CHAPTER VIII

SUMMARY AND FINDINGS

The basic objectives of Rural employment programmes are to improve the income and employment opportunities of the poorest of the rural poor. These twin objectives of raising incomes and generating employment have been tried to achieve through IRDP, TRYSEM, DWACRA and JRY programmes by the Government. The programmes are implemented at district level by the District Rural Development Agencies (DRDA). An attempt is made in this study to analyse and find out the impact of assistance provided under Rural employment programmes on generation of income and employment in selected villages of Davangeri district in Karnataka.

Davanageri district which has been newly created in the year 1997 on 15th August. In the district, rural population is 69.68 percent (2001) and 30.31 percent are urban of which 30.31 percent are belonging to SC/ST. Of the total population 51.24 percent are males and 48.75 percent are females. Inspite of a number of employment and poverty eradication programmes implemented, still 44 percent (1997) of the population is below the poverty line. In this district rural employment programmes were implemented through different agencies in different places. The main objective of the present study is to know how these programmes are implemented in the study area and to know how far these programmes are effective in bringing the change in the income and employment conditions of the poor. It is also aimed to study the problems associated with the implementation of these programmes and find out the causes for their failure. As the
researcher is from the study area, is keen to know the impact of these programmes on the rural people. Though there are many programmes, the present study mainly deals with four main employment programmes viz. IRDP, TRYSEM, DWACRA and JRY.

There are many studies on individual programme. But the present study is significant because it takes into account all the four major employment programmes together and see how far they have reached the target group, and benefited them. In that sense it is a special study. This study is mainly concerned with the implementation process of the programmes, awareness about the programmes and to know the employment and income status of the beneficiaries before and after availing the programmes. This study also deals with how far these programme have created employability among the beneficiaries.

It is a micro-level study based on primary data. It also makes use of secondary data. The primary data is collected from 240 beneficiaries from 12 villages of 6 Talukas of Davanageri district in Karnataka State. A technique of verbal method for securing data is used. The data is collected through a schedule by contacting and interviewing them personally.

The study is divided into Eight chapters First chapter deals with the importance of the study, objectives, Hypothesis, methodology, design of survey and chapter-wise summary. Review of the related literature is done in the second chapter. Brief account of the programmes is given in the third chapter. Fourth chapter gives profile of the district, the natural, physical, agricultural, industrial,
social background of the study area. A profile of 12 villages from 6 talukas in Davanegeri district of Karnataka state is also given. In the Fifth and Sixth chapters deal with the analysis of the primary data. Fifth chapter analyses the impact of two programmes viz. IRDP and TRYSEM based on primary data. In the same way sixth chapter deals with two programmes viz. DWACRA and JRY where their impact is analysed on the basis of primary data. The overall impact of all the four programmes is discussed in the seventh chapter. Eighth chapter deals with the summary and findings of the study. The findings of the study indicate that though the programmes have been introduced and implemented by the government they have not benefited beneficiaries much in rural areas. The overall impact is very marginal. The various obstacles in the process of implementation and causes for failures are due to social, economic, administrative and political factors.

8.1 IMPORTANT FINDINGS OF THE STUDY

The important findings of the study are summarized as follows.

➢ The identification and selection of suitable families for assistance under different programmes are found to be defective. The families having either government and private employees or business holders or big landlords who are not eligible for these programmes are selected. In the present study 16.25 percent of the families are ineligible as they are above the poverty line.

➢ The awareness about the rural employment programmes is very less. Only 52 percent of IRDP, 39 percent of TRYSEM, 29
percent of DWACRA and 29 percent of JRY are aware of the programmes. This indicates that all rural people are not aware of all the rural employment programmes. It proves that the hypotheses, i.e. The people in rural areas are not aware of all employment programmes. Though they are eligible to avail more than one programme, hardly 10.42 percent of the total 240 respondents have availed more than one programme. It is due to their unawareness and ignorance.

- The study reveals that these programmes are not effective in generating income and employment due to ineffective implementation and follow up of the programmes. Only 40 percent of the respondents are benefited to some extent. These programmes have failed in creating assets for the beneficiaries. The employment status of the beneficiaries reveals that 60 percent of the total, are not at all benefited by these programmes. 21.67 percent are unemployed and nearly 44 percent are working as agricultural labourers after availing these programmes. These respondents are not benefited by these programmes. Only 20 percent of the beneficiaries' monthly income has slightly improved and there is no change in the income of the remaining 80 percent of the respondents which speaks about the failure or very limited success of the programmes in improving the income of the beneficiaries. It shows that the benefit of these employment programmes an income and employment are very meager which proves the hypothesis.
The identification of eligible beneficiaries and selection of schemes under IRDP are wrong. They are not area specific and not according to the aptitude and skills of the beneficiaries. Among various activities under IRDP, overwhelming bias is towards dairying and animal husbandry particularly milk cattle. Inadequate funds for purchasing the quality animals, climatic conditions, high price of the quality animals, absence of veterinary facilities and inadequate marketing facilities etc. are the major problems with dairying activity. Inadequate loans, lack of business knowledge stiff competition, marketing and other infrastructural facilities are the main problems faced by the respondents in other trading activities. The loan amount is less than Rs.10,000 which is not adequate to undertake any activity.

