Chapter-8

SUMMARY, CONCLUSION AND SUGGESTIONS
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Social development has now come to be regarded as the ultimate development. The five decades of planning has, no doubt helped the country to emerge as a leader in many areas. However, the inability of the growth to percolate down to the grass root levels evenly has started questioning the very basis of planning. The prevalence of high levels of unemployment, poverty, illiteracy rural to urban migration etc. are some of the most critical socio-economic issues that threaten to destroy the overall level of prosperity so far achieved, unless some quick remedial actions are not taken up to arrest it. Social and economic planning has now been regarded as an important tool to counter these anomalies. The initiation of a host of developmental programme stands testimony to the fact that the government is quite serious about the menace. The main objective of this thesis is to study the nature and concept of various rural schemes hosted by govt. and to analyse their impact on the rural development. How far has these schemes been succeeded in achieving their set goals, and where they have faced a major fall is the main concern of this research. Finally, it is very vital to summarise the whole thesis.
This thesis comprises eight chapters. A brief summary is given below:

The research thesis comprises eight chapters.

The first chapter of the thesis can be divided into three parts: the first part deals with the concept of rural development and its urgency in India. The second part deals with the bureaucratic and participatory approached to rural development and in the final part it deals with constitutional framework of the rural development.

In the broad sense of rural development, the term that holds the key to all economic progresses, industrial or agrarian, urban or rural. Mahatma Gandhi said “India lives in its villages” hence Rural development which is concerned with economic growth and social justice, improvement in the living standard of the rural people by providing adequate and quality social services and minimum basic needs becomes essential.

This study maintains that the approach to rural development should be participatory. Involvement of local people in schemes of rural development is expected to result on better planning and decision making because the local people have a better awareness of their need. Maximum impact with minimum cost should be the aim.

In this chapter a brief survey of the constitutional framework of the rural development is also made according to that Rural development is
the direct responsibility of the state in India, the Central Government's role being indirect except in Union Territories.

Administrative machinery designed for rural development may be studied on various levels.

(1) Administrative Machinery of The Centre.

(2) State Level Administration Machinery.

(3) District Level Administration.

(4) Block Level Administration.

(5) Village Level Administration.

A full fledged ‘Ministry of Rural Development is there at centre to take care of rural development programme. The centre’s financial support for the various schemes have greatly helped the states in going ahead with them, rural development embraces numerous function such as agriculture, cooperation, animal husbandry, public health and education and as all these functions are performed by different departments, the rural development administration engages the attention of several departments of the state government.

The district administration at the district as well as sub district level actually determine the success or failure of rural development programmes. At the level of the block, block development officers regulate the rural development programme. The concept of block level
administration is one of the organizational innovation of rural development planner in India. At the level of village there is village level worker commonly known as V.L.W or gram savaks or village development officer. He is the tail end of rural development administration.

Chapter Two deals with the profile of Uttar Pradesh- The fullest development of human personality is largely determined by the inter related system that surround life. The Uttar Pradesh can be divided into three distinct hydrographical regions. The Himalayan region in the North, The Gangetic plain in the centre, The Vindya hill an plateau in the south.

The total area of the state is 2,40928 sq. km. The whole state consisting of 75 districts, 312 tehsils, 689 statutory towns, 821 blocks and 1,07 lacks villages divided into three geographical regions.

The population of the Uttar Pradesh is 199,581,477 as per the 2011 census. There is average density of 828 persons per sq. km. out of the total population Hindu constitute 82 per cent and Muslim constitute 17 percentage. The literacy rate of the state according to the 2011 census is 69.70 percentages. While the literacy rate per male is 79.20 percentage while it is 59.30 percentage for the females. While it is still below the national average of 74.04 percentage.

In Uttar Pradesh the sex ratio depicts an increasing trend. This ratio
was 898 per 1000 during 2001 census which increased to 908 in the census of 2011.

The Brahmins, Kshatriyas and Vaisyas the three upper caste people of the state who have dominated the political and economic scene over the centuries are in a minority. In the mid-gangetic valley it was found that no single caste occurred in all the villages of the Uttar Pradesh. Chamars, Ahirs, Brahmins, Nai, Lohars, Telis, Dhobi, Kurmis, Kumhars, and Baniyas were found in villages.

The status of the rural roads and communication system is good in the state most of the villages are connected by the road, over the eighty per cent of village is electrified and every village is connected by the communication system.

