CHAPTER I

INTRODUCTION

India is a biggest democratic country in the World. The population of India as per 2011 census was 1,210,193,422. About 65% of people’s are living in rural areas. Participation in general means that process wherein people are closely involved in economic, social, cultural and political affairs which affect their lives. When viewed from the dimension of dealing with development schemes or programmes for the people, it simply implies participation of people in all stages viz., planning, formulation, decision making, sharing the benefit of development, monitoring and evaluation appraisal. Therefore, the successful implementation of the various rural development programmes not only depends upon the effective functioning of the various administrative agencies viz., District Rural Development Agency (DRDA), Blocks and Village Level functionaries, but also depends upon the effective people's participation in all the levels.

People’s participation and involvement is an important factor for the successful implementation of any rural development activities. Specially, in decision making, implementation, monitoring, evaluation and sharing the benefits of the development programmes, people’s participation and involvement is necessary. For effective functioning of the rural development programmes, people’s participation and involvement is necessary. The implementing agencies of the rural development programmes also very much depend on the effective participation and involvement of the masses in rural development activities. To command more participation from the rural masses, irrespective of rich and poor, it is necessary to develop the understanding and cooperation between the rural development officials and the people. In this context,
special attention should be paid to identify the resources of the people and to instruct them to understand their needs and problems. If the people draw up their own development plans and elect members of local bodies and government officials motivate the people to take active part in the programmes for their own development, then the atmosphere of rural development will be created. Without people’s effective participation and involvement, it would not be possible to implement the rural development programmes effectively. Another important side of people’s participation is its scope in the rural development schemes. The rural planning laws lay down a process that before taking action on rural development schemes or programmes. The implementing agencies should consult with the public. The scope not only provided for people’s participation but also makes them responsible regarding rural development activities through holding meetings and discussions. The planner should educate the people on the benefits that flow from different rural development schemes and the needs of people’s active participation.

**Statement of the Problem**

Rural development is the process of improving the quality of life and economic well-being of people living in relatively isolated and sparsely populated areas\(^1\). Rural development has traditionally centered on the exploitation of land-intensive natural resources such as agriculture and forestry. However, changes in global production networks and increased urbanization have changed the character of rural areas. Increasingly tourism, niche manufacturers, and recreation have replaced resource

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extraction and agriculture as dominant economic drivers\(^2\). The need for rural communities to approach development from a wider perspective has created more focus on a broad range of development goals rather than merely creating incentive for agricultural or resource-based businesses. Rural development is also characterized by its emphasis on locally produced economic development strategies. In contrast to urban regions, which have many similarities, rural areas are highly distinctive from one another. For this reason there is large variety of rural development approaches used globally.\(^3\)

People participation is acknowledged in the governance and development discourse, as a mechanism for building capacity in the rural poor in the quest for poverty reduction and good governance. It is argued that, while some participatory framework exists as a result of devolving some powers and functions to Local Government units, the structures and processes remain feeble and do not support a genuinely participatory system. The 73\(^{rd}\) Constitutional Amendment Act has entrusted the responsibility to implement the development programmes through the Panchayati Raj Institutions to enable the people to participate in the implementation of development programmes. The effective implementation of rural development programmes depends upon the awareness and participation of the representative of Panchayati Raj Institutions through which rural development programmes are implemented.

The Mahatma Gandhi National Rural Employment Guarantee Scheme guarantees 100 days of employment in a financial year to any rural household whose adult members are willing to do unskilled manual work. This Act is an important step towards the


realization of the right to work. It is also expected the Village Panchayat will issue job cards to every registered individual. Payment of the statutory minimum wage and equal wages for men and women are the notable features of the scheme. So far, no attempt has been made to evaluate the impact of Mahatma Gandhi National Rural Employment Guarantee from the point of view of various issues relating to registration, job cards, norms for application of works, transparency in selection of works, transparency in implementation of works, wage payment details and accounts and audit in order to enhance people’s livelihoods on a sustained basis, by developing the economic and social infrastructure in rural areas.

The study area is Namakkal District in Tamil Nadu. Namakkal is one of the important Districts in Tamil Nadu. The MGNREGS was implemented in 2008 (III-Phase) in Namakkal District. The District was bifurcated from Salem District on 25-07-1996 and started to function independently from 01-01-1997. The District has two Revenue Division, Seven Taluks, one District Panchayat, 15 Panchayat Union Councils and 322 Village Panchayats. As per 2011 census, Namakkal District had a population of 17,26,601 with a sex-ratio of 986 females for every 1,000 males.

