SUMMARY

India has been a land of villages and for the development of the Indian economy and society, rural development is urgent necessity at present and will continue in future. In fact, one segment of the society cannot develop ignoring the other one. In this sense, rural and urban areas are part of the same society and for balanced development it is necessary that rural as well as urban economies grow simultaneously with appropriate coordination between them. At present, the urban economy is comparatively more developed than the rural economy and this imbalance creates hurdles for the development of the economy as a whole. At this juncture, rural people and rural economy need special strategies, programmes and appropriate technologies to come out of the vicious circle of poverty, unemployment, diseases and alienation.

In this sense, rural development is the improvement in the living standards of the rural people and it is a process which leads to a continuous rise in the capacity of rural people to control their environment accompanied by a wider distribution of benefits resulting such from control. In its comprehensive sense, it relates to all round development of rural areas to achieve positive change both in quantitative as well as qualitative aspects of the society and economy. Rural development is the ultimate objective, which involves the provision of opportunities for the optimum utilization of the population residing in the rural area.

The present preoccupation of the rural development represents a search of new development strategies. The earlier growth strategies based on principles of efficiency not only failed to encompass the wider meaning of the word ‘development’ but also have not been able to reduce mass poverty, unemployment and income inequalities. To redress these inequalities, the rural development has now come to stand for a new set of development objectives, viz., growth, equalities, employment, participation, strategies, policies and planning techniques. Thus, the concept of rural development incorporates fundamentally different theoretical and ideological point of views. In
spite of increasing concern to rural development, there still exists considerable disagreement over the appropriate approaches, planning methodologies, specific programme components and proper methods of their implementation and organization. It is natural to be deviations in these respects in different parts of the developing world with the variations in their physio-socio-economic situations. However, rural development planning requires a set of comprehensive and definite policies, and appropriate and adequate institutions capable of generating development processes in rural areas. The present attempt intends to illuminate this aspect of rural development planning, citing example of the Sagar-Damoh plateau of Madhya Pradesh.

Since the commencement of the First Five Year Plan in this country, interest and public concern about rural development have spurred the development polices and strategies. But these strategies could not fulfill desired results because of: (1) lack of participation of local people in plan formulation at grass-root; (2) sincere political will for improving the lots of rural poor; and (3) absence of adequate institutions and organizations for plant formulation, its implementation and its impact assessment, on inter-mediate level. In fact, government always tried to transmit techniques and innovations to rural areas, and lately to provide access to certain inputs, assuming no difference in the capabilities and capacities of the receivers, i.e. the ruralites and presuming that they will follow the instructions of the government without question. This transmission has, thus, been one way, i.e. from top to bottom, from the government to villages, but the other way channel was not opened. Consequently, feedback for further planning was not received, which made these plans and strategies as if they are being imposed on ruralites. Neither local resource, both natural and human, nor local problems could be seriously taken into account. Even the launched programmes suffered from the inadequacy of appropriate institutions and organizations. The main objective or this project is to put forth these experiences of rural development of Sagar-Damoh plateau.
THE PROBLEM OF RESEARCH

These experiences of agricultural development programmes reveal that it is difficult to perceive rural problems in broader perspective. The overt symptoms of the causes are yet to be taken care of. In reality people think and treat planning and administration machinery alien to them. They could not accept these plans for their welfare. Therefore it is urgently needed to evolve public participation in plan formulation. It has been felt that instead of imposing a framework of development from outside, it should be evolved territorially, incorporating full employment of local, institutional and natural resources. It has also been realized that greater potential exists with decentralized structures where rural people themselves can take some key decisions. This decentralization of the powers of decision-making requires precautions and stratified screening.

Policies, plans, projects and approaches, formulated without taking account of the culture attributes, economic status and personal outlook of the people, usually fail. No doubt, efforts have been made for the upliftment of tribes and tribal regions. Infrastructure facilities have been created on large scale. Inputs and credit facilities have been made available. In spite of the implementation of Tribal Sub-Plan in the V Plan, majority of tribal blocks are still far behind in the race of development. They failed to avail the facilities of free education supported by scholarship, hostel facilities and fair prospects employment. It compels to think that there is some hitch in their traditional socio-economic structure. It is most often said that tribes do not send their children for schooling not because of the financial constraints but because they loose earning hands. Though it would be too early to conclude, however, it seems prerequisite to give deeper thoughts over their socioeconomic institutions and structures before stimulating them to assimilate measures of development.
Further, with the promulgation of strategies and programmes, appropriate institutions for their implementation and evaluation should be created. Particularly, there is a dire need of planning machinery at micro-level, so that dynamics of the rural development system can be analyzed systematically, and the performance of the processes could be evaluated and compared to the targets and utilized. The existing arrangement is insufficient. The Collector, the custodian of development planning, is highly preoccupied and hardly finds time to devote to these obligatory functions. At the same time, there is need to achieve horizontal coordination at the local level between specialized departments and development agencies in both plan formulation and its implementation.

