



International Journal of Humanities & Social Science Studies (IJHSSS)

A Peer-Reviewed Bi-monthly Bi-lingual Research Journal

ISSN: 2349-6959 (Online), ISSN: 2349-6711 (Print)

ISJN: A4372-3142 (Online) ISJN: A4372-3143 (Print)

Volume-VII, Issue-II, March 2021, Page No. 108-130

Published by Scholar Publications, Karimganj, Assam, India, 788711

Website: <http://www.ijhsss.com>

DOI: 10.29032/ijhsss.v6.i4.2020.1-8

**Structural Inconsistencies in Panchayat Raj Institutions
-A Case Study of Kurnool District in Andhra Pradesh**

Smt. M.C. Sahitya

*Asst.Prof.of Political Science, Govt.College for Men, Kurnool, Rayalseema University,
Andhra Pradesh. India*

Abstract

The evolution of the present structure of Panchayat Raj Institutions is overshoot of historical underpinnings, which necessitated the emergence of a huge structure of panchayat raj system. The establishment of the panchayat raj institutions (PRIs) in India is a well crafted design carried out by the then political elite to cover the failure of Community Development Programmes (CDPs).With its top-down approach, CDPs has failed to create sense of participation in the rural people in the nation-building programme. Since its inception in 1992,the Panchayati Raj Institutions (PRIs) were created to fill this vacuum, still with its own inherent inconsistencies PRIs has fallen short of attaining its motto of Democratic Decentralization. In the present paper effort has been made to study the structural deficiencies inherent in PRIs and appraise the functioning of PRIs with reference to the case study of Kurnool district in Andhra Pradesh (A.P) and to reflect on the existing inconsistencies in the various structures of PRIs, and identify the role and functioning of various constitutional bodies working in parallel lines at different hierarchical levels of PRIs. An Endeavour is made to suggest a suitable working model for the effective decentralization of power towards grass roots democracy.

Key words:- Democratic decentralization, structural inconsistencies, Panchayat Raj Institutions, Grass roots democracy.

Research problem: The research problem tries to study the structure of PRIs at all levels of panchayat raj system from the perspective of three horizontal levels of decentralization of authority as enunciated by the constitution namely central level, state level and local levels .further the vertical delegation of authority vested by the state governments by three tier structure of panchayat raj as envisaged by the 73rd and 74th constitutional amendment. and study the sphere of authority exercised by various constitutional bodies like State Election Commission (SEC) and State Finance Commission (SFC) working indirectly under the orders of state government and to analyze the roles of bureaucratic structures and political authorities which were integrated at various levels in three tier structure the research

primarily identifies the structural deficiencies and inconsistencies in the existing Panchayat raj institutions set up and in terms of following parameters:

1. Constitution of three tier structure of PRI for democratic decentralisation
2. Efficacy of Constitutional structures like State Finance Commission (SFC), and State Election Commission(SEC) in the workings of PRIs
3. Integration of political heads like of MP's /M.L.A. in the workings of PRIs
4. Constitution and functioning of various committees like District Planning Committees (DPCs) towards decentralized planning
5. Inclusion of various bureaucratic structures like Panchayati Secretaries, CEOs, MPDOs their authority and role in PRIs.

Objectives of the research:

1. To study the historical evolution of Panchayat raj institutions in India and examine existing structural deficiencies and inconsistencies in the PRIs.
2. To examine the structure and functioning of constitutional bodies like SEC,SFC, DPCs working in the Panchayat raj system in promoting the objective of horizontal decentralization.
3. To critically analyze the vertical integration of political heads like of MP's /M.L.A in various stages of PRIs.
4. To study the state appointed bureaucratic structures like Panchayati Secretaries, CEOs, MPDOs at various levels of Panchayat raj.

Historical perspective of Panchayat Raj system:

The Community Development (CD) Programme is precursor of Panchayat Raj was launched in the country on October 2, 1952. The aims of the CD Programme are to make use of the vast unexploited resources in the countryside, encourage employment and use of scientific methods of agriculture, cottage and small-scale industries, inculcate a spirit of self-help among the rural people through developmental work, provide greater amenities to villagers through voluntary contribution of labor, and bring about social change through cooperation¹ (D.K.Singh. [your articlelibrary.com](http://yourarticlelibrary.com))

I. Constitution of three tier structure of PRIs for democratic decentralization:

The present three tier structure of Panchayat raj owes to recommendations of Balwant Rai Mehta Committee as the top down approach of CDs has failed to deliver the motto of Panchayat raj i.e; democratic decentralization. the Balwant Rai Mehta Committee, set up in 1953, by the National Development Council in 1958, the CD programme was integrally connected to Panchayati raj institutions (PRIs), setting the stage for launching of panchayati institutions on a nationwide scale.

The Balwant Rai Committee recommended the establishment of Panchayati Raj on the principle of 'Democratic Decentralisation'. The scheme envisaged a three- tier system of local self-government with Panchayats at the village level, Panchayat Samitis at block level and Zilla Parishad at district level. However, the system did not prove a complete success and various shortcomings were noticed.

Ashoka Mehta Committee

As a result, the government set up a committee in 1977 under the chairmanship of Ashok Mehta to review the working of Panchayati Raj. In its report, submitted in 1978, the committee favored the replacement of the existing three-tier system with Mandal Panchayats at the base and Zilla Parishads at the top.

The committee favored reduction of the dependence of PRIs on the state governments and suggested that they raise their own resources, by the grant of compulsory powers of taxation to them through an amendment to the Constitution. It suggested the creation of a monitoring forum to safeguard the interests of vulnerable social and economic sections. But the recommendations of the Ashok Mehta Committee were not accepted and the PRIs continued to work as before.

Concerned at the fact that the Panchayati Raj system was not being taken very seriously by the states, the government put forward the 73rd Constitutional Amendment Bill in the Parliament in 1992. And subsequently the 74rd Amendment Act in 1993 confer constitutional status after ratification by more than half the number of states. Almost all the states have enacted the necessary legislation for setting up of strong, viable and responsible Panchayats at different levels in their respective States/Union territories.