**Review of Literature**

The main purpose of this review is to give a proper orientation and perspective to the present work. The researcher has reviewed relating to the study under the headings rural development, people participation, Panchayati Raj Institutions and Mahatma Gandhi National Rural Employment Guarantee and a reported in the following pages.

Alavi, Hamza and Teodar Shanin in their book titled “Introduction to the Sociology of ‘Developing Societies” consider that the dominant arguments of the
capitalist school are embodied in what is known as the Modernization Theory, or the ‘Free World’ model of development. The Modernization Theory was the justification for US hegemony in the context of the Cold War. Scholars who contributed to the growth and development of this theory comprised economists, sociologists, historians and anthropologies, and the determinants of development identified by them included both economic and non-technology and rationality, without changing class structure as a means of development, and removal of all social and ideological obstacles to such a process.⁴

Alax, Alexander, V. (1983) in his book titled “Human Capital Approach to Economic Development” has developed a model which emphasizes the importance of human capital investment in the process of economic and social development. By human capital, we mean acquired mental and physical ability through education, training, health care, and pursuit of some spiritual methods like yoga or meditation. The acquisition of human capital is largely through the investment of human effort and money. The simplest and most important of this type of model is a schooling model, which relates economic development to schooling. He classical and neoclassical economists did not explicitly include the quality of human resources in their theoretical frameworks; labour was taken to include both physical and mental effort.⁵

Ayyangar and Ranga (1972) in their book titled “Decentralized Democracy for Grass Root Planning” view that the State shall establish self-governing Panchayats for every village or a group of villages with adequate powers and funds to give training to

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rural people in democracy and to pave the way for the effective decentralization of political and economic power. As expressed by Mahatma Gandhi, they added that democracy must be broad-based and decentralized. Villages Panchayats are needed to train the people in Government.\textsuperscript{6}

Bhatnagar, S., (1976) in his work titled “Rural Local Government in India” has indicated that the problem of the sluggish growth of the ‘Gram Sabha’ is a deep-rooted problem. It is suggested that the urgent need of the hour is to strengthen the institution of the ‘Gram Panchayat’. For the success of democracy there is a need to decentralize the power to the grass roots. The local Government may also be constitutionally recognized and protected in the same way as the central and State Governments.\textsuperscript{7}

Bohra, O.P., in his work titled “Women in Decentralized Democracy” states that 73rd Amendment Act, mainly aimed at decentralizing the power and also removing the gender imbalances and bias in the institutions of local self Government. He justifies the rationale to provide reservations for the following reasons: 73rd Constitutional Amendments actually aim for “Shared perception of justice, deprivation and oppression”, and shared experience to marginalization vis-a-vis power structure. Collective empowerment through representation and democratic process will give them voice, feelings of solidarity and democratic politics. Affirmative action will build a critical mass of local leadership of such groups who will be active participants in the strategic decision-making\textsuperscript{8}.

\textsuperscript{6}Ayyangar, M.A., and Ranga, N.C., Decentralized Democracy for Grass Root Planning, Granvive Austin, 1972, p.36.

\textsuperscript{7}Bhat Nagar, S., Rural Local Government in India, Trimuri Publications, New Delhi, 1976.

Celine Rani, A. (2002) in her book titled “Emerging Pattern of Rural Women Leadership in India” attempts a study of the process by which the women leaders are emerging to the political front to manage the Panchayat system. By evolving a framework suitable to this study, the process of emergence of the leaders has been analyzed. In this work, it has been established that the socio-economic status is a significant factor in determining the emergence of rural women leaders. Different kinds of categories of leaders have been identified. This reflects the conditions in Tamil Nadu.\(^9\)

Chamber, Robert in his book titled “Rural Development: Putting the Last First” states that Rural Development is a strategy to enable a specific group of people, poor rural women and men, to gain for themselves and their children more of what they want and need. It involves helping the poorest among those who seek a livelihood in the rural areas to demand and control more of the benefits of rural development. The group includes small scale farmers, tenants and the landless.\(^10\)

Chopra, Gopal, Kodekodi and Murthy (1990) in their book titled “Participatory Development – People and Common Property Resources” consider that the participatory process has its own dynamics of conflict, understanding, persuasion, prohibition, violation (of rules) and so on. Depending upon the strength of the social decision system, the participatory process can be classified as conflict-resolving, welfare, equity or development-oriented and so on. Participation as an institution is a static view of the


process. It relates to some specific objective and is treated as an instrument to achieve it.\textsuperscript{11}

