CHAPTER 1

INTRODUCTION
CHAPTER - I

INTRODUCTION

In India rural development is one of the chief planks of development and modernisation. Rural development occupies a prominent place in nation-building efforts. It is so mainly because of the fact that about 76.7 per cent of people live in rural areas with agriculture as their primary occupation. A majority of the rural populace live in abject poverty, with the result that rural people are politically, socially and economically backward. Poverty with its evils namely, hunger, disease, ignorance and above all, inequality are gripping the rural masses in an appalling embrace. In order to uplift the rural masses from acute conditions of poverty, the Government has initiated a number of measures in the name of plans and programmes.

However, in spite of the Government's positive and constructive intentions and efforts, mass poverty with its attendant evils namely ignorance, ill-health, unemployment, indecent standard of living prevails. It is estimated that nearly 28.2 per cent of the rural population are living below the poverty line. The main reason for this state of affairs is the administrative lag or performance gap of the politico-administrative machinery. Performance gaps are discrepancies between what the organisation could do by virtue of a
goal-related opportunity in its environment and what it actually does in terms of exploiting that opportunity. Again, performance gap is discrepancy between what the organisation has done and what it ought to do. The shortfalls of development programmes in achieving the goals is nothing but performance gap in administration which is popularly called as administrative lag.

Studies conducted by scholars, academicians and experts in the field of agricultural and rural development administration have shown that the inadequacies or deficiencies in administration are to a great extent responsible for the slow pace of development and inequitable distribution of benefits or fruits of development plans, programmes and projects. It has been rightly pointed out that the problem of increasing agricultural production in India is more an administrative problem than a technical one. Inadequate administrative and organisational arrangements are responsible for the failure of various development programmes. Faulty recruitment policy and staffing pattern, lack of coordination and initiative and lack of effective communication hampered the growth of agricultural production and rural socio-economic transformation. The problem of administrative delay and obsolescence are world-wide problems. Certainly the weaknesses of administrative performance in all the developing countries are strikingly revealed in every report on economic development and modernisation. In India it was recognised very
early in view of the massive development initiatives and ventures.

The V T Krishnamachari Committee succinctly opines that the machinery of the Government should be reorganised and equipped for the efficient discharge of duties imposed on it under the new conception of India as a Welfare State. However, a general phenomenon is that the recognition of the role of public administration in the development initiatives is a forgotten side of development planning. In essence, administrative problems are inherent in almost all the rural and agricultural development efforts and exercises. This necessarily invokes a researcher to undertake a study in this sphere of development administration.

Since independence administration has been re-structured and re-moulded in certain directions and a few innovations at organisational level have been introduced. The Community Development Programme (CD)—the first programme in rural development field after independence introduced block organisation. The scheme for democratic decentralisation brought Panchayati Raj institutions (PRIs) to supplement the C.D. Programme. During the Green Revolution phase, Intensive Agriculture District Programme (IADP) entered the arena of rural development. The 'Growth with Social Justice' philosophy of the IVth Five Year Plan resulted in target-group approach. As a result a number of special economic programmes (SEP) were introduced. Small Farmers Development Agency (SFDA), Marginal Farmers and Agricultural
Labourers Project (MFAL) and Drought Prone Area Programme (DPAP) were a few special economic programmes introduced during the IVth Five Year Plan Period. The latest in the series of administrative innovations are the District Rural Development Societies (DRDS) for implementing the Integrated Rural Development Programme (IRDP) and a host of schemes meant for the rural poor. The DRDS has assumed the principal role in uplifting the rural destitute masses. It was charged with the responsibility of implementing a number of special economic programmes. In this connection the Integrated Rural Development Programme (IRDP), National Rural Employment Programme (NREP) are important schemes. Since the introduction of DRDS in March 1979 many changes have been made to strengthen it in handling multifarious rural development programmes.