The 73rd Amendment Act 1993

This Act authorizes state legislatures to confer on Panchayats the powers and authority necessary for them to function as institutions of Self-Government. Their responsibilities could cover preparing plans for economic development and social justice, implementing these plans, and control over certain matters listed in the Eleventh Schedule which contains 29 items, such as land improvement, minor irrigation, animal husbandry, fishery, women and child development, and education. Thus the Eleventh Schedule envisages a distribution of powers between the state legislatures and the Panchayat. The powers of the local bodies are delegated not decentralized by the state legislature. Hence, it is aberration of the horizontal decentralization as envisaged in the Panchayat raj system.

The decentralization of authority is the main tenet of local administration

There are 2 types of decentralization

1. Horizontal decentralization
2. Vertical decentralization

Horizontal decentralization is done at 3 levels

1. Central Level
2. Provincial level
3. Local level

Vertical decentralization delegates decision-making rights to lower levels of the organization. Often this delegation or Deconcentration comes with carefully embedding this authority into guidelines, policies, backstops, checks, and controls. Such vertical decentralization is limited in several ways. First, it is confined to the scope of the decision maker at the top of the vertical Second, decision-making authority that has been

granted is often later revoked by a higher authority; sometimes higher authorities can overrule decisions as they see fit.

Horizontal decentralization distributes decision-making authority evenly across an organization. If done in a formal way, horizontal decentralization does not allow higher-ups to institute or retain “power over” decision rights that could permit them to overrule decisions made by peers. In horizontal decentralization, there are no managers who delegate some decisions to subordinates - there are only equal players who have processes in place to divide up work and align overarching decisions among themselves.

The present set up of three tier structure recommended by Balwant Rai Mehta committee has overridden this technicality and tried to integrate various power structures at every levels of panchayat raj institution

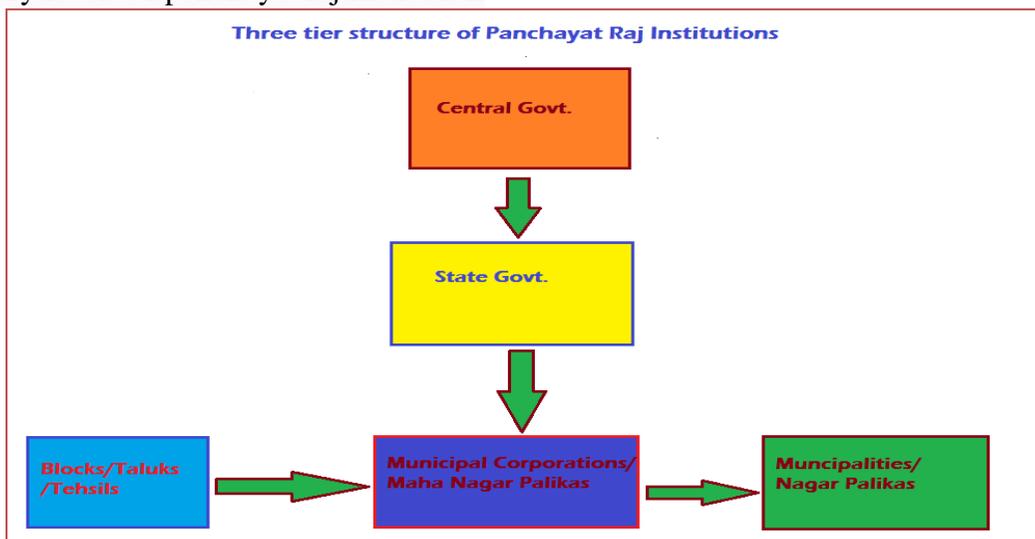


Figure 1 Three tier structure of Panchayat Raj Institutions

1. Sarpanch is the elected representative The chairperson of the village Panchayat shall be elected directly by the voters in the Gram Panchayat area and he can be removed through a no confidence motion carried by 2/3rd members of the Panchayat, the size of Gram Sabha is not specified under the act² ("The Andhra Pradesh Panchayat Raj Act, 1994" (PDF). *Lawsfindia.org*. 2002.)

- . The Panchayat Secretary after obtaining approval of the Sarpanch should organize the Gram Sabha.the Secretary of the panchayat is a non-elected representative, appointed by the state government, to oversee panchayat activities³ (Social Science. Vk Publications).
- panchayat secretary is a state government appointee and exercises supervision on gram sabha, instead the gram sabha can have a separate recruiting body to appoint its own bureaucracy at gram sabha can separately recruited by gram sabha from their locality.

A Kshettra Panchayat (Mandal Level)

Composition

Membership in the block panchayat is mostly ex-official; it is composed of: all of the *Sarpanchas* (gram panchayat chairman) in the Panchayat Samiti area, the MPs and MLAs of the area, the sub-district officer (SDO) of the subdivision, co-opt members (representatives of the SC/ST and women), associate members (a farmer from the area, a representative of the cooperative societies and one from marketing services), and some elected members.

The Panchayat Samiti is elected for a term of five years and is headed by a chairman and a deputy chairman. there is an officer for every department. A government-appointed Block Development Officer (BDO) is the executive officer to the Samiti and the chief of its administration, and is responsible for his work to the CEO of ZP. Separate election is conducted by the state election commission shall include directly elected members at the rate of one member for every 2000 population, all Pradhans of Gram Panchayats and the concerned MPs, MLAs, and MLCs. with the inclusion of these political executives there is overlapping of functions between local hierarchy with the state hierarchy that leads to the superceding of the powers of local government and its authority.

The undue interference of concerned MPs, MLAs, and MLCs in every levels of local government negates the functioning of local governance and creates duplicity of structures and impairs the smooth functioning of local authorities further the overwhelming powers exercised by these political heads dismantles the structure of local hierarchy and encroaches the powers of local governments. they act as political bigwigs The political parties directly or indirectly are participating in the elections of Panchayati Raj Institutions, particularly in the elections of chairpersons at the level of Panchayati Raj Institutions, particularly in the election of chairpersons at the level of Panchayat Samiti and Mandal Parishad. In most of the cases chairpersons could not be elected for months together due to party politics. Thus, the parties should not be allowed to dominate the grass root level politics.

At Zilla Panchayat level: The governing of the advance system at the district level in Panchayat Raj is also popularly known as Zilla Parishad. The chief of administration is an officer of the IAS cadre and chief officer of the Panchayat raj for the district level.

Composition:

The membership varies from 40 to 60 and usually comprises:

- Deputy Commissioner of the District
- Presidents of all Panchayat Samitis in the district
- Heads of all Government Departments in the district
- members of Parliament and Members of Legislative Assemblies in the district
- a representative of each cooperative society
- some women and Scheduled Caste members, if not adequately represented
- co-opted members having extraordinary experience and achievements in public service.