The main problems associated with TRYSEM are wrong identification of trainees and wrong selection of training activity, not suitable to their skill and talent which has resulted into target oriented programme. The selection of activity in which training in imparted is according to the trade selected by the officials but not according to the skill, desire, aptitude and demand of the people in rural areas. Only tailoring activity is given thrust under TRYSEM. The financial assistance, provision of assets in the post training period are not adequate. There is also misappropriation in the distribution of assets in the post training period. The DRDA pays stipend and training expenses of beneficiaries under TRYSEM. The payment is generally made by DRDA office after the completion of the training programme.
Toolkit is provided either during or after the training period. But in some cases, these toolkits are not given. The quality of training is not up to the mark. The ITIS impart training, which is appropriate for organized urban industrial sector and not for self-employment in rural sector. The rural youth should acquire managerial and entrepreneurial skills. Also post training guidance in project related problems continue to be poor. This has undermined the quality of TRYSEM because the rural market in our country is undergoing significant changes. The project undertaken ought to take into account the changing consumption patterns of the people.

- Another problem relates to the nature and standard duration of training provided to the beneficiaries. Training is imparted through recognized institutions, craftsmen, etc. Many training institutions have cropped up in the district, which lack sufficient infrastructure and are ill-equipped, yet continue to enjoy bureaucratic patronage. Some did not have sufficient training materials and aids and did not function efficiently. Some were backlisted but only changing the name of the institution were able to get training assignment. Once the training was over the institutions did not assist the trainees in any way in the post-training period.

- DWACRA programme has not benefited the women to the excepted level. There are no training facilities or even if there are, they are not proper and effective. Lack of adequate effective training is the main problem associated with this programme. Marketing problem, lack of transportation, lack of co-operation.
among the group are lack of follow-up of the programmes by
the officials, lack of transport and other infrastructural facilities
in the rural areas are the main problems.

In the absence of common work place, whatever activities
pursued by the beneficiaries were independently undertaken by
them at their residence only. The revolving fund so received has
not been utilized for purchasing materials and thereby the
spirit of the scheme and creation of assets is defeated. The
member beneficiaries who are already involved in their
traditional family business are selected for the scheme. Their
family business is facing a number of problems. Thus
including her name in the DWACRA group does not make any
significant change in the family income. There is wrong
selection of group activities by the groups. It is not based on
their skill, aptitude and local conditions. The women under
DWACRA have not been trained in basic skills for appreciating
and availing of the benefits of the viable income generating
schemes. The handmade goods lost their competitive edge over
the machine made goods in terms of price and quality. The
assistance provided has become a liability rather than asset.
This happens when the assets fail to generate income and the
women groups have to repay loans with interest rates. There is
an undue delay in the delivery of development assistance
because of lack of functional co-ordination among the banks,
DRDA and the beneficiaries. Inadequate provision of backward
and forward linkages needed for the smooth functioning of the
scheme has emerged as another hurdle in the area under
study. Due to lack of managerial skills, groups are not able to get proper and timely feedback from the market to ensure production of those products which are demanded in the market.

- Identification of beneficiaries is a great problem even under JRY. According to the respondents the work under JRY was uncertain. The wage is less compared to the local wages. Works are given on contract basis though it is not permitted. The contractors give take names and wrong information about the workers employed in the scheme. In the process the actual target group is deprived of the benefit. There is also administrative flaw. Funds released late in the accounting year asking the panchayats to complete the work before March 31st of the year. The Panchayat officials are also helpless. In order to fulfill the target they catch hold of some contractors and get the work done.

- Since the magnitude of poverty and employment in India is not only huge in quantity but also increasing year after year and the employment provided under this scheme is only for 100 days in a year at the most. The people rightly doubt the success of the scheme in providing employments and eradicating poverty. Thus it is apprehended that the scheme will not benefit the poor much in terms of employment generation and poverty alleviation.

- Under JRY the physical and financial audit of the works implemented by the gram panchayats have been made
compulsory but the authority, which should undertake this job, has not been specified so far. Moreover in most cases the staff of gram panchyats is not competent enough to keep accounts systematically. In the training of the staff in account keeping there is always likelihood of misuse or misdirection or even the misappropriation of the funds.