The DRDS was given an important responsibility for implementing a number of special economic programmes like IRDP, NREP etc. The DRDS was given the primary responsibility to implement socio-economic programmes of relevance to the rural areas. The strategy was to bring about all round rejuvenation of the rural economy and society. Under the DRDS programme it was envisaged to provide generous funding to multi-farious rural programmes. The instrumentality for implementing the programmes under the DRDS was the establishment of a suitable administrative machinery to come to grips with the problems of rural areas in Karnataka. The proposed study can be justified on the following grounds.
Firstly, programme administration and implementation is one of the critical areas of research in development administration. It is because research in development administration has been concentrated on specific programme sectors like agriculture, co-operation, economic policies, credit and some selected administrative process. In programmes and sectors which are discrete in nature the functions, tasks and activities can be easily measured and identified. For instance, industry, power, irrigation etc. can be included in the discrete sector or programme. In diffused programmes such as integrated rural development (IRD) where the achievement goals are intertwined with different set of forces, it is rather difficult to achieve the desired goals. Therefore a study of the nature, substance and thrust of administration under programmes like IRDP is of the utmost necessity and significance.

Secondly, an in-depth study of the nature of evaluation with emphasis on administrative and organisational aspects of rural development will reveal some of the intricacies of rural development administration. Such a study will provide framework to assess the results of an administrative organisation. Further, this type of study will serve as a guide to understand and appreciate the relative merits and deficiencies of persons, groups, programmes, situations, methods and procedures involved in organisational activities. This type of study also helps in measuring the efficiency of the means employed in reaching particular ends. The proposed study is in the nature of
evaluation with greater emphasis on organisational dynamics. It is rather a study of organisational evaluation or appraisal.

An in-depth study in the nature of evaluation with emphasis on administrative and organisational aspects of rural development programme is of utmost necessity and significance. Such a study will provide framework to assess the results of an administrative organisation. Further, this type of study will serve as a guide to understand and appreciate the relative deficiencies of persons, groups, programmes, situations, methods and procedures involved in organisational activities. This type of study also helps in measuring the efficiency of the means employed in reaching particular ends.

In the third instance, DRDSs in Karnataka were in operation from 1979 to 1987. In 1987 with the introduction of the new panchayati raj system they were amalgamated with it. Whereas in some States like Andhra Pradesh they are still in existence and working independently i.e., outside the purview of the Panchayat System. It shows that DRDS was an experiment in uplifting the rural poor above the poverty line. The decision to merge them with the PRIs was rational or irrational needs be investigated. This is because the special economic programmes (SFDA, MFAL, DPAP, IRDP) and organisations (DRDS) were conceived as an anti-thesis to earlier programmes and institutions like popular bodies. This is because earlier programmes and institutions were mainly cornered by the socio-economic and politically
advantageous sections of the rural social strata. In such circumstances the merging of DRDS with popular bodies must be studied which are again dominated by the socio-economic and politically advanced and advantageous sections of rural society. Many a time big ideas are launched without working out the implications and consequences on the ground and also without ascertaining difficulties.

In such circumstances the study of DRDS with focus on organisational dynamics will prove beneficial. Hence, a study of this nature will certainly prove beneficial in identifying and diagnosing some of the problems concerned with DRDS in other States. On the other hand it may pave the way for grafting these institutions with popular bodies as is done in Karnataka.

Further, any innovation or reform in administration must be judged from the point of view of endogenity. Endogenous administration enunciates the non-centered development in which development is made to serve man and is designed to satisfy the real needs of human beings. It focuses on the most under-privileged sections who have been neglected in the past. In essence it advocates rural development without alienation. This necessarily raises doubts about the rural development administration. Rural development administration must be development-oriented and responsive to the needs and aspirations of the rural populace, particularly the exploited masses. The development administration involved in rural
transformation must be 'acculturated' i.e., endogenization of administration. It essentially entails humane approach exhibiting indigenous attitude and behaviour towards the client. The proposed study will explore in this direction too.