Zilla Parishad also includes directly elected members at the rate of one member for every 50 thousand population, all Pramukha and concerned MPs, MLAs, and MLCs are

integrated in various power structures with out actually defining their roles in a single setup can have an overarching implications at different spheres of authority. A move towards self-management is made up of a sequence of steps towards vertical decentralization, followed by horizontal decentralization.

The absence of mandatory elections for the Panchayat council and infrequent meetings of the Sarpanch have decreased the spread of information to villagers, leading to more state regulation⁴ (Dwivedi, Ritesh; Poddar, Krishna (1 December 2013)

Overlapping of functions: Any shift to actual autonomy in Panchayat Raj should breaks the pattern of traditional organizational hierarchy requires

Step 1:-A specific form of vertical decentralization and

Step 2:-An institutionalized mechanism for horizontal decentralization

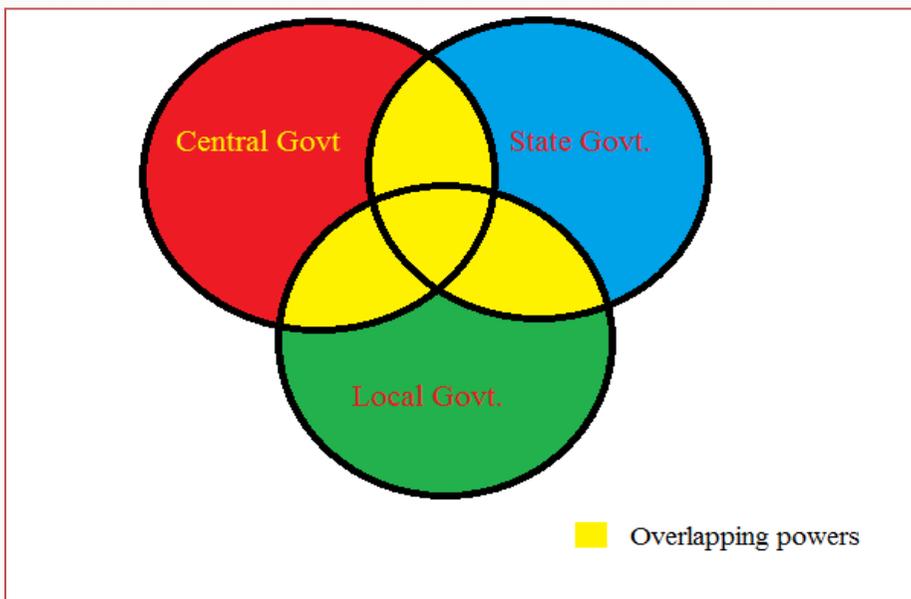


Figure 2 Overlapping power structure in PRLs

Logically, the two steps can be seen as a sequence, yet time wise both steps will have to be prepared for and triggered at once.

1. In a first step, power holders in administration at state level must vertically decentralize decision-making authority, not merely over work execution and not only in a temporary way, but they must decentralize with clearly defined mandates in a permanent way.

2. Further, in a second step, the state administration power has to be transformed into an ongoing governance process of horizontal decentralization. This governance process must be a formal process in order for local self government to be sustainable. In order to work, it must be thoroughly thought-out, well-designed, and tested. The capacity and the capabilities required for local self panchayat officials to work together effectively must also be in place.

In short, state administration have to vertically (parallel) decentralize power in combination with instituting processes aligning horizontal actors who no longer deal with each other via hierarchical reporting relationships.

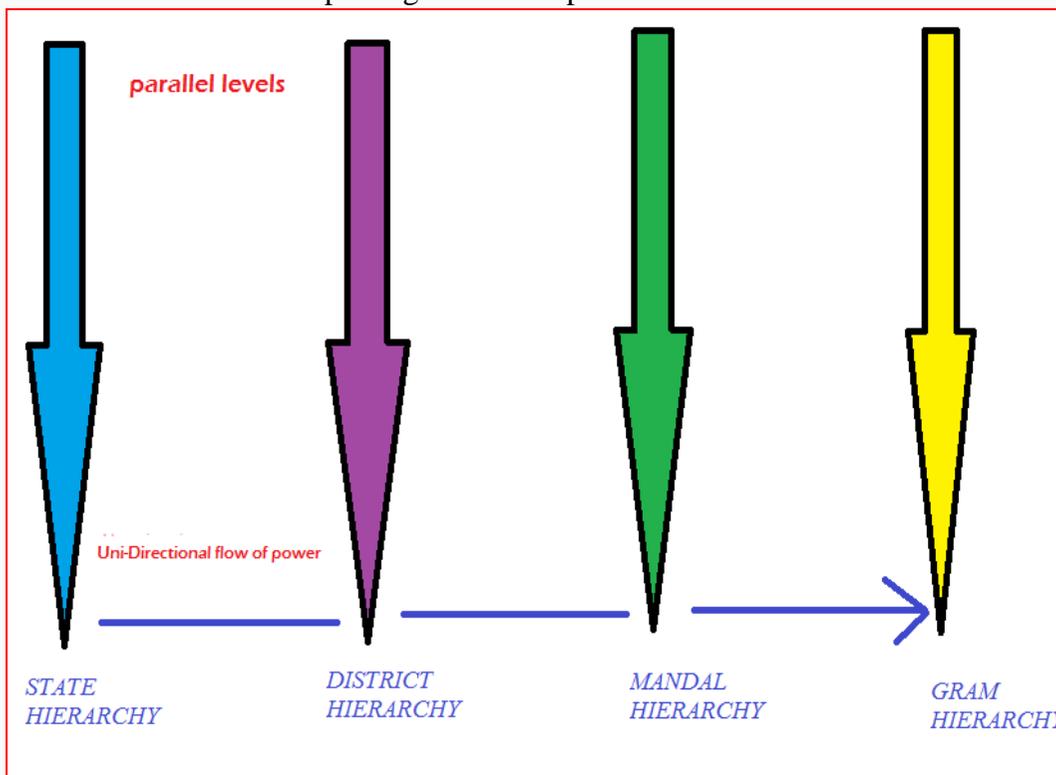


Figure 3 Vertical Decentralisation of Powers

II. Efficacy of Constitutional structure like State Finance Commission (SFC), and State Election Commission(SEC) in the workings of PRIs

The State Governments appoints Constitutional structure like State Finance Commission (SFC), and State Election Commission(SEC) as per its exigencies, the regular reports given by these commissions are rarely considered and implemented by State Governments. On paper they have agreed to give PRIs a specific percentage of share in some of the State taxes like land revenue and cess on it, additional stamp duty, entertainment tax, royalties on minerals and mines, forest revenue and market fees; these taxes are less buoyant in nature and have no relation to the powers and functions to be devolved upon Panchayats. More buoyant taxes like sales tax and excise are kept out of the purview of PRIs. All SFCs have put great emphasis on internal revenue mobilization, the resources of the local areas can be identified and estimated by the local panchayats rather than agencies appointed by the state or central governments some of the state governments have not transferred all the subjects to PRIs.

