CHAPTER VI

CONCLUSIONS
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The present study focuses attention on the inter-
relations among the three major groups - the administrators,
the leaders and the villagers involved in developmental
activities and observe the same from the grass-roots village
level through the block to the district level. The study
revolves around the following questions;

1) How far are the historical experiences of the two
   states relevant to the present day Development
   Administration?

2) How does the concept of development Administration
   enlighten us in understanding the developmental process
   operating in the two states, Uttar Pradesh and Tamil
   Nadu?

3) What happens to central and state directives by
   the time they reach the grass-root level in
   implementation and how does the local structure
   respond to them?

4) What are the main differences on the nature of
   Development Administration and the people's response
   to the same in the two states and what can be the
   possible explanations for these differences?
5) What are the methodological implications of the study?

The universe shows the major similarities of the two districts are: Perennial river water resources are available in both for agricultural cultivation. The population involved in agriculture is about 55% in both the districts. S.C. population in the two districts is almost equal, around 17%. The major developmental programmes introduced in them are also the same. The variations lie in these: The major crop cultivated in Meerut (U.P.) is wheat and sugar cane as the cash crop. In Tirunelveli (T.N.) paddy is the major crop and cotton, coconut, banana, Groundnut are the cash crops. Sugar Mill in Meerut and fertilizer factory in Tirunelveli play crucial role in cash crop cultivation. The sugar cane varieties cultivated in Meerut are generally prepared from the seeds brought from Coimbatore, a part of Tamil Nadu. The major agricultural communities in Meerut District are the Jats, the Gujars, the Rajputs and the Ahirs. In Tirunelveli, Nadar community (once upon a time they were Toddy Tappers) is more industrious in agriculture like that of the jats of Meerut. The other agricultural communities very from velalas, Konar and Thevars. The modernisation growth of Meerut, like railway line and road construction started
from the first war of independence in 1857.

The land tenure pattern though zamidari system in many parts of U.P. Meerut was represented by 'Bhaiya Chata' system to a predominant way over pattidari and zamindari system. It has been reflected in the agrarian structure, Meerut has large number of owner cultivators than Tirunelveli, showing an egalitarian agricultural structure. In Tirunelveli the land tenure system was 'Poytwari' in general but 'Mirasdari' system prevailed with big land lords and large number of land less people. The agricultural labourer of Tirunelveli is almost double than that of Meerut. The higher caste despotism over other caste (one place, Kallidaikurichi in this district, where it was severe), led to the birth of self-respect movement in Tamil Nadu which forged an alliance among non-brahmin castes. This movement politicised the people. The Arya Samaj Movement has influenced the people of Meerut region with a large proportion of Jats joined the organisation, protesting against elaborate Brahmanical rituals. Meerut district remained in the fold of national party from the beginning to till now, except for a brief period. Where as in Tirunelveli since the national party was dominated by brahmin the regional parties taking the anti-brahminical stand have been favoured for the past two and half decades.
The marriage pattern of both northern and southern regions of India varies greatly. Meerut follows the pattern of extension of kinship relations by adopting 'Seema Seema Bhaichara Rule' whereas in Tirunelveli the marriage relations further strengthen the already existing kinship relations by multiple bonds. This is the social setting which Nawana Block from Meerut and Srivaikuntam block from Tirunelveli reflect.

Development Administration was introduced as a new phenomenon from the first 5 year plan period as community development programme. It is stated that the programme is tried as philosophy, method and as an agency. The programme since its inception in 1952 as the first phase, after three years became National Extension service scheme. As the second phase, democratic institutions at different levels were introduced in 1959 known as Panchayati Raj system. It was conceived as a three-tier system from the grass-root Gram Panchayat to Block Samitti and Zila Parishad to secure peoples participation in the developmental programme.

Administration of development programme are under the control of district collector in both the districts. The Next to him there is a chief development officer in Meerut,
who Co-ordinating all district level technical departments heads like Co-operative, Animal husbandry, Panchayat, Engineering and so on. Whereas in Tirunelveli the district is divided into two developmental districts north and south and further they are divided into four divisions with divisional development officer as its head to actively implement the scheme. There are separate agencies like D.R.D.A., B.I.C. etc. Regarding the Agriculture, which is a major aspect of development programme there is a separate line of command has been established separating it from the grass-root rural welfare officer to the district level by introducing Training and visit programme in July, 1982, in Tirunelveli. In Meerut it still remain the old pattern. The designations of the officials in Meerut are changed as per the need as Assistant development officer at the block, the cadre next below to B.D.O. in the hierarchy, but it remains as Extension Officer in Tirunelveli. The official who works at the village level is Rural Welfare Officer in Tirunelveli who is known as Village Development Officer in Meerut. But for these kinds of variation generally the two administrative patterns resemble more. Though the programmes passed through several stages multipurpose character of co-ordinated approach remains unchanged.

