT)	1	0																									
Literacy workshop (AL)	2	1																1									
Fine arts promotion (ML)	1	1																1									
Moorkanad public library (PT)	1	0																									
Expansion of H.S. Library (PT)	1	0																									
Donation to Dist. blood Bank (AL, ML)	2	0																									
T.V. Auditorium and open stage roof (AL)	2	0																									
Herbs cultivation for Ayurveda Hospital (AL)	1	0																									
Environment club (AL)	1	0																									
L. P. School students workshop (AL)	1	0																									

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Reading cordner (AL)	1	0																									
Improvement of Pre-primary education (AL)	3	1																1									
Study tools (AL)	1	0																									
Childrens arts festival (AL)	1	0																									
Total	95	11																									
		(11.58)																									
T Grant for club abd library (NT, AL)	7	0																									
Grant for mahila samajam (AL)	1	0																									
Rennovation of library (ML)	1	0																									
Grant for pur. of lib. books (AL)	1	0																									
Environment club (AL)	1	0																									
Library development (AL)	1	0																									
Labour contract society (AL)	1	0																									
Mike set & curtain (AL)	1	0																									
Socio-eco survey (AL)	1	0																									
Protection of mother and child (AL)	1	0																									
Monitoring (NT, AL, PT, ML)	10	0																									
Maintenance of one lakh colony (PT)	1	0																									
Maintenance of boyen colony (PT)	1	0																									
Latrine boyen colony (PT)	1	0																									

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Public latrine (PT)	1	0																									
Karuvannur public toilet (PT)	1	1																1									
Anert scheme (PT)	1	0																									
Hand pump (NT)	1	0																									
Tour clinic (PT)	1	0																									
Sports centre (ML)	1	0																									
Information centre (NT)	1	0																									
Information technology (NT)	1	0																									
Resource mapping (PT, ML)	4	2															2										
Preparation for panchayat office computerisation (PT)	1	0																									
T.V. set SC colony (PT)	1	0																									
P. H. C. well (PT)	1	0																									
Tube well (ML)	1	0																									
Planning (ML)	2	0																									
Drinking water (ML, AL, PT, NT)	17	2							1									1									
Pipeline Extention (PT)	1	0																									
Total	65	5																									
		(53.84)																									
X Line extention & street light (AL, ML, NT, PT)	33	4	4																								

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP	
Colony Electrification (AL, ML, NT, PT)	9	5										5																
Sodium vapour lamp (NT)	2	0																										
Fluresent lamp (ML)	1	0																										
Redressal of Voltage scarcity (ML)	1	0																										
Bund line Extention (PT)	2	0																										
Burial ground protection (NT, ML, AL, ML)	8	1																					1					
Play ground protection (ML)	1	1																					1					
Construction volley ball court (NT)	1	0																										
Repair of Puthenthodu (NT)	1	0																										
Sub treasury facilities (NT)	1	0																										
Culvert (AL, NT)	3	0																										
Construction of canal (NT, AL)	3	0																										
Side works of canal (PT)	1	0																										
Mahila samajam building (AL)	1	0																										
Homeo dispensary (AL)	1	0																										
Land for powerloom society (PT)	1	1								1																		
Village office building (AL)	1	0																										
Well-Thaliyakonam colony (PT)	1	0																										

	TOTAL	(D)	LF	LM	RM	BC	PD	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Women cooperative society (PT)	1	1																1									
Maintenance of water scheme (NT)	1	0																									
Pipeline extention (ML)	15	1											1						1								
Ayurveda dispensary (ML)	1	1																	1								
Bldg. Ayurveda dispensary (AL)	1	0																									
Mother & child care centre (ML)	1	0																	1								
Protection of Kadavu (PT)	1	1																									
Community hall Panjapilly (AL)	1	0																									
Shopping complex (ML)	1	1	1																								
Mini community hall (NT)	3	0																									
Fisheries high school (NT)	1	0																									
Land for G.F.L.P.S. (NT)	1	0																									
Govt. Fisheries H.S. Bldg. (NT)	1	0																									
Urineshed G.F.L.P.S. (NT)	1	0																									
Building for Govt. F.L.P.S. (NT)	1	0																									
Cultural centre Pulani (ML)	1	1																	1								
Pond side wall (NT)	3	0																									
Public market (PT)	1	1						1																			
Evening market (AL)	1	0																									
Alur market development (AL)	1	0																									
Kallettumkara market (AL)	1	0																									

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Kallettumkara Market compound wall (AL)	1	0																									
Land for body bldg. workshop (AL)	1	0																									
Conservation of energy (AL)	1	0																									
Platform for public well(NT)	1	0																									
Waste pit (ML)	1	0																									
Mass education programme (PT)	1	1																1									
Chira side wall Porathisery (PT)	2	0																									
Chathan Master school Stage (PT)	1	0																									
Open stage (AL)	1	0																									
Theera Jyothi (NT)	1	0																									
Furniture for Library (ML)	2	0																									
Krishibhavan hall and office building (ML)	2	2	2																								
SC Colony development (ML, NT, PT)	11	0																									
Panchayat office photocopy machine (ML)	1	0																									
Maintenance of panchayat office & extension (NT,ML,AL,PT)	5	1	1																								