Below the district level, there is a dearth of government, semi-government and voluntary institutions. Diffusion of development processes in rural areas therefore becomes difficult. The experience of other States, especially of Punjab shows that such institutions play vital role in rural development. Development planning is different from election planning. It is necessary to adopt appropriate methods and techniques for plan formulation and implementation through proper institutions and organization. The results need to be evaluated from time to time to take corrective measures before further polices are adopted.

With the view to initiate the process of rural development, the major emphasis in the First Plan was given on an overall development of rural communities in Madhya Pradesh. This was in the tune of the national objective. Along with other States of the country, the Community development Programmes (CDP) was launched, and through the National extension Services, finance and technical known-how to the ruralites. This has been called as multi-purpose approach based on the principles of al sided development. But this approach its multi-sectoral components, struggling with resource constrains, could not make much headway and it gave way to the target sector approach.
The target sector approach was adopted during the third Five Year Plan and emphasized the adoption of package programmes relating to high yielding seeds, fertilizers, pesticides and credit in selected areas with assured rainfall and irrigation. Resulting programme is known Intensive Agriculture District Programme (IADP). This ‘package’ approach brought the so-called ‘Green Revolution’. Soon it was found that this target sector approach benefited relatively few better-endowed areas and persons. This approach should be suitably supplemented by other approaches, which are capable or raising productivity of the rural areas. With this aim, rural development was redefined in the Fourth Plan (1969-74), designed to improve the economic and social life of the people. This may be called, target group approach. This has led to the formulation of some special programmes, such as small Farmers Development Agency (SFDA), Marginal farmers and Agricultural Labour Scheme, Crash Programme for Rural Employment and Tribal Development Plan.

The measure introduced during Fourth Plan continued during the Fifth Plan. The draft Fifth plan of the State that area development programmers would form the spearhead strategy for the reduction of intra-State imbalances. Activities, ancillary and subsidiary to agriculture, like poultry farming, piggery, cattle rearing and dairy farming would be promoted. The expansion of irrigation facilities is expected to reduce the regional imbalances and create extra employment by intensive farming. High priority has been accorded to rural electrification, improvement of roads and to provide facilities for education and health in backward regions. A new feature of this plan is ‘minimum needs’ programme. Appropriate institutions and organizations to transform them into realities rarely accompany these high hopes.

Rural development as a concept is not a new one. It had received the attention of people like Gandhi, Tagore and many other much before independence. Earlier it was taken to be synonymous with agriculture development, but the new concept recognizes that
rural development is not only the same as agricultural development nor is it only a matter of rural welfare but in it includes agricultural growth, putting up to economic and social infrastructure, house sites for landless village planning, public health, education and functional literacy. It meant developing the necessary cottage and small industries and whole rural poor life. The concept of rural development incorporates fundamentally different theoretical and ideological point of view. Thus rural development means desired change in rural area. It is complete term, which integrates a variety of element of human life and activities. As Michael Todaro said – “Rural development encompasses (i) improvement in the level of living conditions including employment, education, health and nutrition, housing and a variety of other social services, (ii) minimizing inequality in the distribution of rural incomes and to balance the rural-urban incomes and other economic opportunities and (iii) the capacity of the rural sector to sustain and accelerate the pace of such improvements.

Indian government always tried to achieve rural development. Government has declared many programmes through five year plans and separate, which help to increasing to rural development. Government tried to transmit techniques and innovations to rural areas and lately to provide access to certain inputs assuming no difference in the capabilities and capacities of the receivers, i.e. the ruralites and presuming that they will follow the instructions of the government without question. This transmission has, thus been one way, i.e. from top to bottom from the government to villages; but the other way channel was not opened. Consequently, feed-back for further planning were not received, which made these, plans and strategies as if they are being imposed on ruralites neither local resources, both natural and human, nor local problems could be seriously taken into account. Even the launched programmes suffered from the inadequacy of appropriate institution and organizations. The main objective of this project is to put forth these experiences of rural development of Sagar-Damoh plateau.
OBJECTIVES

The ultimate objective of the present study is to assess the overall impact of the rural development programmes on rural people of the Sagar-Damoh plateau. It is proposed to present an assessment of their success on failure and to make some suggestions for their effective implementation. Thus the principal objectives of the present project are:

1. To present scenario of rural economy and society.
2. To assess the suitability of the programmes in perspective of local needs and assess their impact on the economy and society.
3. To go through the mechanism of the implementation of the programme, review of the functioning of the institutions and persons responsible for implementation,
4. To see how the beneficiaries have utilized the funds, technical assistance and facilities provided to them, and to assess the system of feed back from beneficiaries to the institution responsible for implementation of the programme.