Ensminger, Douglas (1968) in his book titled “An Evolving Strategy for India’s Agricultural Development” has points out that the Grow More Food Campaign (GMFC) was India’s first organized effort to increase food production. Although the campaign was launched in 1943 in the wake of the Bengal famine, it did not make much headway until 1947. The campaign had a two-pronged approach. First, to bring idle but potentially productive land under the plough, and second, to stimulate cultivator interest in increasing crop yield per hectare. In the 1948, the GMFC was reviewed by the Thakurdass Committee, and following its recommendations, the campaign was reoriented in 1950-51. In the following year, the GMFC became a part of the First Plan. In 1952, the Government of India appointed the Grow More Food Inquiry Committee under the chairmanship of Sir V.T. Krishnamachari to evaluate the campaign. The Committee found, inter alia, that all aspects of village life are interrelated, and no lasting results can be achieved if individual aspects of it are dealt with in isolation; and the movement touched only a fringe of the population, and did not arouse widespread enthusiasm, or become in any sense a national programme. The committee also made a number of recommendations regarding the future policy of the GMFC. One of the recommendations was that an extension agency should be set up for rural work, which would reach every farmer and assist in the coordinated development of rural life. It was out of this background and experience that India’s Community Development Programme was born. The following basic premises were fundamental in India’s decision to create the National

Community Development Programme in 1952 the overall development of the rural community can be brought about only with effective participation of the people, backed by the coordination of technical and other services necessary for securing the best from such initiative and self-help. It was to provide the necessary institutional structure and services that early attention was given to the development of basic democratic village institutions especially Panchayati Raj, cooperatives and village schools. The Problems of rural development have to be viewed from a holistic perspective, and the efforts to solve them have to be multifaceted.\textsuperscript{12}

Harichandran (1983) in his book titled “Panchayati Raj and Rural Development” has examined the Panchayati Raj with the main objective of evaluating the role of these bodies in rural development with particular reference to Tamil Nadu. The study revealed that Panchayati Raj bodies enjoyed delegated powers and functions. Resources were inadequate to meet the responsibilities; Panchayati Raj bodies could be instruments of rural developments only if they are provided with adequate resources.\textsuperscript{13}

Higgins, Benjamin, in his book titled “Economic Development: Principles, Problems and Policies” points out that the Lewis model does not present a satisfactory analysis of the agricultural sector, in the sense that it fails to consider the possibility of a change of productivity in agriculture. Building upon the Lewis model, Gustav Ranis and John C.H. Fei construct a theory of economic growth, by first analyzing the role of the


\textsuperscript{13}Hari Chandran, C., Panchayati Raj and Rural Development, Concept Publishing Company, New Delhi, 1983.
‘neglected’ agricultural sector in a static sense, and then generalizing the ‘static’ analysis by introducing the possibility of an increase in agricultural productivity.\textsuperscript{14}

Kumar, S., and Venkataraman, K., (1974) in their book titled “State Panchayati Raj Relations: A Study of Supervision and Control in Tamil Nadu” have examined the administrative, financial and technical aspects of supervision and control in Tamil Nadu. It has been realized that the way in which control is exercised depends very much on the linkage of officials and non-officials who are concerned with the Panchayati Raj movement.\textsuperscript{15}

Maheswari, S.R., (1971) in his book titled “Local Government in India” describes the structure, personnel, finance and functioning of rural as well as urban local governments. He concludes that inadequate financial resources, low pay scales, incompetent personnel, excessive interference by the State Government in the day to day administration, wide spread corruption, nepotism and favoritism in the local civil service are cited as the major causes of ineffectiveness of local government’s development. He suggests that there should be a deliberate policy to encourage experimentation and allow variation to suit local government so that they may develop their roots.\textsuperscript{16}

McKay John., in his Article titled “The Development Model, Development” considers that the initial support for the Dependency Theory came from Latin America, particularly from the work of Rural Prebisch and his associates at the Economic Commission for Latin America. However, the Chief spokesman for the theory was Andre

\textsuperscript{15} Kumar, Sushil and Venkataraman, V., State Panchayati Raj Relations: A Study of Supervision and Control in Tamil Nadu, Asia Publishing House, Bombay, 1974
\textsuperscript{16} Maheshwari, Shri Ram, Local Government in India, The Macmillan Company of India Limited, Delhi, 1971.
Gunder Frank, who dismissed the Modernization Theory as useless from a policy perspective. Frank asserted that the relation between rich and poor nations was not only, not beneficial to the latter, but positively destructive, hindering and distorting their development. In his view, development and underdevelopment were both results of interactions between societies. He drew up detailed historical case studies of Chile and Brazil to support his assertions. The following are the main arguments of the Dependency Theory the developed countries (the First World) could not have achieved the level of development that they have, without the systematic exploitation of the developing countries (the Third World). That the process of development passes through a series of stages is an illusion. Developing countries cannot attain development following the path adopted by developed countries, so long as the exploitative world system exists. Countries that are now poor were not so to begin with: rather they have been forced into the stage of underdevelopment by a global system of capitalist exploitation. Developing countries can develop only by snapping their links with the developed countries.\(^{17}\)

