CHAPTER 3

THEORITICAL FRAMEWORK

The most striking lesson arising out of the experience of most of the developing countries has been that national development is essentially an integrated process of change; that it is not possible to bring about any significant change either in the structure or behaviour of economic, social, political and administrative institutions without bringing about a shift in the character and attitudes of various participating elements. In other words, the essence of development administration is holistic change undertaken through integrated organized and properly directed governmental action.

Indeed, in most of the key areas of development administration it is difficult to observe any uniform pattern either in the activities or in the behaviour of the various elements. In the diffused sectors like agriculture, education, community development, health, family planning and many areas of social welfare it is virtually impossible to establish clear-cut roles for social, economic, political and administrative institutions in development administration. The variety of simultaneously operating parameters is so confusing that they cannot be brought under the kind of discipline which the existing administrative theory necessitates.

Thus, in the developmental situation it is not possible to clearly identify the behavioural values which have to be changed or the methods through which they can be changed. Nor is it possible to design an administrative set which can place both the agent of change and clientele system in any kind of an effective organized relationship. As a result, the various institutions and processes working in the developmental context interconnect each other causing considerable confusion in their working, while the existing administrative theory remains on the side-lines.

3.1 DEVELOPMENT ADMINISTRATION:

The essence of development administration lies in its capacity to bring about congruence between the programmes designed to change the structure and behaviour of the various institutions, to develop an acceptance for the change and finally to conduct the various activities in a manner which can sustain and support the change objectives. The most fundamental problem then is how to bring about the successful implementation of the various change objectives.
Broadly speaking, the process of development consists of bringing about structural and behavioural change in the social, economic and political life of the people. Development administration as a concept connotes the totality of administrative processes involved in developmental activities. In practical terms, development administration is that part of public administration, which is concerned with the realisation of developmental goals, policies and programmes. Development administration is essentially an action oriented, goal oriented administrative system. It is the special emphasis on developmental values and goals which gives development administration its special character and significance.

Furthermore, the area of activities covered by development administration in a country like India is not confined to the government sector; it also covers certain functions and activities concerning the promotion of development by non-governmental agencies and the citizens at large. Conceived in such a broader perspective, it is the object of development administration not only to realize the developmental goals and programmes; it is equally its function to create general conditions of development in Indian society and to bring about an increased ability in all national sectors for advancing the pace of all-round development. In wider terms development administration is the will to develop, the mobilisation of existing and new resources and the cultivation of appropriate skills to achieve the developmental goals.

3.2: RURAL DEVELOPMENT:

Rural development is one of the most important facets of development administration. Before explaining what rural development is, we need to understand the meaning of ‘rural’ and ‘development’. The International Encyclopaedia of Social Sciences defines the term ‘rural’ as the areas whereby people are usually engaged in field activities involving production of food, fibre, ores and raw materials. According to Encyclopaedia Britannica, ‘Rural society is a low ratio of inhabitants to open land and in which the most important economic activities are the production of foodstuffs, fibres and raw materials’. From these definitions, it is clear that ‘rural’ connotes to those areas in open lands where there are few inhabitants in each of the small settlements whereby the inhabitants are engaged in basic economic activities like production of foodstuffs, fibres, ores and raw materials.

We can further state that ‘rural’ is distinguished from a city or town which is generally characterized by an economy based on forest and its products, agriculture, cattle rearing, etc. The lifestyle in rural areas are somewhat different from cities and towns mainly
due to the location, type of economic activity generating income that prevails in each of these places. The rural areas are usually deprived of standard basic amenities like healthcare and education services, safe drinking water, proper sanitation and sewerage system, transport and communication, provision of electricity, the modern technology enhanced infrastructures are more or less absent.

In the 1950s, development was viewed mainly as economic growth where the concerns were economic progress in the field of industries, while the 1960s and 1970s witnessed the broader view of development including growth and change in social, cultural and economic conditions. The meaning and concept of development has been evolving since then till date. Development therefore is a continuous process, it cannot be uniform in various countries or states, it is a multi-dimensional and goal oriented process. It can be equated with social transformation, economic growth and nation-building.

Development can be termed as a process or a stage in progress, advancement or growth in a better form than before. Development includes changes in the social and economic growth, technology, science, industry, agriculture, etc.

According to Michael Todaro, “Development is a multi-dimensional process involving changes in structures, attitudes and institutions, as well as the acceleration of economic growth, the reduction of inequality and the eradication of absolute poverty4.”