HYPOTHESIS

In order to fulfill the objectives of the present research following hypotheses have been framed -

1. Contents of the rural development programmes are not always in accordance to the need of the people.
2. People are not well versed with the contents of the programmes.
3. The mechanism of providing help in different forms is cumbersome and unfair.
4. Funds and facilities are not utilized for the functions for which they are provided.
5. Objectives of the programme are rarely fulfilled.
6. There is absence of institutions to watch the implementations and to assess the impact of the programme.
THE STUDY REGION

For the evaluation of rural development programmes, Sagar-Damoh plateau has been selected as study area. This plateau comprises of two districts, viz. Sagar and Damoh of Madhya Pradesh. It spreads over 17,558 sq km, lying between 23°05’ and 24°25’ North Latitudes and 78°15’ to 79°55’ west Longitudes. Administratively the region is divided into sixteen tahsils- Sagar, Bina, Rehli, Deori, Gadakota, Kesli, Banda, Rahatgarh, Khurai, Damoh, Halta, Patera, Batiagarh, Jabera, Tendukheda and Patharia (Plate 1).

SOURCES OF DATA AND METHODOLOGY

The study is based on secondary obtained from various government departments, which are concerned with the implementation the rural development programmes. Basic data about the personality of the study region were obtained from published and unpublished records of concerned department such as – Census of India, Madhya Pradesh, Directorate of Economics and Statistics, Department of Agriculture, Commissioner Land Records & Settlement, Department of Irrigation, Department of Education, Department of Health, Department of Industries, Department of Horticulture and Financial Institution.

Data collected from different sources have been transformed into rates and ratio and are presented in form of maps, diagrammes and tables. The main emphasis has been on the assessment of the temporal changes in different components of the rural economy and society caused by the rural development programmes and projects. Since the number of rural development programmes are very large and are in infancy stage, their targets and achievements are evaluated on the basis of information available with managing department. As far as possible, data have been collected on district, block and tahsil level. Tahsils have taken as the basic unit of this study. For analyzing and interpretation of data standard statistical methods and techniques have been used.

8
THE SCHEME OF THE STUDY

The interpretative study of evaluation of rural development programmes in Sagar-Damoh plateau has been divided into eight chapters as follows.

Introduction
I Physical Environment
II Demographic and Cultural Background
III Concept Of Rural Development
IV Contents Of Major Rural Development Programmes
V Assessment Of The Agricultural Programme
VI Programmes For Generating Employment
VII Assessment Of Welfare Programmes
VIII Scenario Of Impact Of Developmental Programmes

I Physical Environment

The first chapter depicts the physical basis of its geo-economic personality and examines the physiographic climatic, soils and natural resource framework of the study region. Topographically this region can be said to be the country of plateaux, hills, ridges and valleys, presenting considerable relief. The dominant feature of the physiography is the fine parallel valleys of Dhasan, Bewas, Sonar, Kopra and Bearma rivers. These rivers and their tributaries flow towards north and northeastern and eventually drain their waters into either Betwa in the north or in the Ken in the east. They function as lifeline for the rural people. Endowed with medium black soils and medium rainfall this area is predominantly rabi cropped area. The climate of this area is warm and moist. The total annual rainfall varies from 104 cm. at Tejgarh of Damoh district to 133cm at Deori tehsil of Sagar district.

II Demographic and Cultural Background

Man is the most active elements in the process of development. Therefore, spatio-temporal aspects of physical, social and economic attributes of population have been analyzed to provide perspectives of
development have been discussed in the second chapter. In 2001, total population of the plateau is 31,05,936, which is 5.1 percent of total population of the state. This population is distributed over 17,558 sq km of area of this plateau. Out of the total population, 23,10,678 are living in rural areas, which constitute 74.4 percent of total population. On average, there are only 890 females per thousand males in the Sagar-Damoh plateau in 2001. It is much lower than the state average of 919 in the same year. It is an alarming situation, which must be investigated. The population of this region is too young. Proportion of children in the age group 0-14 years is more than one third (35.86%) of the total population in 2001. Literacy is much lower in rural areas (54.6 percent) in comparison to the urban areas (82.1 percent).