Nandedkar (1979) in his book titled “Local Government Its Role in Development Administration” has attempted to study development and democracy as the two purposes of Panchayati Raj institutions. He states that democracy is associating people with the process of decision-making. Participation of the people in the lower units of administration through Panchayati Raj institutions is the sine qua non of the success of rural development programmes.\(^{18}\)


\(^{18}\) Nandedkar, V.C., Local Government Its Role in Development Administration, Concept Publishing Company, New Delhi, 1979, p.5.
Ownes and Shaw (1972) in their book titled “Development Reconsidered” point out that much of the responsibility for planning and implementation could be delegated to regional or local institutions. It was realized by the Government that unless people in the villages take the responsibility and involve them in implementing the developmental programmes, the State and Central Governments could not succeed in their attempt to develop the rural areas.\textsuperscript{19}

Robert Chamber (1983) in his book titled “Rural Development: Putting the Last First” states that Rural Development is a strategy to enable a specific group of people, poor rural women and men, to gain for themselves and their children more of what they want and need. It involves helping the poorest among those who seek a livelihood in the rural areas to demand and control more of the benefits of rural development. The group includes small scale farmers, tenants and the landless.\textsuperscript{20}

Shivanna’s (1990) in their book titled “Panchayati Raj Reforms and Rural Development” based on a survey conducted by him on the role of Taluk Development Boards in rural development with reference to Koratagar Taluk in Tumkur District of Karnataka State. In this book he has a reported that the major constraints for the better performance of the Taluk Development Boards were lack of sufficient power and functions, especially in the financial sphere and the major constraint for the existing planning activities at the Taluk Development Boards level was the dependence in the financial sphere.\textsuperscript{21}

Report of the Working Group (1997) by State Planning Commission has constituted under the leadership of K.V.Sundaram in the State Planning Commission, Government of Tamil Nadu, for evolving guidelines and methodological ways to prepare plans at different levels through the Panchayati Raj System in Tamil Nadu under the new dispensation. The report has twelve chapters, which deal with different aspects of the planning process. Keeping the history and the devolution of powers in Tamil Nadu in the backdrop, the working group evolved the framework to prepare plans in Gram Panchayats, Block Panchayats and District Panchayats. Further it has also developed the approach for planning at the micro level. Apart from the above there are three important major aspects included in the report, namely, the creation of the needed administrative structure, building the capacity of the leaders and the officials involved in the planning process and devices to mobilize the people for their participation in the planning process.22

Subramaniam, Ra., (1986) in his book titled “Integrated Rural Development” observed that today, planners, researchers, administrators and social scientists have started to look around for a suitable model for village development in the broader context of national planning. Further, according to him, rural development is inconceivable and impossible without decentralization in planning.23

Chaturvedi, H.R., and Subrata Kumar Mitra, in their book titled “Citizen Participation in Rural Development” have pointed out that emergence of new nation-states, following liquidation of colonial rule after the Second World War has unleashed

23Subramaniam, Ra., Integrated Rural Development, Gandhigram Rural Institute, Gandhigram, 1986, p.126.
social forces which militate against centuries old traditions of subjugation and strive to build a social order based on freedom, equality and justice. This has meant a substantial change in the nature of relationships between society and the state. People who were subjects till recently, in the countries of Asia and Africa which recently got their independence, acquired the status of citizens and emerged as a new force asserting their power to influence their own destiny. A new institutional framework had to be developed to involve the people in the process of development.