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Conference hall (AL, PT, ML)	3	1																1									
New panchayat office (PT)	1	0																									
Furniture panchayath office (PT)	1	1	1																								
Maintenance of Veterinary Hospital (AL, NT, ML, PT)	5	1	1																								
Veterinary sub centre (AL)	2	0																									
Furniture for vet. hospital (PT)	2	1	1																								
Sidewall vet. hospital (PT)	1	0																									
Road tarring & metalling (AL, ML, NT, PT)	36	0																									
Road side work (NT)	6	0																									
Bustand retarring (NT)	1	0																									
Road maintenance & protection (AL, ML, NT, PT)	22	0																									
Road solling (NT)	2	0																									
South bund road extension (PT)	3	3																	3								
Road (AL, ML, NT, PT)	92	6																	6								
Land for Anganwadi (AL,ML,NT,PT)	7	1																				1					
Boundary wall anganwadi (NT)	2	0																									
Land for Anganwadi Pre-primary building (NT)	1	0																									

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
Building - Anganwadi (AL, ML, NT, PT)	6	0																									
Maintenance Anganwadi (ML,NT)	4	0																									
Plot for ICDP (ML)	1	1																				1					
Building for ICDP (AL, ML, PT)	5	3	2			1																					
PHC - furniture (NT, PT)	3	0																									
Bldg. PHC sub centre (NT)	3	0																									
Doctors quarters PHC (NT)	3	0																									
Boundary wall PHC Sub centre (NT)	1	0																									
Pallinada health centre (ML)	1	0																									
Repair, Pulani PHC (ML)	1	0																									
Pulani Hospital maintenance(ML)	1	0																									
Pulani PHC and OP development and maintenance (ML)	3	0																									
Health cente Pulani	1	0																									
PHC extension (ML)	2	1																	1								
1, 2 ward sub centre maintenance (PT)	1	1	1																								
PHC repairs & maintenance(PT)	2	0																									
Protection of old PHC (PT)	1	1	1																								

Contd.....

	TOTAL	(D)	LF	LM	RM	BC	PB	BD	IPD	TS	GS	EB	WA	RD	SN	OT	IG	UV	MP	NF	NB	NL	GD	VL	SL	PM	LP
PHC sub centre 3 wards (AL)	3	0																									
Land for PHC sub centre (AL)	1	0																									
PHC Payyapilly (ML)	1	0																									
PH sub centre Alur	1	0																									
Total	375	44 (11.73)																									

* The figure shown in the bracket is the corresponding percentage.

Source : 1. Plan documents and evaluation reports of Alur, Melur, Nattika and Porathissery panchayats (1997-2001)

2. Derived from survey results 2001

APPENDIX - XII

Appendix table no. A.7.2. : Views of beneficiaries regarding completion, spillover and dropage of various beneficiaries projects in the four panchayats*

<i>Group/ Sector</i>	<i>Name of the project</i>	<i>Total Sample Size</i>	<i>Completed (C)</i>	<i>Spillover (S)</i>	<i>Dropped (D)</i>
A	1. Banana cultivation	45	25 (55.55)	0 (0.00)	20 (44.45)
	2. Seedling of trees	25	10 (40.00)	0 (0.00)	15 (60.00)
	3. Spraying insecticides on coconut trees	80	80 (100)	0 (0.00)	0 (0.00)
	4. Jasmine cultivation	5	0 (0.00)	0 (0.00)	5 (100)
	5. Geo fertiliser	30	30 (100)	0 (0.00)	0 (0.00)
	6. Pond repair	40	40 (100)	0 (0.00)	0 (0.00)
B	1. Anti rabbies vaccination	83	83 (100)	0 (0.00)	0 (0.00)
	2. Calves	25	5 (20.00)	0 (0.00)	20 (80.00)
	3. Goats	65	12 (18.46)	0 (0.00)	53 (81.54)
	4. Hen	75	5 (6.67)	0 (0.00)	70 (93.33)
C	1. Bicycle for fish venting	2	0 (0.00)	0 (0.00)	2 (100)
	2. Renovation of fishing net	5	5 (100)	0 (0.00)	0 (0.00)
	3. Inland fishing net	10	10 (100)	0 (0.00)	0 (0.00)
	4. Repair of fishing net	10	10 (100)	0 (0.00)	0 (0.00)
G	1. Cattle shed	48	46 (95.83)	0 (0.00)	2 (4.17)
	2. Cow	25	9 (36.00)	0 (0.00)	16 (64.00)
	3. Kamadheun Insuran Scheme	10	10 (100)	0 (0.00)	0 (0.00)
	4. Wheel baro (trolley)	20	20 (100)	0 (0.00)	0 (0.00)
H	1. Motor Pumpset	27	27 (100)	0 (0.00)	0 (0.00)
	2. Fertiliser pit	13	13 (100)	0 (0.00)	0 (0.00)
I	1. Fishing Boat	4	4 (100)	0 (0.00)	0 (0.00)
O	1. Book binding units	2	0 (0.00)	2 (100)	0 (0.00)
	2. Bamboo products units	2	0 (0.00)	2 (100)	0 (0.00)
	3. Mat weaving	2	2 (100)	0 (0.00)	0 (0.00)
	4. Woemn (traditional) Industrial units	1	0 (0.00)	0 (0.00)	1 (100)
	5. Pappd making unit	1	0 (0.00)	1 (100)	0 (0.00)
	6. Traditional cottage industry	2	1 (50.00)	1 (50.00)	0 (0.00)
	7. Flower mill	1	0 (0.00)	1 (100)	0 (0.00)
	8. Hollow bricks	2	0 (0.00)	1 (50.00)	1 (50.00)
	9. Ready made graments	1	1 (100)	0 (0.00)	0 (0.00)

