CHAPTER-VI

Concluding Chapter (Summary, findings and suggestions.)

SUMMARY:

INTRODUCTION

Rural areas constitute a large part, not only in India but also the world. Almost three fourth of the total population of the world are living in these areas. Especially in developing countries like India, major parts of the total population are lived in rural areas. Such a situation, rural development is an important development effort for any nation.

Different policy makers and academicians generally viewed rural development mainly from the economic point of view. But development not only calls for economic growth but also the equitable distribution of the gains made from economic growth. In other words, development implies growth with justice. It means an improvement in the quality of life through better health, education, housing and welfare.

In broader term, rural development may be defined as a process of developing and utilizing natural and human resources, technologies, infrastructural facilities, institutions and organizations, and govt. policies and programmes to encourage and speed up economic growth in rural areas, to provide jobs and to improve the quality of life towards self sustenance.

Rural development involves basically in the development of agricultural and allied activities, village and cottage industries, socio-economic structure, community services and civic amenities and above all human resources in rural
areas. In fact, the process of rural development represents the entire fields of changes. Rural development is a dynamic process to improve the socio-economic life of the rural people. (a) It involves in extending the benefits of development to the poorest among those who seek livelihood in the rural areas. (b) It extends to provide benefits of development to the weaker and poorer section of the society. (c) It also enhances both the capacity and capability of administration and socio-economic development agencies and agricultural marketing units working in the rural areas.

India is a south Asian developing country consisting of half million of villages. According to the 2001 census 85.5% of its total population lives in rural areas and 26.1% of people are living below the poverty line. So, rural development has become first and foremost necessity for a country like India and it has emerged with a new force and is almost at the top of agenda in her national policy since independence.

Being a developing country, India has mass poverty, low levels of income and concentration of income in a few hands, low levels of productivity and backward technology, high levels of unemployment, poor nutrition, health, housing, literacy and welfare status, low levels of industrialization and lower status of women. In this regard, "India has some major issues of development. These are :-

1. Low per capita income and low rate of economic growth,
2. High proportion of people below the poverty line,
3. Low level of productive efficiency due to inadequate nutrition and malnutrition,
4. Imbalances between population size, resources and capital,
5. Problem of unemployment,
6. Instability of output of agriculture and related sectors,
7. Imbalances between heavy industry and wage goods, and
8. Imbalances in distribution and growing inequalities etc.

So, the government of India introduced and implemented many plans and programmes to meet the issues and for the development of the country since independence. The primary objectives of rural development programmes are
1. To improve the living standard by providing food, shelter, clothing, employment and education.
2. To increase productivity in rural areas and reduce poverty.
3. To involve people in planning and development through participation in decision making and through decentralization of administration.
4. To ensure distributive justice and equalization of opportunities in society.

The programmes implemented by the govt. of India can be discussed by dividing into three categories, i.e. growth oriented, area-specific and target group oriented and poverty alleviation programmes (A. Self-employment and B. wage employment programmes.). For effective implementation of plans and programmes the government of India has set up a sound administrative system at the centre, state, district and block level.

Though India has gained vast experiences in the implementation of RDPs, according to UNDP report it has been ranked 135th among a total of 174 countries. Despite of launching numerous schemes and programmes, and pumping crores of rupees into rural development, the overall picture of rural India continues to be
grim. Today, rural India is marked by high incidents of poverty and illiteracy, widespread diseases, considerable unemployment prevalent, malnutrition among children, women and masses at large, existence of measurable rural infrastructure like roads, electricity, primary health, drinking water etc. lack of irrigation facilities and many other socio-political problems. The failure of in improving the rural scenario is attributed less to the formulation of appropriate policies, and more to their implementation. Its problem lies in ignorance on the part of people about the details of the programmes and prevalence of wide spread corruption during the time of execution.

DELIMITATION OF THE STUDY

It is not possible to study the implementation of all the rural development programmes in the district for the effective management of the study. So, two important programmes are selected for this study. These are Indira Awaas Yojana and National Rural Employment Guarantee Scheme. These two programmes have been selected on the basis of their gravity in the area falling within the district. The main aim of the IAY scheme is to provide dwelling units and NREG scheme for providing wage employment to the rural poor.

Due to lack of time and money, the researcher has selected only one district namely Dhemaji, to study the implementation of rural development programmes. Data of the different programmes were collected from the three selected blocks of the district out of five blocks of the district. So the findings of the study were based on three community development blocks i.e Dhemaji, Sissiborgaon, and Bordoloni.
The Dhemaji district administration implemented different RDPs since its inception. But the researcher has undertaken the study, implementation of rural development programmes during the financial year 2006-07 and the data’s were collected from the beneficiaries of different RDPs who were benefited during above mentioned financial year.