What is the nature and extent of involvement of the people, in India, particularly in the institutions of Community Development and Panchayati Raj? The present study attempts to examine the nature and extent of this participation in the process of development in two different regions of India. A number of studies have been done to evaluate this process of participation. Integrated rural development holds the key for amelioration of the rural masses living below the poverty line in developing countries. Citizen participation occupies a pride of place in the agenda for action for poverty alleviation endeavours. The subject stimulates interest and arouses questions like, is participations the answer for all ills of planning and implementation in rural development sector. The study seeks to explore the nature and extent of awareness and involvement among citizens in development programmes aimed at alleviation of rural poverty. It was conducted in a development block in East Godavari district of Andhra Pradesh in India. The study found that the participants enjoy better economics, educational and social positions and are endowed with better exposure to media. However, these factors vary in
the influence on the nature of opportunity structure which determines the participation of some and exclusion of many in rural development programmes.\(^{24}\)

Rasila, B.N., Mudau, M. J., in their book titled “Citizen Participation in Local Government: The Importance of Effective Communication in Rural Development” have mentioned that in societies around the world there is a concern over the plight of poverty. In South Africa, years of active discrimination policy making and neglect have resulted in high levels of inequality characterized by extreme wealth on one hand and desperate poverty on the other. These activities left rural areas, mostly occupied by blacks in underdeveloped state while the urban areas, mostly occupied by whites are developed. This situation alienated poor communities to take active role in matters of governance and their development. The dawn of democracy in 1994 saw the inclusive democratic government having to strengthen communication between government institution and its communities and also to harness community participation. A qualitative study was conducted in Mutale local municipality, Vhembe district in Limpopo Province of South Africa where unstructured interviews were conducted to focus groups including ward committee members, traditional leadership and management.

The study revealed that despite a number of communication mechanism and models implemented by Government, there is communication gap between government institutions and communities they serve. This demands for a new model of communication aimed at community participation and rural development. This communication gap makes the community members feel alienated from government initiatives and projects in general. They therefore do not feel they are part of government and do not take active role in matters of governance and those that are aimed at

\(^{24}\) Chaturvedi, H. R., and Subrata Kumar Mitra, Citizen Participation in Rural Development, CPR, 1982
improving their living conditions. This continues to hinder rural development and the objectives of developmental rural government; that of the government that seek to empower communities through harnessing their full participation.\textsuperscript{25}

Kakumba, Umar; Nsingo, S.A.M., in their book titled “Citizen Participation in Local Government and the Process of Rural Development: the Rhetoric and Reality in Uganda” consider that citizen participation is acknowledged in the governance and development discourse, as a mechanism for building capacity in the rural poor in the quest for poverty reduction and good governance. This article synthesizes recent studies on Uganda’s decentralized system of local governance and examines the extent to which participation in local programmes has enhanced the process of rural development. It is argued that, while some participatory framework exists as a result of devolving some powers and functions to local government units, the structures and processes remain feeble and do not support a genuinely participatory system.

This is mainly due to the excessive central government whims and the local elite capture. While the central and donor-conceived plans may still be necessary for the rural poor, such strategies should be integrated into the rural schemes to enable freedom of choice, action and decision in order to attain strong local ownership and empowerment. This calls for political will from the central government leaders and the need to strengthen capacity for the local forces and social groups to infiltrate the hierarchies of officialdom associated with the local bureaucracies.\textsuperscript{26}

\textsuperscript{25} Rasila, B. N. Mudau, M. J. 
\textit{Citizen Participation in Local Government: The Importance of Effective Communication in Rural Development}, 2013

\textsuperscript{26} Kakumba, Umar; Nsingo, S.A.M. (Sipho Arote Mandaba), 
\textit{Citizen participation in local government and the Process of Rural development: the rhetoric and reality in Uganda}, UP Space institution repository, 2008-06
The book titled “Political Participation of Women in Panchayati Raj: Haryana, Kerala and Tamil Nadu” by Santha, E.K., is a comparative study of the political participation of women leaders in three States namely, Haryana, Kerala and Tamil Nadu. It analyzes to what extent the representatives are exercising their powers, how they tackle their problems, how effectively they provide leadership in the Panchayat system in attacking the problems. By taking samples from two districts in each State the above said questions have been analyzed. Further the author has analyzed all these questions in the light of the position and problems of the women folk in the respective States. This study suggests ways and means of improving the conditions of the women and elected women representatives. It provides lead questions, which can be investigated by research scholars in due course.27

The book titled “New Panchayati Raj System: Status and Prospects” by Palanithurai, G., is the outcome of a State level conference held in Gandhigram on 17th September 1994 to exert pressure on the Government of Tamil Nadu to hold elections to Local Bodies in Tamil Nadu. Academics, representatives from Non-Governmental Organizations, activists, Gandhians and representatives from the Government presented their perspectives about how the Panchayat system could be established and indicated the way forward. Rameshwar Thakur, State Minister for Rural Development, Government of India, has outlined the framework of Democratic Decentralization of powers in India through the 73rd Amendment to the Constitution of India. Padmanabhan, V., in his article, had indicated how it is deceptive to call it empowerment of people while officials retained powers in their hands. Palanithurai, G., in his six articles, has analyzed existing

socio-political and administrative scenario in Tamil Nadu in terms of devolution of powers. He has suggested an action plan for all concerned to develop a grassroots movement for devolution of powers to people. Palanithurai, K.V., full time Planning Commission member, has projected the planning scenario at different levels in the Local Bodies against the backdrop of the existing practices such as decentralized planning and district planning. Rangachari, A.V., Elango, R., and Ragupathy, V., have visualized the financial implications of the devolution package and rural development activities.