The increase in standard of living, improvement in health and education, more production in agriculture and industry, rise in income and purchase power, improvement in governance are all included in development.

The internationally accepted indicators of development are 1) Literacy- knowledge that comes from formal education, skills from training and from informal education and the application of these intelligence and skills in real life situation. 2) Health and Healthcare Services with its various facets like quality of life, maternal and infant mortality, life expectancy and the availability of health care services. 3) Income and economic welfare- the availability of employment, per capita income, job security are important aspects of economic welfare. 4) Democracy and participation affairs, system of governance. 5) Technology and Science- the potential and height of progress in technology in agriculture and farming are other indicators of development, which are obvious in looking at developed countries.
Social and cultural welfare is another vital indicator, while the outlook and behaviour of any society is determined by the other indicators mentioned earlier. As such it includes a wide variety of matters like child and elderly populations, health, education, human habitats, income and economic activity, job satisfaction, etc.

A country is deemed to be developed if these development indicators are at high levels. The third world countries are generally low in these aspects while the developing nation like India is slowly gaining to achieve these favourable development indicators. As India’s rural population is overwhelmingly higher than urban population; there lies the fundamental need for developing the rural areas to attain better development in the national level.

According to World Bank, Rural Development is “the strategy designed to improve the economic and social life of the specific group of people- the rural poor. It involves extending the benefits among those who seek a livelihood in rural areas- the group includes small scale farmers, tenants and landless5.

Copp has defined Rural Development as ‘a process that involves the rural people collectively, aiming at the improvement in their well being and self realisation”6. He kept the development of people and their participation at the core instead of infrastructural development.

Rural development in simple terms means a strategy designed to improve the social and economic life of people in a rural setting. And it focuses on the rural poor consisting of small and marginal farmers, labourers, rural artisans and the weak and vulnerable people. Rural development, in a complete sense, is a process of social action in which people of a community organise themselves for planning and action, define their common and individual needs, make group and individual plans to meet their needs, and execute their plans relying heavily upon community resources and supplement these resources when they need to, with services and material from governmental and non-governmental agencies.7 Katar Singh goes to the extent of including not only immediate development, but a sustainable improvement of rural people in their quality of life8.

Due to absence of basic amenities and good network of transportation, rural areas are left in secluded areas where they earn their livelihood by agriculture and allied activities, small scale industries and animal rearing. They greatly depend on nature and limited use of science and technology, as such developing on a large scale is difficult. Moreover, many of
the rural families are landless making both ends meet by working under big private farmers and land owners. There is widespread poverty and hunger in rural areas due to scanty income and unavailability of enough food to feed every belly.

3.3: RURAL DEVELOPMENT BEFORE INDEPENDENCE:

Rural poverty could be said to have begun in the ancient period mainly due to the unfair system of collection of taxes, there existed mainly three types of land revenue system, the Mahalwari, the Ryotwari and the Zamindari system, all of which were never in the better benefit of the actual tiller of the land, but for the land owner and the Zamindaris. Heavy taxes were collected from all agricultural products, which were hardly reduced even when the country was stricken by drought and other natural calamities. Due to inability to pay the revenues, the peasants were forced to sell their lands to the tax collectors, the Zamindaris, the well-to-do people and continued to till the land as tenants. Their share from the crops were reduced furthermore as they have to pay for borrowing the land and the revenue levied by the rulers. When the crop productions deteriorated, they were unable to pay off their debts to the land owner and will eventually become bonded labourers. There was no chance for them to free themselves from the clutches of poverty, as it was deeply rooted.

The Mughal rulers used to collect heavy revenue that went to the cities and towns, they were never utilised for development purpose. Rather the ruler and the wealthy people will spend it for purchase of unproductive items like jewellery only to increase their own wealth and for the royal army as they were in constant wars with neighbouring rulers. The revenues were extracted from the rural areas that were never siphoned back to these areas. Let alone the heavy revenue, the system of collection itself was exploitative; the actual tillers of the land were in the clutches of the Zamindaris and the land owners. The British rule was all the same a sad situation for the rural people, heavy and unfair collection of revenue continued, such was the plight of the rural areas, when the British rule finally came to an end, Indian villages were left barren and empty. Mahatma Gandhi’s ideal self sufficient independent village was a far cry from reality; rural poverty was at a mass scale deeply rooted in the past.