**Chapter 3** deals with the review of literature and methodology of the different approaches of the rural development. Rural development as a concept is not a new one. It had received the attention of people like Gandhi, Tagore and many others much before independence. Tagore’s Shantiniketan was perhaps the first systematic attempt in this direction. The idea of rural development is the result of our experiences gained through various programmes designed for development.

The two approaches have been adopted to achieve the objective of the rural development.
(i) The segment approach, which aimed at improving the totality by attacking each segment of the totality as it was an independent variable.

(ii) The integrated approach which is concerned with the total development of the village by providing all the necessary inputs.

The thrust of various approaches to rural development follow a certain pattern and could be classified into:

(a) Multiple approaches
(b) Target sector approach
(c) Area development approach
(d) Multi level District Planning approach
(e) Spatial Planning approach
(f) Integrated development approach

**Chapter four** deals with the rural development schemes in Uttar Pradesh. The prime goal of rural development is to improve the quality of life of the rural people by eliminating poverty through the instrument of self employment and wage employment programmes by providing community infrastructure facilities such as drinking water, electricity, road connectivity, health facilities, rural housing etc. To achieve above objectives of the village development, there are so many village development schemes run by the State Government as well as central
government. The main schemes under the study are, Swarn Jayati Gram Swarojgar Yojna (SGSY), Sampoorna Gramin Rojgar Yojna (SGRY), Indira Awas Yojana Pradhanmantri Gram Sadak Yojna (PMGSY), Gramin Pay Jal Yojna, Regional development fund (M.L.A. Fund), Ambedkar Vишеш Rojgar Yojana (AVRY), community development Programme, National Biogas programme, Rashtriya Sam Vikas Yojna (RSVY), Mahamaya Awas Yojna, Mahamaya Sarvjan Awas Yojna (MASY), Mahatama Gandhi National Rural Employment Guarantee Act (MGNREGA), Rashtriya Swasthya Bima Yojna.

The above mentioned programmes are successfully run by the state government with the help of the centre government.

**Chapter Five** deals with the financial status of the village development schemes. The village development schemes are implemented and operated by the State Government. The financial status of the each village development scheme is different. Some programmes are financed by the central and some are financed by the state. Most of the programmes are financed by the central and state both. The share of the central is more than the state govt. in most of the programmes.

The total centrally financed schemes are Pradhanantri Gram Sadak Yojna (PMGSY) and National Bio gas Programme. The totally state financed schemes are Mahamaya Awas Yojna, Mahamaya Sarvjan Awas
Yojna, Vidhan Mandal Kshetriya Vikas Nidhi, Community Halls in SC/ST dominant village.

The rest of the village development schemes are mutually financed by the central and state govt.

Chapter-Six deals with progress of the village development schemes. Despite more than fifty years of planned efforts to abolish poverty, India is still suffering from high incidence of poverty. A sizable chunk of India’s poverty comes from Uttar Pradesh (U.P.). As per the Government of India (GOI) estimates U.P. is home to sixty million poor and 20 per cent of total population of India. The role of the VDS is significant in the poverty alleviation. Poverty gap and squared poverty gap declined more in rural U.P. than in all India.

The social structure of U.P. is changed drastically during the last ten years. The VDS played the very important role as under the scheme of MGNREGA 68.67 lakhs families get employment in the year of 2010-11 and 5340.56 lakh Mandays employment is created in the year of 2010-11. The people get the employment as well as the houses from the village development schemes. Their social and economic condition is changed by the village development schemes. As in IAY, it is estimated that the 4.00 lakh houses will be built in the year of 2011-12. In the scheme of Mahamaya Awas Yojna 350 crore rupees were sanctioned and 77000
houses were built in the year of 2010-11.

The roads were constructed with the help of village development schemes pradhanmantri gram sadak yojna and M.L.A. fund schemes.

The agricultural wage and labour market is improved due to the village development schemes. The agricultural wage is determined at the scale of minimum wage provided in MGNREGA. The condition of the labour is improved due to the VDS. The Swarn Jayanti Gram Swarojgar Yojna provides an opportunity to a labour to come out from the status of labour. With the help of the programme any one can start their own work.

Village development schemes changed the socio economic condition of the villages in the positive direction. It helps a lot poor people to come out from the vicious circle of poverty. It create the parameter of the minimum agricultural wage and poor people get the correct minimum wage in the village.

The over all impact of the village development scheme is good for the rural development therefore we can’t ignore the role of village development schemes in the rural development.