The participation rate and occupational structure of the working population present the characteristics of backward economy. In 2001, total 42.07 percent population has been registered as working population and 57.30 percent is non-working population. Out of total males 51.96 percent and of females 32.29 percent are classed as workers. Out of 42.7 percent workers, only 31.8 percent are main workers who work for more than six months in gainful employments and 10.9 percent are marginal workers who are reported to work for less than six months in a year. It means one-fourth of the total workers are marginal workers who are deprived full time gainful employment. Situation is deplorable in case of females. More than half (50.1 percent) of female workers are marginal. Out of total workers, slightly more than one-fourth (27.1 percent) are cultivators. This proportion is lower than state average (42.8 percent). Thus agricultural pursuit is the first ranking occupation of the workers in this plateau. Again, 98.1 percent of agricultural workers are in rural areas. It indicates that problem of employment in general and of under employment in particular is more serious in rural areas. This huge contingent of agricultural labourers can be put to more fruitful activities immediately.
III  Concept Of Rural Development

The third chapter discusses the concept of rural development, its approaches and recent changes therein. It has been tried to put forth the comprehensive meaning of rural development and changing scenario of this concept in India. Programmes launched on the name of rural development in the state in general and in the study region in particular are summarized in the fourth chapter.

Rural development in its comprehensive sense relates to all round development rural areas and rural people. To achieve desired goal positive change both in a quantitative as well as qualitative sense should be made in the economy and society. To measure the extent of rural development several approaches have been adopted from time to time. The current approach can be characterized as an attempt to promote economic and social development by applying economic principles derived from experiences in developed countries.

IV  Contents Of Major Rural Development Programmes

Starting from the comprehensive approach of the Community Development the contents of the rural development have increased vastly. Contents of some twentyeight programmes have been discussed in this chapter. These programmes aim at 1. Agricultural development, 2. Expansion of agricultural research and education, 3. Animal husbandry, milk and fishery development, 4. Rural development and poverty eradication, 5. Forestry in which social forestry is introduced, 6. Irrigation: command area development and food control, 7. Development of rural and small industrial units, 8. Employment, planning of manual power on labour policy, and 9. Co-operative development.

From the point of view of rural development, Sagar-Damoh plateau is a backward area. However, several steps have been taken for rural development during plan period. Many development programmes have been implemented for rural development. Some of them are Indira Awas Yojana, Gram Sadak Yojana, and Watershed Mission etc. In this chapter we have tried to analyse only of Indira Awas Yojana, Gram Sadak Yojana and Watershed Mission etc.
V Assessment of the Agricultural Programme

Nearly three-fourths (74.4 percent) of our population is rural. More than half (718 thousand people or 54.3 percent) of the workers are engaged in agricultural pursuits. Therefore fifth chapter is devoted to the programmes launched for agricultural development, which discusses the contemporary condition of agriculture and agricultural productivity and evaluates different programmes aiming to provide inputs and technical know-how to raise productivity of cereals, pulses and oilseeds.

An analysis of agricultural development programmes makes it clear that planned efforts have enhanced achievements; and hence agriculture-based rural development planning is the founding pillar of all developmental programmes. Agriculture developmental programmes encompass watershed development, integrated grain development including programmes of distribution of seeds of grains, pulses and oilseeds in rabi and kharif seasons, agricultural tools and machinery distribution, fertilizer distribution etc. Targets and achievements of these programmes in last five years are evaluated in this chapter.

VI Programmes For Generating Employment

Perhaps none other than the problem of unemployment is so serious problem for the economic development than any other problem. Observation and performance of some important employment oriented programmes, namely Jawahar Gram Samridhi Yojana, Rojgar Ashwasan Yojana, Samporna Gramin Rojgar Yojana, Pradhan Mantri Rojgar Yojana, Swarn Jayanti Gram Swarojgar Yojana are given in the sixth chapter. Jawahar Gram Samridhi Yojana picked up in the subsequent years in the region. If we could increase the target and execute the scheme in more efficient manner then it is certain that this scheme would give much better result and number of beneficiaries could be increased. The SGRY is yet to pick up in these districts. It is observed that Prime Minister Rojgar Yojana (PMRY) has been very successful in Damoh district.
'Swarna Jayanti Gram Swarojgar Yojana' could not make much headway. The hindering factor in the success of this scheme was difference in financial allotment and expenditure. It also shows that the communication about this scheme and its publicity was not done sufficiently and people are not enough enthusiastic. The process of getting loan is also cumbersome which discourages the poor people of depressed communities. Almost all programmes have registered considerable success. The rural unemployed youths have extracted benefit from these programmes and attained employment. But these creations of job opportunities are very small in comparison to the mass unemployment.