From the observation of the working of development Administration the following similarities were identified
(1) Inter-departmental co-ordination is poor in both the districts and it has been observed over a number of occasions. The D.R.D.A. officials have to attend Gaun Sabha meetings and supervise whether the selection of the weaker section families on a poorest among the poor basis is proper, for implementation of aid programmes. But the date and time of the programmes were not intimated by the Block Development Offices in time to D.R.D.A. At the district level also meeting organised at District Magistrate's house was not attended by the officials in time. Few of them came in the evening when the meeting was over a few hours ago. In Tirunelveli the District consultative committee meeting was postponed by the Collector for want of quorum and the striking feature was MLA belongs to the region turned up but the officials could not attend because the information did not reach them in time. There were occasions when finance institutional officials (Banks) purposely avoided the interview Board Meeting for self employment scheme of the District Industries Centre. Revenue or normal administration people are given over weightage than the people in development administration. The Chief Development Officer was not provided official quarters till the time he was transferred after a year, whereas a revenue official in lower cadre was provided quarters at once. The important and most awkward situation is, many departments function without head and some are officiated by people from lower cadre and the
morale of the agency dip down and may not function efficiently. The district industries centre's head is General Manager and the post was lying vacant for nine months in Tirunelveli District. Transfer has been used as weapon to force the officials to toe the line drawn by high-ups. It is told and observed the lower cadres frequent the higher cadre's house every day in the evening as a ritual even without any purpose or work, in order to be in the good books of them. Yet another problem of lack of inter-developmental co-ordination, instance is a department was asked to explain from higher state level department, for failure to spend money on one specific budget head programme, however the approval of the budget which should have been done first, lies pending at the state level office. Meetings held very often at all levels, weekly meetings at block level conducted by the B.D.O. of the village level official, monthly meeting at the district level Collector arranges it. In a week time one can not expect much progress to be achieved in any programme and the weekly review becomes farce. So many departments deput delegates to such meetings in the last minute and they go to attend it without having done their home work and with little knowledge about the projects back-ground. So substantial contribution has not been made out of it. Meetings can be reduced with sufficient intervals than it may give substance and meaning for further steps in implementation of Development Programmes.
The administrators and the leaders groups come together and tend to neglect the villagers group. The administrators give undue importance to rules and in order to escape from troubles like loan recovery problems they sanction the loans to the leaders who normally are well-off or to others who are close enough to the leaders and can pay back the loan. Budget amount has to be spent, so in this way the administrators and the leaders satisfy their different needs. The real needy villagers could not redress their problems. The leaders in return protect the administrators from public wrath.

In one village at Tirunelveli the loan transactions were done only on paper and the subsidy amount only, given to the beneficiaries. In Meerut district also motor pump set loans were given by getting a cash memo from any private dealer. The amount of subsidy is given and the loan amount remains in the bank in the savings account of the beneficiary. There is an instance in which a landlord one of the village leaders got loan on his farm worker's name and later on, sold away the engine. The poor worker has to pay the loan by disposing of the small hut by owns. The officials also are aware of such events. Relatively, the higher order large farmer and the landless get some benefits from the development programme but the real small farmer does not get any benefit from these programmes.
Development administration in the two states seems to be dynamic in nature. They adjust and modify itself to suit the surrounding social conditions. Bank, development and revenue administration adjust with the local leaders and develop personal contacts and interactions which emerges as an 'informal organisation' within the formal structure for smooth operation.

In one block the skins auction was taken up by a local villager at a higher quotation. However, it was denied to him and given to another local leader of the village at a very lower quotation. The matter has been reported to the district Collector and further action is awaited. Ruling political party office bearers at local level were treated with high regards and they dictated block development officer to include the names in his list for recommendation to TRSYEM Scheme. Later on it was found the B.D.O. obliged them. Bank Managers visit district level heads of development administration in Meerut and give compliments and requests him to sent loan applications of economically viable people for the target coverage. In another instance the Assistant Engineer was given a big presentation and asked to give Government borewell order to one particular contractor to whom the Bank will sanction loan. These net works revolve around the groups of administrators and the leaders. If the administration is stream lined
and procedures relating to sanctions, supplies and in implementation in the field, are pooled together and taken over by the Government in separate developments efficiency may improve and the under hand dealings may come down.