III. Integration of political heads like MLA/ MP's in the workings of PRIs

2. Decentralization of power to the Panchayats is seen as a means of empowering people and involving them in decision making process. Local governments being closer to the people can be more responsive to local needs and can make better use of resources. The democratic system in a country can be ensured only if there is mass participation in the governance. Therefore, the system of democratic decentralization popularly known as Panchayati Raj is considered as an instrument to ensure democracy and socio-economic transformation⁵ (Arsheed aziz khanday (2012)).

IV. Constitution of various structures like District Planning Committees (DPCs) towards decentralized planning

Constitution of District Planning Committees (DPCs):

1. In spite of listing the subjects concerning the rural and urban local self government the Eleventh Schedule that lists 29 subjects for PRIs, and the Twelfth Schedule with 18 subjects for urban local governments, almost all local functions are State-Concurrent. Many States are yet to constitute the DPCs. It is only then that planning would genuinely begin from the grassroots. People's Planning Campaign in Kerala. $\frac{3}{4}$ People's campaign for Planning was launched in Kerala State in 1996, with the aim of empowering local bodies in the State to function as institutions of local self government as well as the agents of local development⁶ (niti.gov.in/planningcommission)

3. The three tiers also compete for funds and powers. The lower tiers are normally the losers in this process. This would make decentralized development, within a district plan, infructuous and non-sustainable. The actual financial powers like levying and collecting and suitable local taxes which is power conferred by the 73rd constitutional amendment included in 11th scheduled also is usurped by the intermixing of various political executives in the Panchayats⁷ (Rupak Das & Debabrata 2017)

It is alleged that the funds to the Panchayati Raj Institutions are allocated on political considerations by the State Government. There should be fair methods of funds allocation to PRIs. In short unless and until these institutions are financially strengthened their functioning cannot be improved, hence the District Planning Committees being constitutional bodies should work independent of state government and exercise its powers independently as enshrined in the 73rd and 74th amendment of the constitution.

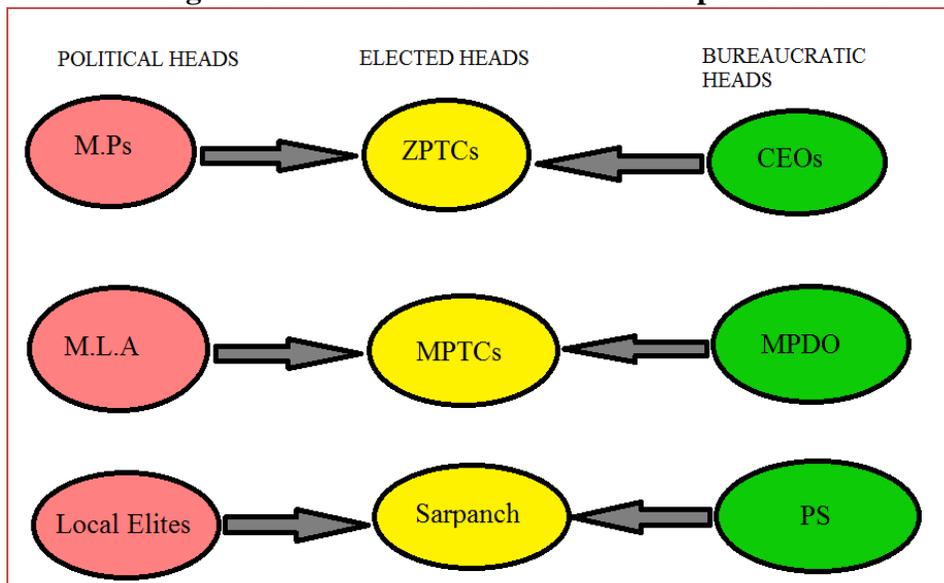
V. Inclusion of various bureaucratic structures' like Panchayat secretaries, MPDOs, CEOs, in PRIs

The bureaucracy is the hub of the democratic system. It plays an important role in the democratic process. It implements the policies and programmes of elected representatives of Panchayati Raj Institutions. But their undue interference in the working of the Panchayati Raj Institutions must be restricted to the implementation level

In some States, functions and functionaries have not been transferred to PRIs. For instance, in the field of decentralisation, the State Government of Andhra Pradesh is implementing 'JANMABHOOMI' mainly through the State bureaucracy, which is against

the spirit of the 73rd Constitution Amendment Act,1992. However, after strong protests from Sarpanches, the State Government has agreed to transfer 16 out of the 29 subjects of rural administration to the local bodies. Bureaucracy should work for Panchayati Raj Institutions. It should be helpful in implementing the various developing schemes. The bureaucracy should be the subservient of the elected representatives which is the spirit of the democracy.

figure 4 Horizontal decentralization of power in PRIs



Source-field survey

A Case Study of Kurnool District of A.P

Regarding the research problem was studied and the opinions of respondents were gathered on various structural deficiencies faced by the elected representatives in Kurnool district

1. With reference to existing structure of PRIs
2. With reference to state government control in Kurnool district
3. Financial paucity in Kurnool district.
4. Regarding Devolution of power
5. Allocation of funds to political considerations,
6. With reference to independent and separate bureaucracy for panchayat raj
7. Interference of upper level political elites in functioning of rural panchayat raj

Responses of various heads of panchayat raj institutions at various levels in rural and urban areas in Kurnool district of A.P.