➢ Inadequate supervision, lack of infrastructural facilities, inadequate working capital, target-oriented approach, absence of systematic local level planning, delay in the disbursal of loan amount, poor quality local assets, delay in realizing subsidy, existence of middlemen, corruption, lack of guidance, lack of follow-up of the programmes etc. are responsible for the poor performance of these various employment programmes.

Thus the overall impact of these employment programmes are not satisfactory in reaching the target group. The awareness is less. The generation of employment is very meagre. The study shows the failure of the programmes in reaching the target group and ineffective in generating employment and income satisfactorily. IRDP, DWACRA, TRYSEM and JRY operation in the district is very much prone to leakages and corruptions particularly in connection with subsidy. A considerable portion of subsidy has flown back to different pockets of both officials at the block level and also in banks. The illiteracy of beneficiaries and along with their unawareness about the programmes have particularly encouraged the unscrupulous people to have the interests of the poor. However it is very difficult so assess the volume of money involved in leakages. Many sample beneficiaries opined that the concerned officials while sanctioning assistance
under these schemes as well as disbursing loan should be gratified with any means. Thus the analysis based on the primary data proves the hypothesis made in the study.

POLICY SUGGESTIONS

1. The list of BPL households should be prepared a fresh and the survey should be conducted by adequately trained enumerates. The list should be updated from time to time. The participation of Gram Panchayat and people should be encouraged and their cooperation should be taken in preparing and updating of the BPL list.

2. The selection of beneficiaries should be made on the basis of household survey. In case such a survey is not possible, selection should be made in an open meeting of the gram Sabha making sure at least one member from each family should attend this meeting. Every resident of the respective village should be informed of such a meeting at least 15 days before holding the same. The selection of the beneficiaries in such meeting should be made under the supervision of the representatives of the banks and DRDA, so that only the most deserving households are selected as beneficiaries. Political interference in the selection of members should be curbed.

3. In creating awareness among the rural people the services of social organizations like Mahila Mandals, Yuvak Mandals, NGO’s are important. Because these are having local base and rural touch. They have close contact with the people. Their assistance should be taken for identification of the eligible beneficiaries and selecting
the suitable economic activity. The services of Mahila Mandals and Anganawadi teachers and other gross root level functionaries' services can be used for creating awareness among the rural people about the programme. To create awareness and disseminating the information the best way is public announcements which is generally done in the rural areas.

4. ❖ The rural poverty in general and weaker sections in particular can not be alleviated by mere mass loan programme of IRDP. There is the necessity of follow up of the programme in the post-loan period. Adequate amount of loans for the purchase of animal or asset and proper follow-up of the programme are very essential.

❖ The block authorities and banks should ensure adequate financial assistance to right type of people. The assets should be handed over to the beneficiaries directly. As far as possible the subsidy should be passed on to the beneficiaries in kind and not in cash.

❖ Before providing assistance a careful accounting of infrastructure, availability of local resources, supply and demand of inputs, the income and similar related matters should be considered for the success of the programme. The schemes should not be rigid but flexible so that they can be changed on the basis of the availability of local resources and conditions.

❖ There is the necessity of proper monitoring of the beneficiaries by the authorities. It leads to the optimum utilization of the
assistance and would be helpful in achieving the desired objectives of the programme. The personnel engaged in the process of Implementing IRDP should be fully trained and where there is inadequacy of staff, the staff should be made available for regular supervision, monitoring and evaluating. Efforts should also be made to establish effective co-ordination among the agencies i.e. DRDA, banks, Gram Panchayat etc., responsible for the implementation of IRDP scheme. Willingness for availing the programme by the target group, active participation by the people are necessary to make the programme successful in achieving its objectives of generating employment and eradicating the poverty. In order to create awareness and motivate them the services of local NGOs, voluntary organizations, social workers, mahila mandals etc., can be used.

5. In case of TRYSEM programme genuine beneficiaries should be selected and the training should be related to the local demand for skills. The selection of trade for training should be area specific and according to the skill and aptitude of the beneficiaries. The activities such as Nursery, dairying, Book binding, computer operations and in other activities of service sector should be encouraged where they can get specialized skill and get market also.

- The trainees should get loan along with subsidy amount and assets directly. This will eliminate corruption practices in connection with sanction and disbursement of loan etc. The period of training should be adequate according to the nature of
activity in which an intensive training is given. Training with practicals and demonstrations are helpful to the trainees to undertake independently. It is also necessary to impart managerial techniques in addition to skills in the trade.