VII Assessment Of Welfare Programmes

The concept of development extends beyond the economic growth and quantitative measurements of income. It is the process of reorganization and reorientation of the entire socio-economic system for the welfare of human being. The seventh chapter deals with welfare programmes that have been formulated and executed in this region also along with other parts of the country. The important components of modern concept of human development are longevity, knowledge and decent life. Therefore welfare programmes encompass all three walks of life. Programmes related to knowledge and longevity are evaluated in this chapter. Important health programmes run in the region are: National Rural Health Mission, Reproductive Child Health Programmes, Programmes sponsored by the Central Government - (i) Family Welfare Programme; (ii) Mother and Child Health Programme; (iii) National Immunization Programme; (iv) Malaria Control Programme; (v) National T.B. Control Programme; (vi) National Leprosy Eradication programme; (vii) National blindness solving programme; and National Aids Control Programme.

It is evident from the tables that achievement has always been lower than the target in case of all health programmes. People of study area are getting benefits from these programmes,
but these programmes cannot be called entirely successful. Lot of people, living in rural areas, is unaware of the programmes. There is communication gap between health care seekers and health care providers.

VIII Scenario Of Impact Of Developmental Programmes

Through programmes and projects, government created infrastructure facilities, provided inputs and finances and expertise services to villagers. By now, results of these developmental programmes are expected to come. With this expectations, impact of programmes and projects in spheres of agriculture, employment, health, education and population welfare have been analyzed in last eighth chapter. As a logical extension certain suggestions have been appended on the basis of the performance of these programmes.

Recommendations

The proceeding overall review of the rural development programmes of the constituent districts of the plateau reveals that because of these programmes the process of development has started making strides. People are awakening now and seem to be eager to come out of the vicious circle of poverty and underdevelopment. Still there is long way to go. It is fact that miracle can not happen over night. However, processes, just started, have to be speed up. It seems the cause and effect of backwardness is poverty. Poverty ratio estimated by NSS is as high as 55.3 percent in Damoh and 51.7 percent in Sagar district. In rural areas situation is deplorable. About 68.1% rural population of Sagar and 78.8% of Damoh is living under poverty line. This dire poverty drags other indicators of development down. For instance, rural literacy particular female literacy in this region is much lower than the state average. Lack of universal literacy hinders people to utilize welfare programmes to the desired extent. Still one-tenth of children of school age are out of school enrolment. Under such situation, programmes of family welfare and health also fail to leave their impact on health indicators. Total fertility rate and
infant mortality rates are quite high, though enough infrastructural facilities have been created. As far as the contents of the programmes are concerned they seems to be ideal but the real problem lies in their implementation. Under this scenario it suggested that:

1. Priority must be given to the employment generating programmes. For this purpose resources of these districts must be utilized with in these districts. Several commercial crops have gained in area, production and yield and therefore processing on them can be started. Beginning has already been made in the form of soya plant and oil mills still there is vast potential of processing industries based on such crops as tomato, potato, sugarcane etc.

2. For job creation ‘Self Help Groups’ approach has proved boon in certain districts of this state such as tribal district of Shahdol. People can be made aware of this approach and provides technical, financial help and marketing facilities. Living under depressed socioeconomic condition people can hardly come forward as entrepreneur in the beginning. They will have to show the path.

3. Despite all efforts of Sarva Shiksha Abhiyan people are yet to accept it as their own movement. Several loopholes have been made to utilize the fund without anybody’s responsibility. Some kind of mechanism of establishing responsibility in case of failure has to be evolved.

4. Simultaneously, rapid growth of population has to be checked. Increasing proportion of young population is causing huge stress on the economy and society. Under the banner of National Rural Health Mission provision of infrastructure, facilities, experts and incentives have extensively made. But most of the rural people particularly of depressed classes and communities are still unaware of them. Though the information
are spread through the mass media which neither reaches to masses properly nor people readily believe on them. Information channel can be made more effective by selecting leaders from the rural people of the same locality.

5. Though people of the remote rural areas are connected by communication lines, still such basic infrastructure as transport, and supply of electricity and clean water are yet to be tackled. These are veins of the economy and society and without them development hardly can take place.

Sulekha Upadhyay
Candidate

Prof. S.K. Sharma
Supervisor

Forwarded by
Head
Department of General and Applied Geography
Dr. H. S. Gour Vishwavidyalaya, Sagar (M.P.)