Lastly, social science research must be responsive to the dynamics of social process and it should take cognizance of dynamic impulses of development and change in their own societies. It is recorded that 'understanding of the social phenomena and human behaviour, knowledge about social process and its determinants are essential for designing policies to promote social change and to produce a dynamic society capable of absorbing and utilising the scientific and technological developments for the welfare of human beings' . Obviously, such an exercise will facilitate in the development of a genuine social science. This necessitates exploration into the neglected, meaningful and relevant problem areas of rural development administration in particular and public administration in general. The explorations into the problems such as administration for rural development with focus on programme implementation is a growing concern. This type of problem-oriented research can provide more rational and more reliable basis for policy decisions and for administrative change. Therefore the present study is undertaken to explore the organizational dynamics of an administrative innovation i.e. DRDS with emphasis on programme implementation and administration. Academic or pedagogical research may seem to be
futile. But without this type of research the body of knowledge in the field cannot grow and while improvements in technology may bring short-run benefits, long-term issues like improved administrative structures and systems depend a great deal on this type of research ventures.

As DRDS was a principal agency in the field of rural development it is necessary to strengthen it by removing all the administrative constraints. Hence, a study focussing on organisational component and clientele dimension can help in solving some serious problems connected with rural development administration. The aim of the present study is not evaluative in the strict sense of the term but understanding the constraints in which it operated. Within this broad framework the proposed study explores in the following direction:

**Objectives Of The Study:**

The objectives of the present study are --

1. To examine the reasons for innovating the DRDS;
2. To study organisational aspects of the DRDS;
3. To study institutional and functional linkages of the DRDS;
4. To study the clientele dimension of the DRDS, and
5. To assess the impact of the achievements of the DRDS
Methodology:

Research in political science and public administration for that matter in social sciences is a means to an end, aiming to solve a problem-practical or theoretical or methodological. Such a process or exercise calls for scientific methodology, that is, logical and systematised applications of the fundamentals of science to the general and overall questions of study. This necessarily provides precise tools, specific procedures and technical means for getting and ordering data. It is, therefore, evident that methodology applied in research constitute an important component which determines the nature and outcome of the research venture. In the light of these considerations the methodology indicated is adopted for the study.

Scope:

The area of the study is Karnataka. Two districts have been selected on the basis of their performance in SFDA in the last few years. The SFDA has been taken because it was the major programme of DRDS in its initial phase. As the main focus of study is on the process of institutionalisation - (initial) phase of DRDS, SFDA has been considered for the study. Secondly, SFDA is the forerunner of the present DRDS. The DRDS has taken over from the SFDA. SFDA as an agency of rural development prior to DRDS implemented a number of schemes. On the basis of financial and physical progress of the DRDS
with regard to integrated rural development for the year 1980-81 districts have been classified in the following order as indicated in Table-1.1.

**TABLE - 1.1.**


<table>
<thead>
<tr>
<th>Satisfactory Districts</th>
<th>Moderately Better Districts</th>
<th>Most Discouraging Districts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore</td>
<td>Bidar</td>
<td>Bellary</td>
</tr>
<tr>
<td>Bijapur</td>
<td>Chikmagalur</td>
<td>Chitradurga</td>
</tr>
<tr>
<td>Dharwad</td>
<td>Tumkur</td>
<td>Hassan</td>
</tr>
<tr>
<td>Dakshina Kannada</td>
<td>Belgaum</td>
<td>Gulbarga</td>
</tr>
<tr>
<td>Mysore</td>
<td></td>
<td>Kolar</td>
</tr>
<tr>
<td>Uttara Kannada</td>
<td></td>
<td>Madikere</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Mandya</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Raichur</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Shimoga</td>
</tr>
</tbody>
</table>

Source: Review of progress under SFDA/IRD and TRYSEM as at the end of March 1981 Project Formulation Division, Government of Karnataka Bangalore

On the basis of the above table, Dharwad and Kolar districts have been selected. Dharwad district representing the satisfactory group and Kolar the most discouraging. Both Dharwad and Kolar
DRDS have DPAP as one of the main sectors along with IRDP. Even though the selection of districts was mainly on the above criteria, the officials at the secretariat and the district were also consulted. Their opinions were also taken into consideration for selecting the districts.