Sample size: The universe of the present study are the elected representatives from the three tier structures of rural and urban local self-government in 2014 panchayat elections conducted in Andhra Pradesh. The sample size of 250 elected heads were selected in the

Kurnool district of A.P, the random sampling method was used in the selection of sample. The composition of sample consists of both male and female representatives from Gram Panchayats and Mandal Panchayats and Zilla Parishads, all the political, bureaucratic levels officers were selected in a proportionate basis, so as to make it fully representative.

The sources of data is mainly primary as it relied on direct interview method. The questionnaire was administered on the respondents, the questionnaire was categorized into three schedules, schedule-I consists of the demographic details of the respondents Schedule-II deals with the Knowledge on the functions of PRIs and schedule –III relating to perceptions on Supervision and Control and schedule-IV deals with perceptions on structures of panchayat raj

Table-1

Total strength of Elected Representatives/ respondents from Kurnool district in Rural Panchayat Raj Institutions

Sample composition	Sample size	Total Representatives
Sarpanches	124	883
MPTCS	118	766
ZPTCS	08	52
TOTAL – 250	250	1701

Source-field survey

Sample size of elected women representatives from Kurnool District:

The above table illustrates the total elected women representatives in rural panchayats are 1701 in Kurnool district of Andhra Pradesh elected during 4th ordinary elections to Gram Panchayats in August 2013 gram panchayat elections and 4th ordinary elections to ZPTCs in April 2014. Out of which 250 sample size were selected proportionate to their total population. The composition of sample are Sarpanches, MPTCs, and ZPTCs in 2014 panchayat raj elections.

Demographic details of the elected representatives in PRIS in Kurnool district:

The Demographic details of the elected representatives in PRIS of the respondents from Kurnool districts are listed below. It reflects the Socio-Economic profile of the elected representatives from rural local self government in all the three tier structure of panchayat system.

Table-2

Demographic details of the elected representatives in PRIS in Kurnool district

S. No	Demographic Variables	Frequency	Percentage %
1.	Age		
	21-25	3	1.2
	26-30	7	2.8

	31-35	198	79.2
	36 above	42	16.8
	Total	250	100.0
2	Category		
	General	97	38.8
	BC	100	40.0
	SC	48	19.2
	ST	5	2.0
	Total	250	100.0
3	Party		
	TDP	138	55.2
	YSRCP	100	40.0
	INC	1	.4
	INDEPENDENTS	7	2.8
	CPI	1	.4
	CPM	2	.8
	Others	1	.4
	Total	250	100.0
4	Education		
	Primary	110	44.0
	Middle	38	15.2
	Matric	23	9.2
	Graduate	15	6.0
	Post graduate	08	3.2
	Illiterate	56	22.4
	Total	250	100.0
5	Family occupation profession of respondent		
	Cultivator	65	26.0
	Labour	63	25.2
	Govt.service	10	4.0
	Unemployed/private	112	44.8
	Total	250	100.0
6	Approximate land holding of the respondent		
	None	51	20.4
	Less than 5 acres	176	70.4
	More than 5 acres	23	9.2

	Total	250	100.0
7	Approximate annual income from the different sources		
	30,000 to 50,000 per annum	51	20.4
	50,000 to 1,00,000 per annum	176	70.4
	1,00,000 to 2,00,000 per annum	23	9.2
	Total	250	100.0
8	Terms in office		
	First	62	24.8
	Second	98	39.2
	Third	90	36
	Total	250	100.0
9	Experience in active politics in years		
	No experience	34	13.6
	1 year	63	25.2
	2 years	87	34.8
	3 years	66	26.4
	Total	250	100.0

Source-Field survey

The table illustrates the demographic particulars of elected representatives working in rural and urban panchayats in Kurnool district of Andhra Pradesh, the age wise classification reveals that middle aged groups between 31-35 years of 79.2 % are in majority followed by above 36 age groups, category wise classification shows that 38.8% of the representatives are from general category, 40% from backward category, Scheduled Caste comprises 19.2% Scheduled Tribes are 2% party wise classification reveals that Telugu Desam Party has 55.2 % representation, YSRCP has 40% strength, INC has 4 % seats, CPI has 0.4 %, CPM has 0.8% ,independents has 2.8 % and others has 0.4 % share in the composition of the panchayats. this shows the TDP is the prominent party followed by YSRCP and INC party in Kurnool district Regarding educational status of the elected representatives the composition is 44% from primary education, 15.2 % from middle level schooling, 9.2 % with matriculation, graduates comprises 6%,post graduates are 3.2 % the illiterate elective heads are 22.4%.hence this data reveals that 81.6% are educated with basic knowledge to read and write and can participate in the local level deliberations of panchayats.

Occupation wise classification shows that the cultivators comprised 26%. Laborers are 25.2%, government servants are 4 %, the unemployed are in a majority with 44.8 % .this

shows wide spread unemployment and local panchayats could not provide any measure to prevent this position in rural development.

Regarding the approximate land holders of the elected representative's shows that 70.4% of the heads have less than 5 acres of land and only 9.2 % have more than 5 acres of land and 20.4 % have no land this reveals the uneven distribution of wealth and distribution in the grass roots levels of panchayats.

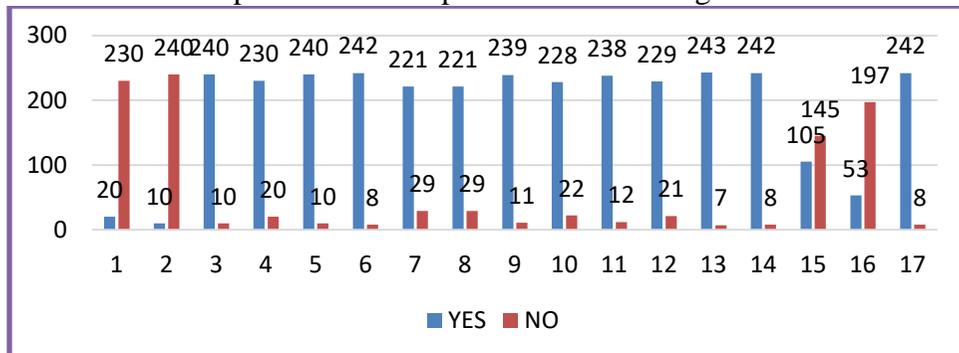
Relating to Approximate annual income from the different sources, 30,000 to 50,000 per annum are 20.4% , 50,000 to 1,00,000 per annum are 70.4 % , 1,00,000 to 2,00,000 per annum are 9.2% this shows the uneven distribution of income and wide spread prevalence of poverty in rural and urban panchayat raj leaders.