(Contd....)

M	1. Distribution sewing machine	1	1	(100)	0	(0.00)	0	(0.00)
Q	1. Aid to school students	10	10	(100)	0	(0.00)	0	(0.00)
S	1. House	182	172	(95.00)	10	(5.00)	0	(0.00)
	2. Maintenance of house	58	58	(100)	0	(0.00)	0	(0.00)
	3. House wiring	55	55	(100)	0	(0.00)	0	(0.00)
	4. House plots	62	62	(100)	0	(0.00)	0	(0.00)
	5. Thatching of house	10	10	(100)	0	(0.00)	0	(0.00)
	6. Tiled roof	20	20	(100)	0	(0.00)	0	(0.00)
	7. Latrine	150	150	(100)	0	(0.00)	0	(0.00)
	8. Rehabilitation of people from road side	15	15	(100)	0	(0.00)	0	(0.00)
	9. Wells	55	47	(85.46)	0	(0.00)	8	(14.54)
	10. Wall and basement for wells	40	40	(100)	0	(0.00)	0	(0.00)
	11. Taking mud from wells	10	10	(100)	0	(0.00)	0	(0.00)
	12. Smokeless oven	20	20	(100)	0	(0.00)	0	(0.00)
	13. Kiosks for handicapped men	5	0	(0.00)	0	(0.00)	5	(100)
U	1. Hot box	15	0	(0.00)	0	(0.00)	15	(100)
	2. CFL	11	2	(18.18)	0	(0.00)	9	(81.82)

Total Items : 47 Total Sample size : 1380

C = Successfully Completed S = Spillover (incomplete) D = Dropped (failed)

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

APPENDIX - XIII

Appendix table no. A. 7.3 : Analysis of the reasons for the spillover of individual beneficiary projects undertaken by the four panchayats*

Group	Name of the project	Total Sample Size	Spillover	Reasons							
				HR	EM	CT	PM	LM	DM	HM	LQ
O	1. Book binding units	2	2 (100)	0	0	0	2	0	0	0	0
	2. Bamboo products units	2	2 (100)	1	1	0	0	0	0	0	0
	3. Pappdam making unit	1	1 (100)	0	0	0	0	0	0	0	0
	4. Traditional cottage industry	2	1 (50.00)	0	0	0	1	0	0	0	0
	5. Flour mills	1	1 (100)	0	0	0	1	0	0	0	0
	6. Hollow bricks	2	1 (50.00)	1	0	0	0	0	0	0	0
S	1. House	182	10 (5.00)	0	0	0	0	1	8	1	0

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

APPENDIX - XIV

Appendix table no. A. 7. 4 : Analysis of the reasons for the droppage of individual beneficiary projects undertaken by the four panchayats *

Group	Name of the project	Total Sample Size	Dropped	Reasons																					
				DS	OS	LFP	HC	PQC	DIS	PT	AC	LT	PQA	CW	LY	LT	PT	IF	CT	PM	LM	HM	IG	NU	SD
A	1. Banana Cultivation	45	20(44.45)	10			10																		
	2. Seedlings of trees	25	15(60.00)	10	5																				
	3. Jasmine cultivation	5	5(100)			5																			
B	1. Calves	25	20(80.00)					5	5	3	3	4													
	2. Goats	65	53(81.54)					20	20		10	3													
	3. Hen	75	70(93.33)					30	30		10														
C	1. Bicycle for fish vending	2	2(100)										1	1											
G.	1. Cattle shed	48	2(4.17)							2															
	2. Cow	25	16(64.00)											8	4	2	2								
O	1. Women (traditional) Industrial units	1	1(100)																1						
	2. Hollow bricks	2	1(50.00)															1							
S	1. Wells	55	8(14.54)																	3	5				
	2. Kiosks for handicapped men	5	5(100)																					5	
U	1. Hotbox	15	15(100)																		5	10			
	2. CFL	11	9(81.82)																					9	

* The period of study is from 1st April 1997 to 31st March 2001

Note : The figures shown in the parantheses is the corresponding percentage

Source : Tabulated from the survey results, 2001

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