The second stage of selection was block selection. This is because district is not a small unit in terms of geographical area, population and jurisdiction of DRDS. Obviously, it is difficult to cover a whole district. Hence, a sample block representing the district was selected. Development blocks were selected in consultation with officials. This is because there was no official statistics on block level performance of DRDS for the year 1980-81. In order to overcome this difficulty, blocks were selected mainly by consulting district and concerned block officials. However, a few progress reports concerning a few programmes were also referred. Dharwad and Kolar blocks were selected from Dharwad and Kolar districts respectively.

The third stage involved selection of villages. The districts and blocks were selected mainly to study the organisational and administrative arrangements of DRDS. In order to analyse the clientele dimension of DRDS, it was necessary to select villages for identifying beneficiaries. Villages are selected mainly on the concentration of beneficiaries. This criterion was considered purely on manageability. Mummigatti and Honnapur were selected from Dharwad block.
Chatrakodihalli and Sugutur were selected from Kolar block (See Table 1.2)

TABLE- 1.2

Selected Districts, Blocks and Villages

<table>
<thead>
<tr>
<th>Districts</th>
<th>Blocks</th>
<th>Villages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dharwad</td>
<td>Dharwad</td>
<td>Mummigatti, Honnapur</td>
</tr>
<tr>
<td>Kolar</td>
<td>Kolar</td>
<td>Chatrakodihalli, Sugutur</td>
</tr>
</tbody>
</table>

Sample Size:

It is neither possible nor advisable to study the universe (the whole range of behaviour or of social phenomena) of the study. Respondents for the proposed study belong to a number of categories. Broadly speaking, there are two types of respondents-official and non-official. The official category includes a number of official involved in DRDS work at Secretariate, district, block and village levels. The non-official category mainly includes beneficiaries i.e., clients. The Governing body members of the DRDS and executive staff at DRDS office were considered as district officials. The number of
respondents in this category is 39. The Block Development Officer and his team of extension officers and members of financing institutions are included in block officials' category. Gram Sevaks are included in the village level officials' category. There are 19 respondents from this category. The number of beneficiary respondents is 116. There are a total of 174 respondents from all categories of respondents.

<table>
<thead>
<tr>
<th>Area</th>
<th>No.</th>
<th>Actually Interviewed/ mailed received</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>District:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dharwad</td>
<td>20</td>
<td>16</td>
<td>80.0</td>
</tr>
<tr>
<td>Kolar</td>
<td>20</td>
<td>15</td>
<td>75.0</td>
</tr>
<tr>
<td>Mailed</td>
<td>95</td>
<td>8</td>
<td>8.4</td>
</tr>
<tr>
<td>Total</td>
<td>135</td>
<td>39</td>
<td>28.9</td>
</tr>
<tr>
<td>Block:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dharwad</td>
<td>10</td>
<td>8</td>
<td>80.0</td>
</tr>
<tr>
<td>Kolar</td>
<td>10</td>
<td>9</td>
<td>90.0</td>
</tr>
<tr>
<td>Mailed</td>
<td>26</td>
<td>2</td>
<td>7.7</td>
</tr>
<tr>
<td>Total</td>
<td>36</td>
<td>19</td>
<td>52.2</td>
</tr>
<tr>
<td>Villages:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mummigatti</td>
<td>35</td>
<td>35</td>
<td>100.0</td>
</tr>
<tr>
<td>Honnapur</td>
<td>25</td>
<td>23</td>
<td>92.0</td>
</tr>
<tr>
<td>Chatarkodihalli</td>
<td>35</td>
<td>35</td>
<td>100.0</td>
</tr>
<tr>
<td>Sugutur</td>
<td>25</td>
<td>23</td>
<td>92.0</td>
</tr>
<tr>
<td>Total</td>
<td>120</td>
<td>116</td>
<td>96.7</td>
</tr>
<tr>
<td>Grand Total</td>
<td>180</td>
<td>174</td>
<td>96.7</td>
</tr>
</tbody>
</table>
Field Techniques And Sources Of Data:

The study of contemporary politico-administrative system naturally necessitates the employment of empirical method. This is because social science research is social engineering requiring critical understanding of the phenomena. Empiricism is the hallmark of contemporary social science research and more so in public administration since the discipline is moving towards scienticism. Empirical studies are conducted for two primary reasons: firstly, to accumulate knowledge that will apply to a particular problem in need of solution or to a condition in need of improvement. Secondly, it is advocated in order to improve performance of public administration and contribute to its theoretical knowledge. In operationalising empirical study a survey becomes one of the most favoured and feasible research technique. This is often called as 'poor man's experiment'. The development administration offers one of the most important areas of 'field induced' research. In this proposed field study the major sources of data are:

a) Questionnaires and Schedules
b) Interviews-formal and informal
c) Field observations
d) Documentary sources -- official
e) Secondary sources
**Questionnaires And Schedules:**

The information seeking questionnaires and schedules were employed in collecting the basic data. In all four types of questionnaires/schedules were prepared for serving four types of respondents. The first questionnaire was addressed to the Chairman and Governing Body Members of the DRDS. District level executive staff at DRDS formed the second category and a separate questionnaire was prepared for this group. The third type of questionnaire was addressed to the block level executive staff mainly BDO and his team. Lastly, for eliciting opinions from beneficiaries a separate interview schedule was framed for this group.

The first type questionnaire was brief highlighting important areas of DRDS administration, whereas all the other questionnaires were detailed covering most of the aspects of DRDS administration. A covering letter was attached to the first three types of questionnaires. It covered the subject and purpose of the study and a request for extending maximum co-operation to the researcher in the research venture. The interview schedule used for beneficiaries contained queries on their socio-economic status, Government assistance and their view on administration of programmes. The questionnaires were made simple and clear by careful choice of words avoiding academic jargons.

The questionnaires were also mailed to all the DRDS executives at district level and all the BDO's in the selected districts. In all 96
questionnaires to district level executive staff of DRDS and 26 questionnaires to BDO's were sent. But the response was not satisfactory which is a usual phenomenon. In all, 21 questionnaires were received. Thus the percentage of received mailed questionnaires was 17.2 per cent. Since most of them were not duly filled only 10 were used for statistical analysis, and the rest were used for analysis of particular aspects and quoted in running matter.

TABLE - 1.4
Categorywise Classification Of Mailed Questionnaires

<table>
<thead>
<tr>
<th>Category</th>
<th>Mailed</th>
<th>Received</th>
<th>Percentage</th>
<th>Actually utilised for Statistical Analysis</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Questionnaire I</td>
<td>17</td>
<td>2</td>
<td>11.76</td>
<td>1</td>
</tr>
<tr>
<td>Governing Body Chairman i.e.,</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Deputy Commissioner</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Questionnaire II</td>
<td>79</td>
<td>12</td>
<td>15.19</td>
<td>7</td>
</tr>
<tr>
<td>District Level Implementing Officer</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Questionnaire III</td>
<td>26</td>
<td>7</td>
<td>26.92</td>
<td>2</td>
</tr>
<tr>
<td>Block Level Implementing Officer</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>122</strong></td>
<td><strong>21</strong></td>
<td><strong>17.21</strong></td>
<td><strong>10</strong></td>
</tr>
</tbody>
</table>
Interviews:

Interviews are the main source of information in a survey. Informal interviews and discussions formed the second major source of data. A few officials declined to give opinions in a structured questionnaire. On such occasions this technique was used and found very helpful. Information from most of the governing body members were collected through this technique. This is because of their busy schedule, they did not favour filling questionnaires. However, informal discussions were centered around the questions framed in the questionnaires. The frank informal conversations with the officials helped in eliciting many interesting facets of DRDS administration which in a formal interview could not be sought. Free discussions with the ordinary village people and influential members of the village community brought out many inner stories.