**NEED FOR THE STUDY:**

The development of India, to a large extent, depends upon the development of different communities in general, and her rural communities in particular. As such, some significant plans and programmes are required to plan and implement for bringing about desirable socio-economic changes of the rural masses. It is to be noted that the Govt. of India has introduced and implemented various rural development programmes since 1952.

Like the some other parts of the country, the majority of the population (93.21%) lives in rural areas in Dhemaji District. The people of the district are facing some severe problems like flood, unemployment, illiteracy, poverty and communication. In order to alleviate these problems and to uplift the socio-economic status of the rural people, the administration of the Dhemaji District has also implemented several rural development programmes. Although, such rural development programmes have been implemented, the socio-economic condition of the majority of rural population of the District is not up-to-the mark and remains standstill as it were in Independence. It has been observed that some people of the district are so poor that they are not in a position to fulfill their basic needs like food, shelter and cloths.
However, it has been alleged that there are some anomalies in the selection procedure of beneficiary, corruption, favoritism, unnecessary political interference and absence of proper supervision as regards the implementation of rural development programmes. However, after reviewing the studies conducted by earlier researchers in detail, the investigator found that, so far, no study has been conducted scientifically to ascertain the effectiveness of the rural development programmes implemented in Dhemaji District of Assam. Thus, an empirical in-depth study was felt need to investigate critically the implementation of rural development programmes in Dhemaji District.

**RESTATEMENT OF THE PROBLEM**

In the context and need mentioned above, the present study was formally stated as, “Implementation of Rural Development Programmes in Dhemaji District of Assam: A Critical Analysis”, with a view to achieve the following objectives.

**1.7 OBJECTIVE OF THE STUDY**

The main objectives of the study are

1. To study the various facilities provided by the different rural development programmes to uplift the rural people living below the poverty line.

2. To find out whether the persons of the target groups of the different programmes are benefited or not.

3. To study the role of different agencies responsible for the implementation of the programmes.

4. To find out the actual numbers of beneficiaries who are benefited from these programmes and the bases of selection of the beneficiaries.
To find out the problems of implementation of the rural development programmes.

**Significance of the study:**

There are number of studies on Rural Development in India and many of them contain only a few chapters on implementation of Rural Development programmes. Specially in Assam, no systematic study has been done so far as implementation of rural development programmes in different districts. But, for the rural development, effective implementation of rural development programmes is needed. Therefore, this is a humble attempt to study in debt the implementation of rural development programmes for rural development. The study will definitely provide new insights to achieve the objectives of rural development.

**Study area and brief profile of the district:**

The study area to study the implementation of rural development programmes is Dhemaji district which is a socio-economically backward district consisting of two subdivisions-Dhemaji and Jonai. There are five community development blocks namely Dhemaji, Murkongselek, Sissiborgaon, Bordoloni and Machkhowa, 65 gaon panchayats, and 1315 villages out of which 1003 villages are revenue villages. Total area of land of the district is 3237 sq. kilometer. There are only three town committees and eight semi urban areas in the
district. Other parts of the district are covered by the villages. For all-round development of the district, the development of rural communities is inevitable. The district administration implemented many rural development programmes for the development of rural people. To study the implementation of rural development programmes implemented in the district, three community development blocks are selected namely Dhemaji, Sissiborgaon and Bordoloni.

Methodology used

To complete the study the researcher has applied descriptive method. Data’s were collected from the beneficiaries of different rural development programmes.

Population: Population means the beneficiaries of the IAY and NREGA scheme.

Sample: samples were taken from 50% development blocks, 50% gaon panchayats from selected blocks, 50% villages from selected GPs and 50% beneficiaries from the selected villages.

Statistical techniques: The simple statistical technique of frequency and percentage were used to analysed the data of the study.

Implementation of rural development programmes in Dhemaji district.

Though the district administration implemented numbers of programmes in the district, due to lack of time and money, it is not possible to study all the programmes implemented in the district. For which three important programmes are selected for study. The three programmes are IAY, NREGS, A\&. The IAY Scheme.

For Human survival, three basic things are necessary. These are food, cloth and shelter. Out of these basic needs shelter is very important because without shelter, the people have not economic security and status in the society. So, for a shelter less person a house brings about a profound social change in his existence
endowing him with an identity, thus integrating him with his immediate social milieu. Till 1972-73, the problem of rural housing did not receive any serious attention from the govt. In 1972-73, the estimated committee of Lok Sabha in its 37th report pointed that 83% of India's population live in villages and about 73% of the rural population reside in unsatisfactory Kuchcha structure, the problem of rural housing has not received the close attention of the govt. Following this, certain initiative were undertaken by the govt. of India including the launching of the house sites cum construction assistance scheme which began as central scheme in the 4th plan and was transferred to the state sector, with effect from 01-04 1974 on the recommendation of the national development council.