Some of the differences among the two districts are significant: (1) In Uttar Pradesh introduction of new phenomenon like Tractor, T.V., New seed varieties, Fertilizer, pump sets and new practices like cultivation method and institutional structure like hospital, school agricultural co-operative societies are carried out mostly through caste, kinship and other primordial ties and not by the formal administrative setup. For example hospital in one village in Meerut was established at the behest of the divisional health officer who hails from the same village and who offered his own house as the building to run the hospital immediately. Certificate seed programme was carried on in one of the leaders house out of the whole village, because his son happens to be a seed certifying officer. Tractor purchase and sales are mostly carried out on caste and kinship relations basis and not on market relations. To recruit an individual in the army one villager approaches the leader of the village to influence the leader’s brother’s ‘Sambandhi’ and get the things done. Primary school came into one village 100 years ago because a district board member at that time was from this village.
However, in Tamil Nadu such kind of caste alliance is not strong. Here a different kind of quasi social organisation emerges on co-operative basis cutting across caste boundaries. It can be noticed in Kottarakurichi's betel vine cultivation in which one individual takes a huge area of land around 5 acres or so on lease and then take 10 or 15 people belongs to different caste and religion as his partners and allocate land for each and they work together as a unit for three or four years will the yield becomes low. Same is the way in the dry land area called as 'Punja' in Siruthondanallur they grow banana plantain by carrying the water upto 3/4 Kms through cement pipes for the past 12 years. It is one of the main source for the economic prosperity of the village people. It is also carried out on individual co-operative basis among different caste members. In Kottarakurichi village the high caste people once lived in the village are now in high official position but they have not done anything for the village and it is down the hill path now. Even people approached the high-ups for favour it was not entertained, in the case of a person to get in to the SPIC fertilizer factory as an employee where the Chief Engineer who is the recruiting personnel hails from this village decline to help him though they are of the same caste.
The relationship among the three groups—the administrators, the leaders, and the villagers in relation to development is a complex process. Some possible explanations are suggested in this study. The historical experiences of Tamil Nadu under the British Colonial Rule for long time and the success attained in the co-operative movement in the early twentieth century along with the self-respect movement all have a bearing upon the formal nature of bureaucratic development and success of co-operative efforts in bringing out development in rural areas. The officials normally do not talk about the programmes and its implementation procedures until they get the permission from the higher authorities to do so. If some official is on long leave his work will not be attended to by others. Even the budget preparation gets delayed by the very formal nature of administration. On the other hand, 'Punjai' banana cultivators run a unregistered Co-operative society more efficiently with different caste and community members init.

The western districts of U.P. had the 'Shaiya Chara' system of agrarian relations, a strong work ethic in relation to agriculture even among the higher groups and an Arya Samaj movement which helped in the formation of a league among various sections, particularly among the Jats from the rural areas. These factors provided the suitable condition for the continuation of the primordial ties even in politics and administration.
The findings of the present study shows that
(i) the inter-departmental complexities exist (ii) the
relations between the administrators and local leaders
are more intense than the relations with the peoples.
(iii) The middle men among the administrators and the
villagers are strong, (iv) primordial ties are more
significant in Meerut and they have yielded results also.
In the case of Triunivelvi the co-operative movement which
has a long history alongwith the British formal adminis-
tration, cut acroos caste boundaries bear fruits (v) In
both the cases the peoples' initiative for development is
greater than the administration.

The well meaning efforts of the Government are
differentially made use of by various section of population.
Some of them take their own initiatives and try out alter-
native strategies for development. Case study material
presented in the study high lights need for further inqui-
ries in to ways the people cope with new institutions to
a certain extent and also devise their mechanisms to meet
the problematic situations. These initiatives of the people
are to be studied by the development administration to
acquire greater depth of understanding and increasing the
possibility of success.

Intra country comparative studies are important in
a vast country like India where we have people of all
Countries living in a contemporaneous situation with a rich variety of political and administrative diversity. The method of studying social phenomena in their current form through data collection and case studies enriched by the historical contexts of the two states has shown some promise and can be extended to other areas too. It is hoped that the understanding of different regions will lead to informed discussion of the issues which become instructive for further policy implications. The discipline of sociology itself stands to gain substance in extending its frontier to inter-regional comparisons.