Chapter-7 deals with the weaknesses of village development schemes (VDS). Indian Planners and policy makers have been emphasizing upon the need of rural development ever since the beginnings of planning process in the country. The village development
schemes are the instrument to achieve the goal. The main weakness of the village development schemes are following.

- Selection of wrong beneficiaries
- Unrealistic target based coverage norms
- No regular environmental building exercise
- Untrained status of the programme functionaries
- Prevalence of the mal practices
- Near absence of monitoring and support service
- Lack of coordination between various department

CONCLUSION

Villages are undergoing change at a pace too fast to allow rural people to have enough time to adjust. Traditional livelihoods are disappearing old bondages and relationships are breaking down leaving an institutional vacuum. Urban linkages are growing and becoming strong. Markets are spreading making the rural people vulnerable to shocks from outside. The positive changes like improvements in infrastructure and amenities and other development programmes are relatively weak as compared to negative externalities. The enterprising and educated people leave villages making it difficult to ground development activities. These changes very widely across villages as between, say, large villages and small and dominant caste villages and
those where most belong to disadvantaged groups. It is a formidable challenge to develop quantitative approaches to capture rural change so that the villages can be made development oriented, more responsive to development interventions and to acquire motivation and ability to take development initiative on their own.

There are many slips between formulation of village development programme strategies and achieved goals. At the moment, the stages beyond achievement of targets of development schemes remain neglected. Monitoring is mostly back ward-looking in the sense that its focus remain on comparing the present with the initial benchmarks. It is important to have forward-looking monitoring which brings out the gap between the present and the goal. It will be a useful exercise to check whether we have the norms required to evaluate achievement of goals. We seem to miss the paradox which prevails in many of the development areas where the schemes routinely 'succeed' but the goal remains as distant as ever. This is true of such basic ingredients of development like access to safe drinking water. I am sure if we make progress in understanding rural change, quantitative approaches to help policy formulation, implementation and monitoring the scene could improve dramatically.

Globalization, liberalization and marketization of Indian economy
have led to the vulnerability and marginalization of the poor. They are deprived of the fruits of economic development due to poor governance, poor delivery of public services and goods, violation of entitlements and human rights etc. The growing inequality between the rich and poor, urban and rural areas, and owners and landless, affluent and destitute etc. is causing serious concern for policy makers. The paradigm shift in development and particularly village development programmes also demand for participatory, human centred, and decentralized approach of human development. However, it may be achieved only through committed, responsive, proactive, accountable bureaucracy along with the realization of targets, objectives and goals of development set by UNDP, and other international organization and national government. Moreover, state has to play a crucial role in achieving the social development. However, role of civil society organizations may be enhanced in social development and poverty alleviation, adopting alternative approach and empowerment of marginalized, poor and vulnerable people. These Civil Societies should be strengthened, as development partners of government agencies, donor agencies and other development agencies, ensuring monitoring and regulation of developmental activities. It may also be recommended that state should enhance the efficiency, effectiveness and productivity of the delivery
mechanism of services and goods. This can be ensured through effective functioning of local bureaucracy, community based organizations (NGOs, SHGs, Panchayats, etc.). Thus, such Community Based Organization (CBOs) may mobilize community for active participation in community base organizations development programmes and sensitization of development functionaries. To sum up in the words of Dr. Manmohan Singh. "I am convinced that the government, at every level, is today not adequately equipped and attuned to deal with this challenge and meet the aspiration of the people. To be able to do so, we require reform of government and of public institutions....... No objective in this development agenda can be met if we do not reform the instrument in our hand with which we have to work, namely the government and public institutions."

-Prime Minister, Manmohan Singh, June 24, 2004

SUGGESTIONS

It has been observed that the policies of the Government are responsive to the needs of the poor. The Role of Public Administration in the initial stages was limited to basic functions of the maintenance of law and order in the country. With the introduction of the development planning it was felt that the administration will have to under take more responsibilities in the area of development. Therefore, it was felt that the
administration should acquire some extra features such as flexibility innovativeness and people oriented stance to undertake the new responsibilities.

After six decades of independence, rural progress remains anemic, farmers are trapped in poverty the poor prefer urban slums to stagnant villages and the rural communities lack basic facilities like schools and health centres. Five year plans give ample indications that rural development will demand for more resources and higher priorities than in the past.

However, more resources and higher priorities for rural development can become effective only if the current weakness in policies are identified and corrected. As it has already been described above the many slips between formulation of development strategies and achieved goals. Here are some suggestions to get better results.