The book titled “Empowering People for Prosperity: A Study in New Panchayati Raj System” by Palanithurai, G. examines the realistic scope for establishing a governing system at grassroots to deliver services and goods with the active participation of the people. It examines the reasons for the establishment of the New Panchayati Raj System. It further analyzes the difficulties involved in the process of establishing the first government at the grassroots. This book suggests a variety of means to overcome the problems and hurdles in the process of decentralization of power. It analyzes the people’s perception of grassroots democracy. On the whole it envisages a new economic scenario in the rural areas if decentralization is perceived properly. In the orbit of governance, it maintains that the establishment of institutions at the grassroots for governance creates a new scenario in Indian federalism. The likely relationship among the three tiers of governance has been discussed.²⁸


Palanithurai.G in his article “Towards Decentralization of Powers,” underlines the imperatives and implications of democratic decentralization of powers in the world. He has brought out the promises available in devolution of power. E.S. Venkataramiah’s
article “Panchayati Raj Institutions in India” has given a total historical picture of the evolution of Panchayati Raj Institutions in India. K.V. Sundaram, in his article “The Local Planning Process: Evolution and Transition to a New System, “touches upon the important aspect of decentralization of power, namely planning from below. He indicates the imperative need of the hour to shift the exercise from top down planning to bottom up planning.29

Report of the Working Group on Decentralized Planning and Panchayati Raj” by State Planning Commission is the report of the working group constituted under the leadership of K.V.Sundaram in the State Planning Commission, Government of Tamil Nadu, for evolving guidelines and methodological nuances to prepare plans at different levels through the Panchayati Raj System in Tamil Nadu under the new dispensation. The report has twelve chapters, which deal with different aspects of the planning process. Keeping the history and the devolution of powers in Tamil Nadu in the backdrop, the working group evolved the framework to prepare plans in Gram Panchayats, Block Panchayats and District Panchayats. Further it has also developed the approach for planning at the micro level. Apart from the above there are three important major aspects included in the report, namely, the creation of the needed administrative structure, building the capacity of the leaders and the officials involved in the planning process and devices to mobilize the people for their participation in the planning process.30

Prasad, R.C., in his book titled “Democracy and Development” has studied the twin process of democratization and development in village Awa of Bihar. He concluded

that while the Village Panchayat has stimulated the process of political democratizations, 
it has not accelerated the pace of economic development in the villages.\footnote{Prasad, R.C., Democracy and Development: The Grass Roots Experience in India, Rachana Prakashan, New Delhi, 1971.}

Raj, H., and Sakendra Prasad Singh in the book titled “Panchayati Raj and the 
Citizens” have studied the Panchayati Raj System from community development 
programme to Balwantray Mehta Committee Report and its implementation. They 
concluded that the present system of election is not conducive to the growth of healthy 
popular participation at the local level. To strengthen participation they suggest that the 
head of the local educational institution and office bearers of different political parties 
should be associated with the Panchayati Raj bodies.\footnote{Raj Haridwar and Sakendra Prasad Singh Panchayati Raj and the Citizens: The Muth of Participatory Democracy, Indian Journal of Public Administration, Vol. XXI, No.3.}

Rao, V.V., and Hazarika, H., in their work titled “Democratic Decentralization” 
conclude in their article that the local bodies are not entirely democratic. There is not 
genuine decentralization of powers and functions to them. Therefore, the term democratic 

An article published by Anurekha Chari (2006) in a work titled “Guaranteed 
Employment and Gender Construction Women’s Mobilisation in Maharashtra” reveals 
that Mahatma Gandhi National Rural Employment Guarantee Scheme has guaranteed 
employment in Maharashtra and has mobilized women in large numbers to take up 
a work titled “The National Rural Employment Guarantee Act 2005” has provided the
guidelines of Mahatma Gandhi National Rural Employment Scheme in National Rural Employment Guarantee Act 2005.\textsuperscript{35}