In order to get proper insight into the working of DRDS administration it was felt that administering questionnaire alone was not sufficient. Many a times officials hesitated to give bold and frank answers to the questions in the formal questionnaire. Hence, other techniques, namely informal discussions and participant observations were used in collecting data. The researcher attended a few governing body meetings, "district consultative committee, block level consultative committee and grama sabha assemblies
Field Observations:

The field observations supplemented and strengthened the information collected through questionnaires and interviews etc. The researcher attended a few meetings of the District Co-ordination Committees and District Consultative Committees to observe the dynamics of development coordination in the implementation of special economic programmes. Likewise, the Gram Sabha meetings in which beneficiaries were selected were also attended by the researcher. These observations proved beneficial in that they enabled the researcher to perceive the actual dynamics of programme coordination and implementation.

Documentary Source:

The documentary source consists of a variety of written records and documents. This method involves scanning and analysis of a large number of documents and other written materials. This method is very much in vogue in the discipline of public administration research for it abundantly brings out administrative situations with vivid account of time, interacting forces and affecting personalities. The documentary source has several advantages which makes it one of the important sources of data. Both types of documentary sources are used in the proposed study. Firstly, official documents like circulars, orders, minutes, notes, progress reports, meeting proceedings, rules and by-laws and plans—annual and perspective were utilised to arrive at...
proper inferences. In the second instance, Government publications such as evaluation reports, manuals, annual reports, committee debates were consulted and appropriate conclusions were drawn. The content analysis is adopted in using these documentary sources. Content analysis is a research technique for the systematic, objective and quantitative description of the content of research data procured through interviews, questionnaires, schedules and other linguistic experiences, written or oral. In recent years, the content analysis technique is used extensively and intensively in social science research.

**Secondary Sources:**

Secondary sources of two types were used in the present study. The published encyclopaedias, year books, books, research articles or papers published in professional and academic journals, newspapers and observations formed the first category. Secondary sources also included unpublished thesis, dissertations, seminar papers, working papers etc.

**Practical Difficulties:**

During the course of fieldwork there were a few practical difficulties. As in any science, the researcher in political science and public administration must be able to deal with obstacles to empirical
observations. To mention a few, firstly, building rapport with the officials took a lot of time. Secondly, eliciting frank opinions from officials became a problem. However, this problem was overcome by establishing friendly relations. Thirdly, due to lack of proper maintenance of files at block office, it was difficult to get exact figures and a clear picture. This was overcome by seeking information from relevant departments. Fourthly, while interviewing beneficiaries, there was the problem of eliciting exact figures of their assets and loans. There was also a tendency to hide facts thinking that the researcher was an agent of Government or Bank. These problems were solved by establishing friendly relations with the villagers and cross-checking their credit dealings with the financers. It is to be noted here that these practical limitations did not affect the collection of data for analysis. But for these difficulties, the researcher would have collected more data.

In the last analysis, basically the problem lies in scholarly access to Government administration, which is difficult. It is due to the fact that survey research in political science is still in embryonic stage in India. It has not yet been socially accepted by the society in general and Government and Universities in particular.

**Organisation of the Study:**

The proposed study is organised into eight chapters. The first chapter introduces the problem. The role of administrative innovation
is of national relevance and rural development is discussed. The significance of public administration in the societal development is also dealt with. It also discusses the methodology adopted for the investigation. Methodology being the composite of tools and techniques used for the collection and analysis of data.