Indira Awaas Yojana was introduced by the central Govt. as an independent scheme with effect from 1st January/96. Before an independent Scheme it was March with National Rural employment Programme (NREP) which began in 1980, Rural Landless Employment guarantee programme (RLEGP) in 1985-86, Jowahar Rozojar Yojana (JRY) in 1989. The main aim of this programme is primarily to help construction of dwelling units by members of schedule caste/schedule tribes, freed bonded laborers and also non-SC/ST rural poor below the poverty line by providing them with grant-in-aid.

**Implementation of rural development programmes in the district.**

Like the other rural development programmes the district administration also implemented the National Rural Employment Guarantee Scheme (NREGS) to provide at least 100 days wage employment to the rural poor. The NREGS scheme is also selected for study because, like the other programmes, there is also some allegations like corruption, engagement of contractors, mis-utilisation of fund etc.
National Rural Employment Guarantee Scheme

The National Rural Employment Guarantee scheme was introduced by the central govt. in the year 2005. The scheme came into force initially in 200 districts of India and will be extended gradually to other areas notified by the central govt. It will cover the whole country within five years.

The scheme can be explained as a people's scheme in several senses. Firstly, the NREG scheme is prepared in consultation with several people's organizations.

Secondly, it is mainly related with working class people to fulfill their fundamental rights Right to life with dignity.

Thirdly, it empowers the ordinary people to play an active role in implementation of the scheme through gram sabha, social audits, particularly in planning and other means.

Finally, this scheme is of the people, by the people and for the people in comparison to other schemes.

This scheme will take an important step towards the realization of the right to work. It is also expected to enhance people's livelihoods on a sustained basis, by developing the economic and social infrastructure in rural areas. The choice of works seeks to address the causes of chronic poverty such as drought, deforestation and soil erosion. Effectively implemented, the employment guarantee under the scheme has the potential of transforming the geography of poverty. Main objective of the scheme is to enhance livelihood security in rural areas by providing at least 100 days of guaranteed wage employment in a financial year, for rural households whose age are above 18 years and volunteer to do unskilled manual work.
The objective of the scheme is generating productive assets, protecting the environment, empowering rural women, reducing rural urban migration and fostering social equity among others.

**People's participation in the Rural Development Programmes:**

People's participation has been widely used in the discourse of development for last few decades and it has become a worldwide phenomenon, without which it is impossible for administration to function effectively. For the success of any development programmes, people's participation is most important. Without people's participation success of rural development programmes cannot be ensured.

Participation means doing things together, exchanging ideas and experiences, consulting and considering all views, sharing in decision making, co-implementing, co-operation, sharing and learning, empowerment, democratic risk sharing, collective ideas and efforts, getting involved, sharing ideas, opinions and experiences, doing things together in work, analysis and decision making and consulting together all views in survey or interview and other activities.

**People's participation is needed for following grounds:**

1. For better planning and implementation of rural development programmes.
2. To mobilize the additional resources required for rural development programmes.
3. For empowering the people, particularly the poor to play an effective role in rural development.
To achieve the goals of implementation of rural development programmes, people’s participation is inevitable. In this regard Y.V Reddy correctly said that popular participation strengthening the planning process, ensuring targeted projects for the rural sector, rationalizing proposals by the agencies concerned, reducing unreasonable pressure of informal channels.

As a result of people’s participation, the people can get maximum facilities, rural people can able to know about their rights and responsibilities and it decrease the gap between general masses and the administration.

The main objective of people’s participation can be
1. Better planning and implementation of rural development programmes.
2. Mobilization of additional resources required for rural development programmes.
3. Empowering the people, particularly the poor to play an effective role in rural development.

Findings of the study

After through discussion of the different R D Ps implemented in Dhemaji district and people’s participation in the rural development activities, the following findings are achieved. The findings of the selected rural development programmes and the people’s participation in rural development activities are discussed separately.

Findings of the I A Y programme:
1. The numbers of male beneficiaries are more than the female beneficiaries.
2. Majority of the beneficiaries did not know in detail about the provisions of the scheme.

3. A good number of beneficiaries received the benefit by the help of other persons rather than panchayats.

4. A good number of houses under the IAY scheme constructed by the contractors and by others rather than panchayat. Engagement of contractors is there in implementation of the IAY scheme.