A handful of initiatives were taken towards rural development before independence of India⁹, some of them are-
Sriniketan: In 1908 Shri. Rabindranath Tagore initiated Sriniketan project by starting youth associations in the Kaligram Progana. He tried to create a class of functionary workers who could identify themselves with the people. In 1921 he established a Rural Reconstruction Institute at Sriniketan in West Bengal. A group of eight villages was the centre of the programme. Activities like adult education, training of youths, explanation on scientific methods of agriculture and health co-operatives were focal aspects of the work aimed to make a group of villages self reliant. This project was closely guided by Mr. Leonard Elmhirst. The objectives were to create a real interest in people for rural welfare work, to study rural problems and to translate conclusions into action.

Marthandam: Dr. Spencer Hatch, an American Agricultural expert commenced Marthandam in Travancore with Young Men’s Christian Association (YMCA) in 1921. The aim of the project was to convey better life for rural people. It was projected to embody the three-fold development, not only spiritual, mental and physical but also economic and social. The essential approach of the centre was self help with close expert guidance. From the experiment centre at Marthandam, about hundred villages were covered through YMCA centres in villages.

Marthandam was in a strategic location to assist the villages; it set reserved prize bulls and goats, model bee-hives, demonstration plots for improving grain and vegetables seeds, poultry runs with prize laying-hens, a weaving shed, etc. The activities conducted at centre could meet the mental, physical and spiritual needs of the villagers. The main short-comings of the project were inadequate funds and governmental help. The religious bias of the institution was also a major hindrance in its activities.

Gurgaon Experiment: Rural growth movement on a mass scale was first started by Mr.FL Brayne, Deputy Commissioner in the Gurgaon district of Punjab state. He was prompted by the backwardness, poverty and misery of the people. A village guide had been placed to serve as a path through which the counsel of the experts in several departments could be passed on to the villagers. The programme of introducing improved seeds, implements, the method of cultivation, etc. was started throughout the district the project could not develop leadership in the villages that would continue work when the village guides had left the villages.

The work again gathered momentum, after 1933, where Mr. Brayne was appointed commissioner of Rural Reconstruction in Punjab, 1935-36, government of India granted Rs.1
Crore for various rural works which served as an incentive. Even so the project could not make much progress as the local talent was not utilized for developmental process. Most of the works are done by implementing authority over the people instead of voluntary participation of local people.

Gandhian Construction Programmes/ Sewagram: self contained and self sufficient village life was the dream of Gandhiji. He wanted to solve the rural problems without any intervention by outside agency, but with the local people and through local resources. Regarding the work of development in the country, he emphasized that the ‘salvation of India lies in cottage industries’, decentralized production and equal distribution of wealth. Self sufficiency of Indian villages can be achieved by eradicating middlemen; so that the farmer can get the full price for his produce. He wanted that the tiller should be able to consume his own products like fruits, milk, vegetables, etc, only then will come up the true India.

He formulated an 18 point programme which includes the promotion of village industries, basic and adult education, rural sanitation, uplift of backward tribes and women, education in public health and hygiene, propagation of natural language, love for the mother tongue, economic equality and organization of kisans, labourer and students and so on. He wanted to make villagers self sufficient and also want to develop stamina which is useful against oppression and injustice. The important institutions which were established to promote his ideas were- All India Spinner Association, All India Village Industries Association, Gandhi Ashram at Tiruchungode, Gandhi Niketan at Kallupatti, Gandhi Gram at Dingdigul, Gandhi Sewa Sadan at Porur (Malawar), Kasturba Ashram in Kerela. Truly speaking, Gandhian Constructive Programme became big institutions, simple ideas became philosophies. His emphasis on Khadi became Charka movement and then the All India Khadi and a Village Industries Board.

3.4: RURAL DEVELOPMENT AFTER INDEPENDENCE:

In the post Independence era, India achieved success in many areas like agriculture, science and technology, communication and Information Technology, even in astronautics. Yet the country has enormous number of poverty stricken citizens, majority of these resides in the rural areas, therefore rural development has always been one of the focus areas of the national development policy.
The stress on rural development is due to many constraints affecting the rural areas, which generally suffer from inadequate infrastructure, standard facilities and technological advancements. The rural areas are deprived of even minimum needs like safe drinking water, primary health and transportation and they suffer from indigence, ignorance and illiteracy. Their habitual attitude towards development has been stopping them from getting full benefit of the incentives offered by the government. Apart from these, the ownership of land and other assets has been heavily concentrated in the hands of a few. Due to all these reasons, the rural development programmes many times failed to reach the rural population as expected.