❖ Appropriate training facilities should be made available to the beneficiaries. An arrangement should be made to provide post course training facilities at his/her unit so that the entrepreneurs of first generation may not be left by themselves in no man's land with full of uncertainties.

❖ The provision for boarding and lodging facilities for the beneficiaries should be made available in the training centers, so that they can devote maximum time to this training programme.

❖ There is need for tightening the selection procedures by adopting proper tests to get qualitatively better youths from the target groups. The beneficiaries' full involvement in the scheme should be ensured. Training should be backed up by extension service and adequate supply of inputs. Otherwise skills remain underutilized. Even after the completion of training, the training institutions or trainer should maintain close contacts with the trainees in order to assess their performance or ascertain their problems if any.

6. ❖ A common work shed can be provided to enable the women to keep their produce safely and also perform the work in groups, which automatically raises the competitive spirit and ultimately the production. The shed can be used as a market place also.
The revolving fund of the DWACRA Group should be adequate. Training should be imparted vigorously particularly to those women who manufacture non-traditional items. They should be advised to maintain proper accounts. Training in account keeping should also be given to the group organizers. Self-employment should be encouraged for women. Accordingly training in their activity should be given. It is required not only as an alternative economic activities and source of additional earning but also for the utilization of the available unexploited Human resource. For this spread of literacy and technical know how in rural areas are necessary. In this context the role of NGOs and local voluntary organizations is important. There is the necessity of participation of Government and NGOs in spreading literacy etc. and attract more women for self-employment.

Regular visits of higher authority strengthens the group. The monitoring arrangements at the state or district or Block level should be geared up with regard to qualitative aspects of the programmes and for the successful implementation.

7. To create awareness about JRY work, Grampanchayats should take the assistance of grass-root level functionaries such as Anganwadi teachers, Gram sevakas, local NGOs, Yuvaka mandalas, Mahilamandalas etc. At least 100 days work in a year should be provided. The wages given under JRY should be equal to the prevailing wages in rural areas. The wage component includes cash and kind i.e. in the form of food.
grains. Good quality food grains should be provided. For that the Panchayats should have adequate storage facilities.

- The criteria for allocation of resources from the center to the states are backwardness, population of SC/ST and agricultural productivity. The same criteria should be adopted for the allocation of resources JRY for undertaking programmes to the village Panchayats instead of population alone. Besides this, large share of resources should be allocated to the village panchayats, which are situated in interior and remote areas, since poverty syndrome is more acute in these villages as compared to the villages situated in the vicinity of urban areas.

- Though JRY is employment generating programme it alone cannot generate sufficient income for the family to cross the poverty line. It can be a supplementary employment generating programme and it should be implemented with other employment programmes.

8. Government as well as Private employers should encourage training at all levels and foster quality training institutions so that gap between demand and availability of skilled personnel is bridged.

9. The financial marketing and infrastructural facilities should be provided at the right time and place. So that the self-employment units can become highly enterprising units.

10. If the guidelines given by the government regarding identification of genuine beneficiaries with the matching schemes and suitable
training at the right time are followed strictly. The employment programmes will not be a failure.

11. The responsibility of successfully implementing anti-poverty programmes rests with the District Rural Development Agencies (DRDA). But the DRDA have neither the formal authority for coordination at the district level nor have they been given district control over the block agencies. The powers of the project directors of DRDA’s and those of the BDO’s should be clearly demarcated to get satisfactory results of the programme. The various employment generating programmes need to be brought under the control of one single agency so as to avoid problems relating to co-ordination. There should be a nodal or special officer at the district level to co-ordinate between the various departments and the district administration. To check the duplication and overlapping of training activities, permanent allocation of villages to some banks should be made. Regular meetings of all concerned departments should be held at the district level in connection with different programmes. Responsive administration is imperative for the successful implementation of rural employment programmes. There is the necessity of implementation of these programmes with honesty sincerity and with a sense of mission.

Thus the rural employment programmes such as IRDP, DWACRA, TRYSEM and JRY which are meant to remove poverty and unemployment and improve the conditions of the rural folk have not been effective in their achievements to the desired level. It is due to social, economic, political and administrative factors. Care should be
taken to correct the lapses in the above programmes so that they can serve the real purpose of improving the conditions of the poor. However, these employment programmes are designed to alleviate the poverty of the poor in rural areas. If they are implemented sincerely, effectively and properly, no doubt, the target group will get the benefits. These programmes help in raising the income of the beneficiaries and generate more employment opportunities. For the effective implementation of these programmes there is the necessity of political will, sincere and committed personnel to implement them and above all the active participation of the people, NGOs and the target group is necessary to realise the benefits.