Regarding the Terms in office 24.8% are elected for the first time, 39.2% are working for second term, 36% are elected for the third time, and this shows that the most experienced representatives are working and interested to work in panchayat raj offices.

Experience in active politics in years, 25.2 % have one year of experience, 34.3 % have two years of services in panchayat office, 26.4 % of representatives have done 3 years of service in local bodies where as 13.6 % does not have any experience this reveals that most experienced elected heads are actively associate themselves in politics.

Graph-1

The opinion of the respondents on working of PRIs

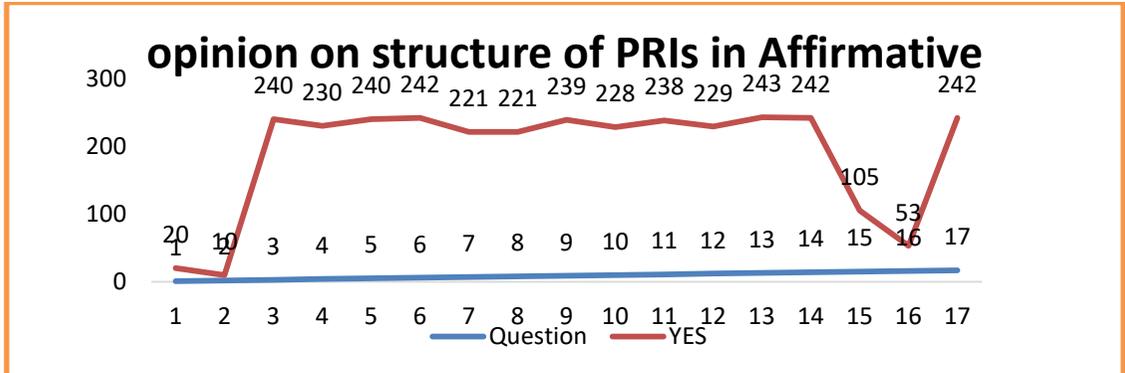


Source-Field survey

The above graph illustrates the opinion of the respondents on working of PRIs with respect to the structure and functioning of panchayat raj institutions in Kurnool district of A.P .the yes/No opinions are shown in the bar graph gives the distribution of opinions over the range of questions.

Graph-2

Distributive graph on Opinion of the respondents on structure of PRIs in affirmative

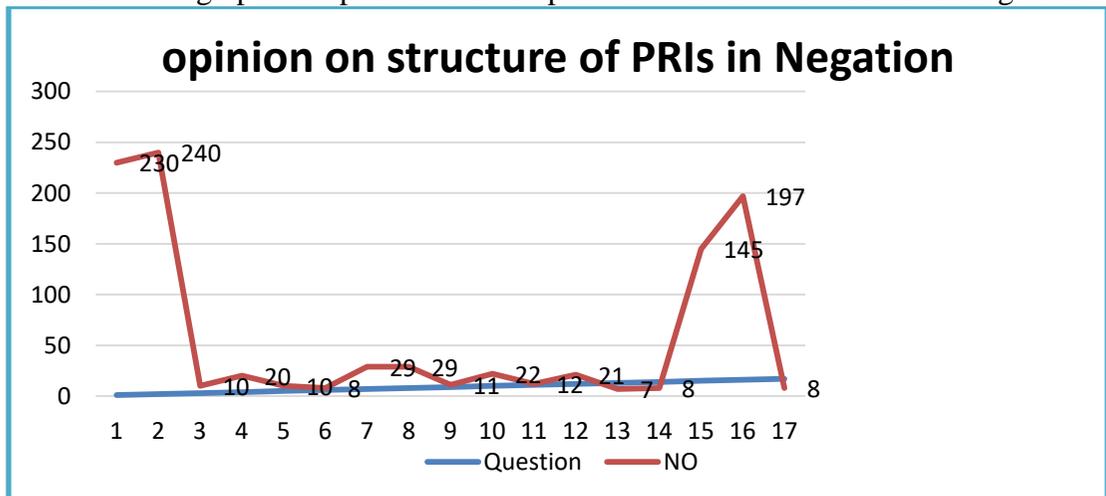


Source-Field survey

The above graph reveals the distribution of the opinion of the respondents on structure of PRIs in affirmative sense, X-axis shows the variant of the questions posed to the respondent on the structure of PRIs and Y-axis reveals the trend of the positive opinions of the respondents on PRIs.

Graph-2

Distributive graph on Opinion of the respondents on structure of PRIs in negation



Source-Field survey

The above graph reveals the distribution of the Opinion of the respondents on structure of PRIs in non-affirmative sense, X-axis shows the variant of the questions posed to the respondent on the structure of PRIs and Y-axis reveals the trend of the negative opinions of the respondents on PRIs. On the list of questions shown below.

- ❖ Do you think PRIs have sufficient powers with them? The 20 respondents have opined in affirmation and majority 230 have respondents feel that PRIs doesn't have wide powers
- ❖ Do you think structure of PRIs should be three tier? 10 respondents have felt that PRIs continued as three tier and 240 felt that structure of PRIs be modified.

- ❖ Do you think a higher caste or a section of the society influence the decision in the Gram Sabha meeting? 240 respondents replied that there is large scale influence of higher caste of the society influence on Gram sabha. only 10 felt no influence.
- ❖ Do you think in PRIs involvement of political heads is more? 230 respondents felt that there is involvement of political heads in PRIs. And 20 felt otherwise.
- ❖ Do you think the poor performance of PRIs is due to lack of funds? 240 respondents felt poor performance of PRIs because of poor funds.
- ❖ Do you think the poor performance of PRIs is mostly due to its structural defects? 242 respondents felt that PRIs needs major structural reforms
- ❖ Do you feel there is overlapping of powers in the PRIs? 221 respondents feel that there is much overlapping and lack of definite and demarcated earmarking of functions in PRIs.
- ❖ Does the state government exercises effective control over grassroots institution? 230 respondents feel that there is excess of control of state government and interference in the working of panchayat raj.
- ❖ Is there undesirable interference of the bureaucracy in the grass root institutions? 239 respondents are of the opinion that bureaucracy has undue interference in the PRIs
- ❖ Is there influence of MLA./MP's in the working of PRIs? 228 respondents feel that political heads like MLA./MP's are influencing in the working of PRIs.
- ❖ Does PRIs should have its own bureaucracy? 238 respondents feel that PRIs should have its own bureaucracy
- ❖ Can alternate model work better than present top down model of PRIs 229 respondents feel that there should be alternate model can work better than present top down model of PRIs
- ❖ Is planning from the grassroots level institutions practicable? 243 overwhelming number of respondents of opinion that planning from the grassroots level institutions is practicable and feasible.
- ❖ Do you think that there is a corruption and favoritism in the implementation of various rural development programmes? 242 of respondents feel that there is a corruption and favoritism in the implementation of various rural development programmes
- ❖ Do you feel satisfaction with the existing rural development schemes? 145 respondents are not satisfied with the existing rural development schemes
- ❖ Does various rural development: programmes reaching the deserving people? 197 respondents does not feel that various rural development: programmes reaching the deserving people, remaining feel that programmes not reaching the poor.
- ❖ Can PRIs play effective role in the agriculture/ horticulture development? 242 respondents opined that PRIs play an effective role in the agriculture/ horticulture development.