The first approach to rural development was Community Development Programme (CDP), it was launched in 1952. CDP was a multi project programme with the aim of an overall development of rural people, as such the programme consisted of agriculture, irrigation, animal husbandry, social education, village industries, etc. which are directly related to the life of the rural people. It was intended to endorse improved living condition for all with the involvement of the people themselves. The approach to the programme is twofold, educational and organizational; the rural people are to be educated in the art of better living, change in attitude, methods of production, adoption of science and technology, locally organize themselves for self help.

The next approach to rural development was Land Reforms during 1956-66 that provided for redistribution of land through tenancy reforms, abolition of Zamindari, land consolidation and distribution of land to landless poor and marginal farmers. The efforts however did not achieve much result as expected, the conditions of small tenants and small farmers did not change much.

The previous strategies did not succeed much to attain the expected results and also the deficit in food grains in the late 1950s and early 1960s, the government of India therefore decided to concentrate on improvement in the field of agriculture. Programmes such as Intensive Agricultural Area Development Programme (IAADP) and High Yielding Varieties Programme (HYVP) came to light. These programmes were implemented with the objectives of increase in agricultural production through introduction of high yielding varieties and increase in irrigation. The success of these programmes especially HYVP was evidenced with Green Revolution. There was immense increase in agricultural products mainly in irrigated areas. The success therefore was not uniform among different parts of the country; hence there was regional imbalance in rural development.
The government of India therefore planned to introduce rural development programme on the basis of the needs of different regions, Hill Area Development Agency (HADA) was established in 1972 for hill states of the North East, Jammu & Kashmir, Himachal Pradesh, the hilly regions of Tamil Nadu, Kerala, Goa, etc. The main objective was to minimize regional imbalances and to accelerate economic development with proper management of natural resources, ecological and environment development of hilly areas.

Drought Prone Area Development Programme (DPADP) is implemented since 1973-74 for those areas which are frequently stricken by drought, with the objective of creating durable assets to contribute towards reduction in severity of drought and wage employment. The programme is being implemented in 155 districts in 13 states covering 746 lakh hectares of land. Command Area Development Programme (CADP) was launched in 1974 with the main objective of faster and better utilization of irrigation potential areas with special emphasis on the weaker sections of the society in 12 states in 1984. Desert Development Programme (DDP) is implemented since 1978, it aims to improve environment productivity in Hot and Cold deserts, it was implemented in 36 districts in seven states which are having desert areas.

National Watershed Development Project for Rain Fed Areas (NWDPRA) is being implemented since 1990 to generate successful models in the Community Development blocks where less than 30% arable area is under irrigation to bring the benefits of Green Revolution to dry regions. This programme is fully sponsored by the central government under the Ministry of Agriculture. The main problem was lack of people’s participation. National Wastelands Development Board (NWDB) and Integrated Wasteland Development Project (IWDP) were launched with the objectives of developing non-forest wastelands and development of micro-watershed encompassing wastelands.

The next approach to rural development was oriented towards Target Group and self employment strategy. Small Farmers Development Agency (SFDA) was introduced in 1973 with an objective of improvement in productivity and access to productive resources and services for the poorer sections of the society in selected backward areas particularly with small farmers. Marginal Farmers and Agricultural Labourers Development Agency (MFAL) was launched in 1975 on the same lines as SFDA with full funding from the Government of India.
Integrated Rural Development Programme (IRDP) was launched in 1978-79; the earlier programmes like DPADP, CADA and HADA were merged with SFDA and therefore named IRDP. The programme included agriculture based activities as well as non-farm activities; it covered 2300 blocks at the initial stage which were already under SFDA, DPADP, CADA and HADA. It eventually covered the whole country since 1980; it was then merged with Swarnjayanti Grameen Swarozgar Yojana (SGSY) in 1999.

Development of Women and Children in Rural Areas (DWRCA) was launched in 1983; it was started as a pilot scheme in 50 districts as a component of IRDP, later on the programme covered the whole country as an independent programme, and eventually merged with SGSY in 1999. The objective was to provide income generating activities to poor women in rural areas that will improve social and economic empowerment leading to better access to health, education, etc.