Indira Hirway (2005) in an article “Enhancing Livelihood Security through National Employment Guarantee Act: Towards Effective Operationalisation of the Act” has pointed out that National Rural Employment Guarantee Act has enhanced livelihood security through National Employment Guarantee Scheme.\textsuperscript{36} Indira Hirway and P. Terhal (1994) in their book titled “Towards Employment Guarantee in India: Indian and International Experiences in Rural Public Works Programme” have analyzed in detail above employment guarantee in India through various wage employment programmes including Mahatma Gandhi National Rural Employment Guarantee Scheme.\textsuperscript{37}

Indira Hirway and Subhransu Goswami (2007) in their book titled “Subhransu, Valuation of Coastal Resources: The Case of Mangroves in Gujarat” have analysed the valuation of coastal resources with reference to mangroves in Gujarat.\textsuperscript{38} Indira Hirway, M.R. Saluja and Yadav Bhupesh (2008) in their book “Employment Guarantee Programme and Pro-Poor Economic Development: Construction of Village SAM for Nana Kotda” have examined the need for Employment Guarantee Programme for pro-


40 Papola, T.S., Employment Challenge and Strategies in India, ILO, Sub-regional Office for South Asia, New Delhi, 2008
Guarantee Act the Road Ahead” has made an attempt to focus on the quality of assets under NREGA works. They point out that the quality of the assets was poor. Farm bunding has been initiated without any proper technical planning because of which the quality of work was shoddy. In Tikamgarh, plants have already died because no arrangement was made for water. So, the poor quality of assets makes a hindrance in achieving sustainable development46.

Ministry of Rural Development (2005) in a work titled “The Mahatma Gandhi National Rural Employment Guarantee Act 2005” has provided operational guidelines to Mahatma Gandhi National Rural Employment Guarantee Act.47 Shaji Joseph (2006) in a work titled “Power of the People Political Mobilisation and Guaranteed Employment” in an article has pointed out that power to people could be made possible through the implementation of employment guarantee programmes.48

K. Sundaram and D. Suresh Tendulkar (2003) in an article “Poverty among Social and Economic Groups in India in 1990s” have pointed out wage employment programmes have reduce poverty among social and economic groups in India in 1990s.49

The above literatures reviewed under the headings rural development, people participation, Panchayati Raj Institutions and Mahatma Gandhi National Rural Employment Guarantee Scheme have not analyzed in detail about people participation in rural development and the impact of Mahatma Gandhi National Rural Employment

46 Ambasta, Shankar and Shah, “Two Years of NREGA the Road Ahead” Economic and Political Weekly, 2008, 43(18) 41-50.
Guarantee Scheme in Namakkal District. Therefore, the researcher thought it proper to take up the present research study.

**Objectives of the Study**

The present study focuses on “People’s Participation in Rural Development-A Study of MGNREGS in Namakkal District, Tamil Nadu” and the objectives of the study are:

1. To examine the origin and development of rural development programmes in Tamil Nadu.
2. To describe the organizational structure of rural development administration in Tamil Nadu.
3. To explain the awareness and participation of the people in government sponsored rural development programmes in study area.
4. To evaluate the implementation of rural development programmes in the study area.
5. To analyze the data and impact of MGNREGS in the study area.
6. To summarize and suggestion to improve the socio-economic development of the people in the study area.

**Scope of the Study**

The main focus of the study is to evaluate people’s participation in rural development and to analyze the impact of Mahatma Gandhi National Rural Employment Guarantee Scheme in Namakkal District. Therefore, the major thrust is to evaluate the people participation in rural development and to analyze the impact of Mahatma Gandhi National Rural Employment Guarantee Scheme in Namakkal District.
Limitations of the study

This study is mainly focussed on People’s Participation in Rural Development-A Study of MGNREGS in Namakkal District of Tamil Nadu only. This study will be covered the Panchayat Union Councils and Village Panchayat of Namakkal district. Viz., Vennandur is northern part of the district, Namagiripet is eastern part of the district, Pallipalayam is western part of the district and Paramathi is southern part of the Namakkal District.

Research Methodology

Since the study is mainly based on the data collected from the responses of the respondent representative of Panchayati Raj Institutions and respondent people of Namakkal District, social survey method has been made use of in this study. The data for this study have been collected both from primary and secondary sources. The primary sources of data have been collected from the interview schedule furnished to the respondent representatives of Panchayati Raj Institutions and people respondent of Namakkal District and discussions held with the respondents. The secondary sources of data have been collected from the Books, Articles, Reports, Acts and Monographs.