Scheme of Suggestions and Recommendations:-

1. The structural inconsistencies' in PRIs regarding the spheres of authority in three tier structures can be done away with only by clear cut demarcation of power and authority in the sense of vertical and the horizontal division of powers and permanent decentralization of authority between state and local levels hierarchies.
2. The ambiguity and overlapping of the powers and functions exercised by various constitutional bodies like SEC,SFC,DPCs but, working under the instructions of state governments can be removed by creating up these bodies by the panchayat themselves at all levels appointment and recruitment of their staff and co-ordinate their functions to the immediate next levels.
3. Hence, the new model will be **inverted triangle** drawing the authority from the grass roots and exercising their authority and responsibilities at the local levels and communicating their actions to the next superior levels in the ladder of horizontal levels of administration.

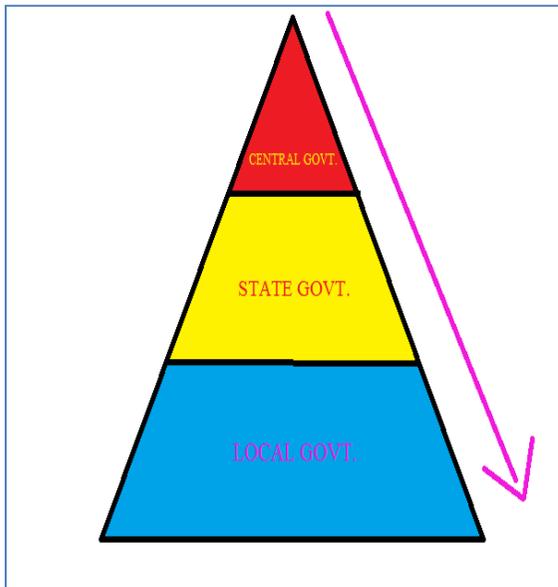


Figure 5-Traditional Hierarchy of Power-Top to Bottom

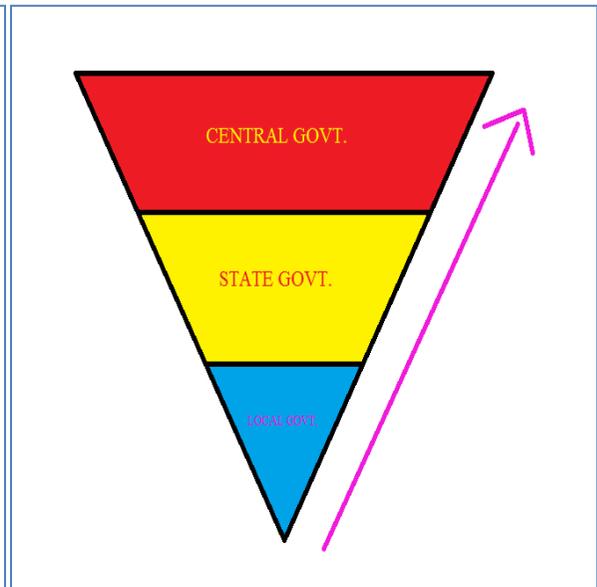


Figure 6 Alternative model of power hierarchy-Bottom to Top

4. There is no clarity of the spheres of powers exercised by bureaucracy and their sanctioning authority vis-a-vis three tier structure. Hence, a Separate machinery of bureaucracy may be appointed by panchayats to make a suitable planning and co-ordinate with the state bureaucracy
5. The local resources can be better identified by the grass roots levels that can be managed and better utilized. They can generate their own revenues, hence panchayats can appoint their own local planning board at all levels and co-ordinate their activities with the next levels of panchayats and maintain synchronization with upper levels of authorities at central and state levels.

6. To define the tax jurisdiction of local panchayats in all levels and permanently decentralize the financial authority and clearly demarcate the sphere of authority in the act, a separate finance commission can be set up by the panchayats themselves to judiciously manage the financial affairs.
7. Each levels of financial bodies thus created can maintain coherence with the next level and function as a separate units by themselves and act as a true units of self-government.

References:

1. D.K.Singh, The Panchayati Raj and Decentralised Planning in India,
2. "The Andhra Pradesh Panchayat Raj Act, 1994" (PDF). Lawsofindia.org. 2002. Section 6.(3). Retrieved 30 September 2015.
3. Social Science. Vk Publications. p. 117. ISBN 9788179732144.
4. Dwivedi, Ritesh; Poddar, Krishna (1 December 2013). "Functioning of Panchayati Raj Institutions in India: A Status Paper". *Adhyayan*. **3** (2). doi:10.21567/adhyayan.v3i2.10183
5. Arsheed aziz khanday (2012)Decentralization (Panchayati Raj) in India ,
6. niti.gov.in/planning commission
7. Rupak Das & Debabrata 2017Fiscal Decentralization in India: A study on Panchayati Raj Institutions (PRIs) in Assam

QUESTIONNAIRE SCHEDULE (ANNEXURE-I)

AN INTERVIEW SCHEDULE

ON RESPONSIBILITIES AND CHALLENGES FACED BY PANCHAYAT HEADS IN
KURNOOL DISTRICT OF ANDHRAPRADESH**DEMOGRAPHIC PARTICULARS OF THE RESPONDENTS in PRIs**