(i) The analysis of the programmes shows that the performance of the programme was directly influenced by the level of involvement of both the beneficiaries as well as the functionaries. It is essential that only genuine beneficiaries be identified and selected in the programme. As proxy and non-serious beneficiaries limit the scope of the programme.

(ii) The process of selection should be transparent which could be
instituted by introducing the process of physical verification of
selected beneficiaries at the village level.

(iii) The no-beneficiaries be explained/informed the reason for their
non-selection.

(iv) Distribution of wage cards to the beneficiaries be made
mandatory which contains details of information about the
work, completed or likely to be completed, under the
programme.

(v) Element of transparency be introduced in the selection of
beneficiaries which is possible by selecting the candidates in
open house meetings.

(vi) The selection of beneficiaries be held either at the block on
Panchayat level by organizing a camp in which officials from
various departments are invited.

(vii) The physical verification of selected candidates be ensured by
district level officials. The participation of programme
functionaries to be enhanced by organizing regular training and
evaluating their work.

(viii) Panchayats be mobilized and involved in the programmes. The
programme functionaries who put up good work be publicity
felicitated and also be suitably rewarded.
(ix) Awareness programme be taken up before and in between the outset of the schemes, stress must be given for organizing campaign for promoting the scope of programme at regular intervals for which services of outside agencies could also be taken. The involvement of beneficiaries to the scheme could be improved if they are sensitized and made aware towards the benefits of the programme through mass awakening campaign and environment building exercises.

(x) The target based approach be replaced by region wise demand based approach. The poorest region, where incidence is highest, be identified and provided coverage on priority.

(xi) For encountering problems like incidence of bribery, or the other social obligations, a district level official be nominated to whom grievance be addressed by the people.

(xii) There should be regular evaluation on monitoring of village level officer's work. The participation of higher level functionaries be encouraged.

(xiii) A work plan be proposed, which takes into account, the availability of labourer in the region.

(xiv) Physical verification and evaluation of the work, completed or carried out at local level by higher programme functionaries.
(xv) The local labourers be given the priority under the programmes and hiring of outside labourers be either banned or minimised.

(xvi) There should be just one office which maintains details of selected beneficiaries and payment, as it would facilitate to curb the incidence of unjustified payments.

(xvii) For striking a better coordination between different departments, involvement of higher or district level functionaries from relevant department be made mandatory likewise their participation in monthly meeting organised at district, block or village level also be made compulsory.

(xviii) Constitutionally most of the social sectors are in state's domain (with a few exceptions of joint responsibility such as health and education) but social sector programme are now increasingly being directly funded by the central government. The rationale and agenda for the central government involvement is to address issues of national priority, reduces inequality across states and provide special focus to poverty alleviation and human development issues or equity concerns (such as gender inequality or SC/ST development). The majority of these schemes are focused on rural areas. The schemes are also an focal point for improving public expenditure management
because they operate in the challenging but inevitable institutional setting of inter governmental collaboration. They are complex by design. The schemes are typically funded in part or completely by the central government while states undertake the execution and implementation of the programmes in keeping with some prescribed norms. Initially most of these schemes were financial by the Central Government but this has evolved over time into a shared burden with states contributing anywhere from 10 to 90 percent of the Scheme funding with 25 percent as the typical norm. In many cases central governments have chosen to bypass state government by dropping funds into parallel bodies such as state and district level societies creating a new arm in the implementation process, which results in fragmentation of local authority and confusion of roles at responsibilities. The varying implementing bodies with their own financial and operational standards seriously complicate the execution of many centrally sponsored schemes. Reporting structures have suffered greatly from these institutional gaps. Scheme process involve fund sanction fund transfer, reporting, implementing entities communication, monitoring, evaluation and scheme design. Each is critical to successful execution of
the scheme. It is clear that there exists room for improvement in
the current institutional arrangement for improvement in
process.

(xix) The constitution of India guarantees the right to information as
a fundamental right under Article 19(a) and as act namely right
to Information Act had been passed in 2005 to this effect which
would serve as a platform for the general public and interested
person to get to know the information and details on any
government issue, happening and status of position at a given
point of time, rural development could open greater space for
the general public, development personnel, NGOs as well to get
to know the details regarding the various rural development
schemes and programmes, their implementation, beneficiaries,
outlay, period, status and like.

It can be used as a checking mechanism about the already
implemented scheme what is actually given in the statistics by the
government may not many a times match with the ground realities. The
instrument of right to information can be used to get hold of the official
records and then to find out the gaps or discrepancies in the truth.

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