The second chapter delineates the concept of administrative innovation. It provides a theoretical framework for the study. This chapter also probes into the rationale of innovating the DRDS which is one of the objectives of the study. The third chapter touches the structural aspect of the DRDS. The structure commencing from the State Government to the village level worker is explained. Its strengths and weaknesses are discussed taking into account a bureaucratic model. The fourth chapter discusses the functional aspect of the DRDS structure. In this connection the working of Governing body of DRDS, the role performance of the key functionaries and the socio-technical system is analysed. It also touches on the bureaucratic trends and tendencies exhibited in the DRDS working. The issue of political interference in the working of DRDS is probed. Apart from this it elucidates the management of finance in the DRDS.

The fifth chapter discusses the network of linkages in the DRDS. Its implications for control and coordination is analysed. Important functional units like the financial institutions and panchayati raj institutions are presented. In the sixth chapter the task management process adopted in the DRDS is described taking into account its
principal programme, the Integrated Rural Development Programme. The process of planning, implementation, follow-up, monitoring and evaluation is discussed. The chain of administration from the clients perspective is explained. The system of delivery is described and analysed. A case study is added to throw light on the working of DRDS in the sphere of rural development.

The seventh chapter provides an account of the performance of the DRDS in the implementation of DPAP and IRDP. The extent of financial performance and physical progress is described. It also analyses the clientele dimension of the DRDS taking into account the beneficiaries perceptions and performance. The nature, substance and thrust of clients' participation in the DRDS is analysed. Lastly the eighth chapter highlights the important findings of the study. It provides policy prescriptions in the form of recommendations.
REFERENCES

1. There is no universally acceptable definition of rural development and the term is used in different ways and in vastly divergent contexts. As a concept, it connotes over-all development of rural areas with a view to improve the quality of life of the rural people. In this sense it is a comprehensive and multi-dimensional concept and encompasses the development of agriculture and allied activities, village and cottage industries and crafts, socio-economic infrastructure, community services and facilities and above all the human resources in rural areas. As a phenomenon it is the result of interactions between various physical, technological, economic, socio-cultural and institutional factors. As a strategy, it is designed to improve the economic and social well-being of a specific group of people, the rural poor. As a discipline it is multidisciplinary in nature representing an intersection of agricultural, social, behavioural, engineering and management sciences. Katar Singh, Rural Development Principles, Policies And Management, (New Delhi, Sage Publications, 1986), p 18.

2. For an excellent analysis on the magnitude, extent, trend and dimensions of poverty in India see V M. Dandekar and N. Rath, Poverty In India, (Delhi, Ford Foundation, 1971).

3. Waterston observes that "more failures than success in the implementation of development plans and the situation seems to be worsening instead of improving as countries continue to plan". For details see, Albert Waterston, Development Planning: Lessons Of Experience, (Baltimore, Maryland, John Hopkins Press, 1965), p.293.


17. Social research including research in political science and public administration is a systematic method of exploring, analysing and conceptualising political life in order to extend, correct or verify knowledge whether that knowledge aids in the construction of a theory or in the practice of an art. Pauline V. Young, Scientific Social Surveys And Research, (New Delhi, Prentice Hall of India, 1988), p.30.


33. The advantages of documentary sources are (i) it allows access to subjects that may be difficult or impossible to collect through other techniques, (ii) it is non-reactive, (iii) because of its long existence over the time it can be analysed; (iv) it facilates in increasing the size of sample, (v) it is less expensive; (vi) it is time saving. For details see Janet Buttolph Johnson and Richard A. Joslyn, Political Science Research Methods, Op.cit., pp 214-216.


37. It is one of the disadvantages of documentary source: Other disadvantages are--
(i) Selective survival, (ii) Incompleteness, (iii) Sometime biased content; and (iv) Lack of a standard format.