	Name of Respondent	
	Name of PRI	
	Village	
	Block/ District-KURNOOL DISTRICT	
1.1	Age 1) 21-25 2) 26-30 3) 31-35 4) 36 Above	
1.2	Category 1) General 2) BC 3) SC 4) ST	
1.3	Party 1) TDP 2) YSRCP 3) INC 4) INDEPENDENT 5) CPI 6) CPM 7) BJP 8) Others	
1.4	Marital Status: 1) Married 2) Unmarried 3) Divorcee	
1.5	Education 1) Primary 2) Middle 3) Matric 4) Graduate 5) Other 6) Illiterate	

1.6	Type of family 1) Joint 2) Nuclear	
1.7	No. of family members 1) Male: 2) Female 3) Total 4) Adults: 5) Children	
1.8	Family occupation 1) Cultivator 2) Labour 3) Government Service 4) Housewife 5) Others	
1.9	Occupation/Profession of Respondent 1) Cultivator 2) Labour 3) Govt.Service 4) Housewife 5) Others	
1.10	Approximate Land Holding of the respondent: 1) none 2) less than 5acres 3) more than Acres	
1.11	Approximate annual family income from different sources 1) 30,000 – to 50,000 per annum 2) 50,000-1,00,000 per annum 3) 1,00,000-2,00,000 per annum 4) 2,00,000 above per annum	
1.12	Land Holding: 1) No.of Acres 2) None	
1.13	Whether elected first time 1) Yes 2) No	
1.14	If No, what position you had earlier 1) Same 2) Higher 3) lower	
1.15	Terms as Sarpanch/MPTC/ZPTC	

	<ol style="list-style-type: none"> 1) Ist 2) 2nd 3) 3rd 4) More than 3 	
1.16	<p>Elected as</p> <ol style="list-style-type: none"> 1) General/ unreserved 2) Reserved 	
1.17	<p>if reserved</p> <ol style="list-style-type: none"> 1) General woman 2) BC 3) SC 4) ST 	
1.18	<p>Experience in active politics (in years)</p> <ol style="list-style-type: none"> 1) No experience 2) 1 year 3) 2years 4) 3years 5) More than 3 	
1.19	<p>Are you a member of any political party affiliation</p> <ol style="list-style-type: none"> 1) Yes 2) No 	
1.20	<p>Your elections to this Institution is influenced by</p> <ol style="list-style-type: none"> 1) father 2) husband 3) party 4) self 	
1.21	<p>Who were the agents responsible for this arousal in you</p> <ol style="list-style-type: none"> 1) Family/relatives 2) School/college 3) Political and social workers 4) Newspapers and books 5) Caste affinity 	

Schedule-II Knowledge on the functions of PRIs

2.1	Are you satisfied with the working of PRIs?	Yes/No
2.2	Do you think PRIS have sufficient powers with them?	Yes/No
2.3	Are you satisfied with the devolution of power in Andhra Pradesh?	Yes/No
2.4	Do you think structure of PRIs should be threetier?	Yes/No
2.5	Whether the participation of people in the Gram Sabha Meeting is satisfactory?	Yes/No
2.6	Do you find transparency in the working of Panchayati Raj System?	Yes/No
2.7	Do you think the Gram panchayat is adequately participating in village development?	Yes/No
2.8	Do you think finalization of rural development scheme in Gram Sabha is proper?	Yes/No
2.9	Do you think a higher caste or a section of the society influence the decision in the Gram Sabha meeting?	Yes/No
2.10	Whether the rural development is the only objective of PRIs?	Yes/No
2.11	Do you think in the New: Panchayati Raj Act, Pradhan of V.P/ Chairman of Panchayat Samiti and Zila Parishad enjoy a better status?	Yes/No
2.12	Are you satisfied with the extent of powers delegated to elected representatives in PRIs?	Yes/No
2.13	Do you think in PRIs involvement of political heads is more?	Yes/No
2.14	Do you think that the reservation for women and SC/STs in PRIs has affected the efficient functioning of these institutions due to lack of required involvement?	Yes/No
2.15	Do you think that decentralization is possible without adequate distribution of power and resources down from one centre to the lowest level?	Yes/No
2.16	Do you think the poor performance of PRIs is due to lack of funds?	Yes/No
2.17	Do you think there is a party politics in the allotment of funds to PRIs?	Yes/No
2.18	What Do you think with the establishment of separate finance commission for the PRIS, the financial position of PRIs has improved?	Yes/No

2.19	Do you think the poor performance of PRIs is mostly due to its structural defects?	Yes/No
2.20	Do you feel there is overlapping of powers in the PRIs?	Yes/No
2.21	Do you feel the excess interference of state officers in PRIs	Yes/No
2.22	Do you think with the establishment of separate Election commission by themselves the elections to PRIs can be regular?	Yes/No
(Schedule-III- Perceptions on Supervision and Control in PRIs)		
3.1	Do you think the state government still exercises effective control over grassroots institution?	Yes/No
3.2	Are you in favor of lesser control of the government on PRIs?	Yes/No
3.3	Do you think there is undesirable interference of the bureaucracy in the grass root institutions?	Yes/No
3.4	Do you get proper co-operation from the bureaucracy involve in the PRIs?	Yes/No
3.5	Whether there is influence of M.L.A. MP's in the working of PRIs?	Yes/No
3.6	Do you find any interference from the upper level rural political elites?	Yes/No
3.7	Do you think there should be supervision in the development activities of the higher tier over the lower tiers?	Yes/No
3.8	Do you think PRIs should have its recruiting body to appoint its own bureaucracy?	Yes/No
3.9	Do you think deficiencies in present top down model of PRIs?	Yes/No

Schedule-IV-Perceptions on Structures of Panchayat Raj in PRIs

4.1	Do you favor independent bureaucracy for PRIs?	Yes/No
4.2	Do you think planning from the grassroots level institutions is practicable?	Yes/No
4.3	Do you think that there is a corruption and favoritism in the implementation of various rural development programmes?	Yes/No
4.4	Do you think staff attached with grassroots institutions should be given training in rural development programme	Yes/No
4.5	Are you satisfied with the existing rural development schemes?	Yes/No
4.6	Do you think various rural ■ development: programmes for the poor are reaching the deserving people?	Yes/No
4.7	Do you think people are feeling some changes in their living standard with various poverty eradication programmes?	Yes/No
4.8	Do you think PRIs can play effective role in the agriculture/ horticulture development?	Yes/No