Hypotheses

The research study based on the following hypotheses:

1. The awareness and participation of the people has no significant on the rural development programmes.
2. The rural poor have inadequate wage and asset in comparison to urban poor.
3. The level of people has no significant in the participation of development programmes.
4. Rural poor have also less occupational opportunities as compare to urban poor.

5. Urban poor are more likely to be oriented towards modern values than the rural poor.

6. The urban poor are more benefited from poverty alleviation programmes that of the rural poor.

7. The government programmes has no significant role in the socio-economic development of study area.

**Sampling Design**

The primary purpose of the study is not testing of any hypothesis. Being an exploratory-cum-empirical study, its basic thrust is to gain familiarity and insight into the people participation in rural development and to evaluate the impact of Mahatma Gandhi National Rural Employment Guarantee Scheme in Namakkal District. There are 15 Blocks and 322 Village Panchayats in Namakkal District. The research study is confined to four Panchayati Union Councils in Namakkal District selected on the basis four segments. Viz., Vennandur Block from the Northern part, Namagiripet Block from the Eastern part, Pallipalayam Block from the Western part; and Paramathi from the Southern part. The researcher has selected a sample of 400 people respondents from 400 households including both job card holders and non-job card holders and 40 respondent representatives of Panchayati Raj Institutions totalling 440 respondents. Since the details relating to households and representatives of the Panchayati Raj Institutions are available on records, the researcher has made use of systematic sampling method to select the sample respondents.
Data Collection

Collection of data is an important and rich experience in the whole of this research process. It took part-time fieldwork for almost six months. Since the respondents selected for the study could be located in four Blocks of Namakkal District, traveling took quite a lot of time and effort. Once all the respondents are selected the researcher sought prior permission from the respondents through letters and telephones. This approach are found to be very useful and practical, as the respondents were well informed of the purpose of the study and well assured of its confidential nature. Personal interview with the help of the structured interview schedule was the main method used for the collection of primary data from the respondents. This approach in data collection helped the researcher in many ways. Initially, most of the respondents of Namakkal District were skeptic about this study. But person-to-person approach provided sufficient room for clarifying their doubts and explaining the purpose of the study. The researcher got an opportunity to stay with the respondents during data collection. It was a very helpful exposure where the researcher got an ample chance to observe and discussed about people participation in rural development and the impact of Mahatma Gandhi National Rural Employment Guarantee Scheme.

Pretest

Having prepared the interview schedule, pre testing was done in order to ensure against difficulties of comprehension and ambiguities of questions. Responses were coded and a preliminary analysis was done to see whether the interview schedule yielded required data. The necessary changes were made in the interview schedule accordingly.
Data Processing and Analysis

Descriptive, analytical and empirical methods have been made use of in the analysis of data. The data have been processed manually and have been reported mostly in the form of percentage.

Plan of the Study

The research study has been reported in seven chapters. Introduction forms the First Chapter. In this chapter an attempt has been made to explain the details relating to the statement of the problem, review of literature, objectives of the study, methodology of the study and plan of the study.

In the Second Chapter an attempt has been made to elucidate the details relating to the concept of rural development and to trace the origin and development of rural development programmes in India with reference to Tamil Nadu.

The development programmes in rural areas are implemented through the Department of Rural Development and Panchayati Raj Institutions. The organizational structure of the Department of Rural Development and Panchayati Raj Institutions at State, District, Block and Village levels in Tamil Nadu with reference to Namakkal District are elucidated in the Third Chapter.

According to 73rd Constitutional Amendment Act Government sponsored programmes implemented for the development of people in rural areas are expected to be implemented through the Panchayati Raj Institutions. Therefore, people participate in the implementation of the Government sponsored programmes through their representatives. Therefore, in the Fourth Chapter an attempt has been made to analyze the personal particulars of the respondent representatives of the Panchayati Raj Institutions and to
evaluate the awareness and participation of Government sponsored programmes from the point of view of respondent people’s representatives of Panchayati Raj Institutions in Namakkal District.

In the Fifth Chapter an attempt has been made to analyze the personal particulars of the people respondents and to evaluate the implementation of the rural development programmes in the study areas from the point of view of people respondents.

In the Sixth Chapter an attempt has been made to evaluate the MGNREGS on the basis of various issues relating to registration, job cards and norms for application of works, transparency in selection and implementation of works, wage payment details and accounts and audit to identify the impact of Mahatma Gandhi National Rural Employment Guarantee Scheme.

The Seventh Chapter summarizes the main findings of the study and provides conclusion of the study.