5. A good number of people have to pay a lump sum amount or anything to anyone of panchayats, political leaders, govt. officials, contractors etc. to include his/her name in the beneficiary list.

6. Still a good number of poor people are deprived from the benefit of the scheme.

7. A minimum percentage of people of the district outside the target group of the IAY scheme also received the benefit of the scheme.

8. The sanctioned amount for the construction of dwelling units is not sufficient. The dwelling units constructed under the IAY scheme is space constraint. The dwelling units are not at all sufficient even for a very small family.

9. All most all the beneficiaries of the IAY scheme not receive any accessories along with the dwelling units.

10. No NGO's are engaged during the time of implementation of the IAY scheme in the district.
12. No officials from the implementing agencies visited the houses during the time of construction of dwelling unit under the IAY scheme.

13. A good number of respondents comments that there is political interference in selection of the beneficiaries of the IAY scheme.

Besides these, during the time of field visit it has been observed that the IAY houses are constructed by the contractors without employing manpower from the beneficiaries. So the construction was completed with bad quality materials. Moreover, some houses have been kept without completion for a long period and some were left without completion for ever. In some cases, it has been seen that a minimum percentage of beneficiaries spent the rupees allotted for the construction of dwelling units under IAY scheme in other purposes rather than construction of houses.

**Findings of the National Rural Employment Guarantee scheme**

After thorough discussion of the NREGA scheme implemented in Dhemaji district, the following findings are achieved.

The number of male beneficiaries is more than the female beneficiaries. Like this, number of beneficiaries from the OBC categories are more than other categories viz. ST, SC and general.

Majority of beneficiaries have no detail knowledge about the provisions of the scheme.
A good number of beneficiaries received the benefit with the help of other persons rather than panchayats.

A good number of beneficiaries not received the wages as fixed by the implementing agency due to work in piece rate basis.

Engagement of contractors is there in implementation of the NREGA scheme for which a good number of beneficiaries received the wages from the contractors

Not a single beneficiary of the district was getting 100 days wage employment.

Most of the beneficiaries said that there was corruption during the time of implementation of the programme.

Majority of the respondents not participate in the audits and accounts of the NREGA programme.

Job cards of most of the beneficiaries not duly filled up by the concerned authority.

Majority of the total beneficiaries said that the officials of the implementing agencies did not supervise the programmes implemented the different areas.

A good number of beneficiaries received the benefits of the scheme after long times from the date of submission of application for wage employment.

Most of the beneficiaries not received the wages in pre-specified days.

Most of the beneficiaries said that the implementing agency did not provided the worksite facilities.
9. Majority of the beneficiaries are not known who prepared the plans and programmes of the NREGA scheme.

**FINDINGS OF THE SGSY**

After thorough discussion of the SGSY Data the following findings were achieved.

(i) Majority of the SHG's formed by the members of age group between 30-40 years.

(ii) Almost all the SHG's formed by 10-15 members.

(iii) The members of female SHG's were more than male SHG's.

(iv) Educational qualification of the SHG members not up to the expected level. Majority of the SHG's members passed HSLC exams only.

(v) The number of married persons was more than unmarried.

(vi) The number of SHG's members from Housewives was more than that of others.

(vii) The objectives of the large numbers of members of SHG were to create self employment.

(viii) Activities of large numbers of the SHG members were based on Agriculture. Besides this, the SHG has other activities also.

(ix) Most of the SHG's deprived from revolving fund.

(x) All the beneficiaries were aware about Bank Loan Repayment.

(xi) Majority of the beneficiaries were satisfied with the functions of their SHG.

(xii) Large numbers of beneficiaries opined that there were irregularities in the implementation of SGSY Programme.
Findings of the people’s participation in the rural development activities.

After thorough discussion of the people’s participation in the rural development activities, the following objectives are achieved.

1. Majority of the respondents felt that they have the responsibility in solving the problems. They also want to cooperate with the authorities of rural development.

2. The implementing agencies were not encouraged to take active part in rural development activities.

3. The implementing agencies were not organized any programme to increase the interest of the people to take active part in rural development activities.

4. Majority of the beneficiaries did not received the benefit properly.

5. The implementing agencies did not visited the areas where different rural development programmes were implemented.

6. The implementing agencies were not performing their duties properly.

7. All the people are not satisfied with the rural development activities.

8. The gaon sabha meetings were not organized in proper way.

9. Majority of the respondents did not participated in the audits and accounts and decision making process of the rural development programmes.

Most of the respondents agreed with that the people’s participation makes the R D Ps more successful.