Training of Rural Youth in Self Employment (TRYSEM) was implemented since 1979 to provide technical and entrepreneurial skills to the rural youth, necessary skills and technical knowledge to rural youth in the age group 18 to 35 years to further enable themselves for self employment. The objective is to train two lakh youth per year, at an average of 40 persons per block. It was started with centrally sponsored scheme as a component of IRDP it was merged later with SGSY in 1999. Supply of Improved Toolkits to Rural Artisan (SITRA) was launched in 1992 to improve the quality of work outputs of rural artisans and further increase their income. The Ganga Kalyan Yojana (GKY) was introduced in 1995 as a component of IRDP, this programme aimed to provide assistance to Below Poverty Line (BPL) farmers for creation of deep tube wells, this programme was merged SGSY in 1999.

Swarnjayanti Grameen Swarozgar Yojana (SGSY), in 1999 the earlier beneficiary oriented programmes IRDP, DWCRA, TRYSEM, SITRA, GKY and Million Wells Scheme were merged into SGRY. This programme is implemented with self help approach; as such Self Help Groups were established among the rural poor themselves based on their respective interests. The programme was at very slow pace due to changes in the process and approach, but it gradually began to make progress.

Besides these there are special programmes for weaker sections and Tribal Areas. They are as follows- Special Component Plan (SCP) & Special Component Assistance (SCA) was launched in 1978-80 for the development of welfare of SCs by enhancing the flow of
funds for SCs through individual/family to further improve in social sector and access to basic amenities. Scheduled Caste Development Corporation (SCDS) and National SC & ST Finance & Development Corporation (NSFDC) were set up in 1980 and 1989 respectively, to provide a link between SC/ST poor families and financial institutions and financial assistance at concession for income generating activities both in farm and non-farm requirements. Integrated Tribal Area Development Programme (ITADP) and Modified Area Development Approach (MADA) were implemented in those areas where 50% population is tribal.


The other strategy to rural development is Social Welfare Approach, accordingly, the government of India introduced social welfare programme such as- Public Distribution System (PDS) which was launched in 1950 to regulate the movement of food grains from surplus states to places where food grains was scarce. It has become a permanent scheme since the Seventh Plan. There are as many as 478,000 Fair Price Shop in India. Revamped Public Distribution System (RPDS) was introduced in 1992; predominantly tribal areas are focused in this programme. Targeted Public Distribution System (TPDS) was launched in 1997 to ensure that the poor and needy get the maximum benefit of Public Distribution System the universal coverage was to be replaced with targeted coverage through differential pricing for the Below Poverty Line (BPL) families.

The Government of India has initiated other approach to ensure social security such as- National Social Assistance Programme (NSAP) which was launched in 1995, this comprises Old Age Pension Scheme, Family Benefit Scheme, Maternity Benefit Scheme. The objectives of these schemes are to fulfil the Directive Principle of State Policy in Articles 41 and 42 of the Constitution that is to provide social assistance to poor families.

Besides all these, there are a set of programmes under a flagship programme named Minimum Needs Programme as follows- Rural Water Supply and Sanitation was launched in 1954, the objective is to initiate planned supply of water and create an institutional
mechanism to tackle the problem of sanitation and drinking water. Accelerated Rural Water Supply (ARWS) was launched in 1992 with the objective of providing safe drinking water to all rural habitations and provide financial support to states to cover problem villages. Rajiv Gandhi National Drinking Water Mission launched in 1986 to accelerate the process of drinking water to rural population. Central Rural Sanitation Programme (CRSP) launched in 1986, the objective is to convert traditional open latrines to cost effective sanitary latrines to propagate hygienic and health practices and privacy to women to provide sanitary bath.

Rural Health- Rural Health Services with increase in Primary Health Care Centres, Community Health Care Centres and Sub Centres work with an objective of providing rural healthcare services to rural areas.

3.5: EVOLUTION OF MGNREGA

Before the inception of MNREGA there were numerous rural employment programmes; they are as follows- These were the employment generation schemes implemented in the seventies- Crash Scheme of Rural Development was launched in 1971 with an objective to provide at least 1,000 agriculture labourers during lean agriculture season in each of the 350 districts every year through labour-intensive work and creation of assets for the community which are durable. Under this programme, totally unemployed persons are given preference.

Pilot Intensive Rural Employment Project 1972-1976 was an action-cum-pilot study project on the characteristics of employment in the particular selected areas. The objective was to provide additional employment for unskilled labour in rural areas, creation of durable community asset which have multiplier effect on employment generation through skill up-gradation.

Food for Work Programme (FFWP, 1976-77), the basic objective of the programme was to create additional employment in rural areas through utilisation of surplus food grains available in the buffer stock for payment as wages and to create thereby durable community assets.

Employment Guarantee Scheme of Maharashtra, (1977) aimed at giving gainful and productive employment, gainful to the individual and productive to the economy, in approved works to all unskilled persons in rural areas who are in need of work and are prepared to do manual work.
The eighties experienced another set of employment programmes like, National Rural Employment Programme (NREP), FFWP was reviewed and restructured in 1980-81 and named NREP, the main objective was to generate employment and create durable community assets, it was centrally sponsored programme.

Rural Landless Employment Guarantee Programme (RLEGp)-1983, aims to improve and expand employment opportunities for rural landless, intending to provide a guarantee of employment to at-least one member of every landless labour household up to 100 days in a year. The landless labourers particularly, schedule castes/tribes are given preference. Indira Awaas Yojana (IAY) was launched in 1985 as a component of RLEGp with an objective of providing free housing to SC/ST.

The NREP and RLEGp were merged and named Jawahar Rozgar Yojana; it was commenced in 1989, it was a centrally sponsored scheme with 80:20 cost sharing between the centre and the respective states. The funds for its implementation were directly distributed to village institutions accounts; the responsibility of planning and creation of employment were in their hands. Unfortunately after a few years of its implementation there arise problems like irregular flow of fund, implementation problem in the village level and also political apathy. Intensive JRY& Innovative JRY (IJRY) was introduced in 1991 with an aim to create economic assets for developing wage and self employment in specific areas on a project basis. IJRY was merged with Employment Assurance Scheme in 1996.

Million Wells Scheme (MWS) was launched in 1998, with an aim to provide irrigation open wells to the SC/ST beneficiaries with 100 percent subsidy. It was considered that with proper irrigation, the beneficiaries will be able to widen their ways of earning wage and employ them in productive agriculture. MWS was part of RLEGp and later of JRY and again merged with SGRY in 1999.

Employment Assurance Scheme (EAS) was implemented since 1993 to cater to the employment needs of the most backward and difficult areas providing 100 days of employment for 2 members from each household. The work undertaken under this programme should pertain to creation of productive community assets. Top-down approach was applied whereby fund allocation was centralized which proved to restrain development of rural employment prospects. IJRY was merged in this programme.
In 2001, JRY and EAS and MWS were amalgamated into one programme named Sampoorna Grameen Rozgar Yojana (SGRY). The year 2004 saw the birth of the National Food for Work Programme with focus on 150 districts which were identified as most backward districts.

National Rural Employment Guarantee Act was notified on September 7, 2005 and was commenced with effect from 2nd February 2006 in 200 selected backwards districts of the country. In Mizoram the Act was first introduced in Lawngtlai district and Saiha district in the financial year of 2006-2007.

The means for tackling rural development like employment generation and poverty alleviation are dependent on one another as increment of employment is a determinant for reducing poverty. Employment not only means engaging in work, but also implies generation of income for the work done to provide the worker his minimum basic needs to live his life to the minimum acceptable standard of living.

The government of India has been implementing many programmes for rural development; sadly, they hardly achieve the expected results. The most common problems are usually irregular flow of funds, corruption by middlemen and the implementing officials, lack of people’s participation, ignorance and illiteracy of the rural people. Even when there is mismanagement or corruption-like activities by the officials, the beneficiaries are neither brave nor strong enough to take actions or raise questions against them. This makes corruption more rampant and the people are getting more oppressed and weaker with every concealed exonerated corruption.

The other problem seems to be always within the programme itself, many of the rural development programmes are formulated with multiple objectives, as such there will be confusion as to which objective should be given priority, how to achieve those multiple objectives altogether without compromising each other. For example, MGNREGA main objective is provision of employment to unskilled labour in rural areas at least 100 days in a financial year with creation of durable community assets, the other objectives are like protection of environment, afforestation, etc. For instance, a village may want to take up creation of durable community asset by making a playground; there will be the need to cut down trees in the surrounding areas so as to clear the area.
End Notes

1Dr. S.L. Goel, Development Administration: Potentialities and Prospects, Deep & Deep Publications Pvt Ltd New Delhi 2009, p. 64


3http://www.britannica.com/bps/rural, viewed on 1<sup>st</sup> February 2015


9www.agriinfo.in viewed on 14<sup>th</sup> February 2015