

**BUREAUCRACY AND IMPLEMENTATION OF
THE SOCIAL WELFARE MEASURES
(A CASE STUDY OF NANDED DISTRICT)**

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DECLARATION

The dissertation entitled "Bureaucracy and Implementation of Social Welfare measures: A Case Study of UNDAED District," submitted by Shri Madhav D. Palladwar for the Degree of Master of Philosophy has not been previously submitted for any other Degree of this or any University. We recommend that this dissertation should be placed before the examiners for their consideration for the award of M.Phil Degree.

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PREFACE

Bureaucracy is a part of the executive of the State. It functions under the control and supervision of the legislative and is responsible for the implementation of the policies framed and the decisions taken by the legislative. Its efficiency and commitment to the policies of the Government is very important for putting them into practice. Ideals can become realities only when they are implemented.

The subordinate relationship with the legislature⁶ is a weakness of bureaucracy at least in "soft-States" like India. The constant interference into the day-to-day working through direct and indirect means and methods by the politicians will hamper and obstruct the initiative and zeal for independent and rational implementation of schemes aiming at genuine changes. Further, corruption in general life has also affected the bureaucracy. The socio-cultural preference for white-collared jobs with minimum manual work has made bureaucracy an elite section. Thus the bureaucracy tries to "maintain distance" or isolate itself from the general masses who in this country are still poor, illiterate and far from socio-economic sufficiency.

Social welfare measures in our country, at least in rhetoric, aim at great social changes. What is attempted in these measures is to set right the evils of social injustice and the dead weight of engrained customs and traditions of thousands of years. The enormity of the task of implementing them is compounded by the factors like paucity of funds, illiteracy, cultural, social and religious cleavages among the people. Given such background and the more important realities of our political economy what has been and what should be the role of bureaucracy in implementing these far-reaching social welfare measures is the theme of the present study.

The dissertation pins its attention on three social welfare measures viz. child welfare, Adult Education and Family Welfare. The area chosen is NANDED district of Maharashtra State.

The nature of bureaucracy, its inner weaknesses, its suitability for the task are the main points discussed in the introductory chapter. In the second Chapter a brief and relevant description of the area and the methodology adopted is discussed.

In the third, the analysis deals with implementation of the three social welfare measures mentioned above and tries to assess the role of bureaucracy in implementing them. The fourth, deals with the attitudes and opinions of officials and non-officials involved in the implementation of these social welfare measures, in NANDED district. Apart from the presentation of their personal opinions, collected during extensive field-work undertaken, the chapter also examines the dynamics of their relationship.

The fifth chapter is a statement of the findings and conclusions arrived at during the study. The findings and the suggestions which I have been given in the last chapter are based on the opinions expressed by officials and other respondents, and suggested through my observation and informal discussion.

Besides, reports and works of some authors, as mentioned in the bibliography given at the end of the dissertation, are of immense help to me.

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(MAHAJIV D. PALLADWAR)

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NEW DELHI
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INTRODUCTION

Independent India changed from laissez-fair state into a welfare state in 1951 when it adopted the First Five Year Plan and our leaders committed themselves to social welfare of the country by introducing various social welfare measures for the upliftment of a backward society.

The introduction of social welfare measures in India provides a framework for the success of democracy and realisation of a more egalitarian society. If the emphasis of our social welfare measures is on the welfare of society and achievement of the best possible results then many things in the present Indian situation like welfare of child and family, education, health etc. should attract our attention.

The Constitution of India has adopted the democratic way of life and socialism has been accepted as the fundamental social and economic ideal in contemporary India. It is through the implementation of social welfare policies and programmes alone, that these objectives can manifest themselves.

Whatever the form of the Government in the state, the ultimate objective of the Government should be to grant

to its people the maximum advantages that are available within the resources of the state. Therefore, every state in the world today aims at social welfare which includes all the advantages and facilities that a state can provide for its citizens.¹

Social welfare may take any form under the modern Government and extend to any limit but there are certain basic needs which have to be satisfied if the term 'social welfare' is to be applied to the actions of the Government.

Among those basic requirements will fall the need to look after child welfare, family welfare and Adult education. The report of the working group on social welfare for the Third Five Year Plan observes the term 'social welfare services' as follows:

The term 'social welfare services' is used to refer to that set of services which are intended to meet the special needs of person and groups who, by reason of a

1. Sequeira, V., "Concept of Social Welfare", The Indian Express, (New Delhi), 8th Sept. 1979.

social, economic, physical or mental handicap are unable to make use of or are traditionally denied the use of amenities normally provided by the community. In this sense 'social welfare services' are oriented to the need of the weaker or dependent sections, like children, in the community.²

It can be said that services like education and health are 'social services' and special services meant for weaker and vulnerable sections such as those for promoting welfare of backward class, labour, women and childrens and the like would be included in what are called welfare programmes.³

On the eve of Independence, India found herself in a serious situation with century old poverty and stagnation and extremely low standard of living with diseases and illiteracy rampant in rural areas. That is why Government has taken progressive steps in this field through the announcement of 'social welfare measures!

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2. Report of the Working group on social welfare for the Third Five Year Plan, Planning Commission, Government of India, (Delhi), 1960.
 3. Report of the Department of Social Welfare, Ministry of Education and Social Welfare, (Delhi), 1971.

Since it has been decided by the Government of Maharashtra to attempt perspective planning in regard to social welfare, certain welfare measures such as Adult education, Child Welfare, Family Welfare etc. have been taken in this direction. These measures have a powerful influence in transforming the administration into a 'welfare administration' and hence, to implement it properly and promptly Government machinery i.e. bureaucracy is being undertaken on a national basis.

There is a general feeling that the bureaucracy is one of the most rational means for the conversion of public will into reality. Bureaucracy can play a role of liberator in this difficult task by means of various media. Hence, bureaucracy is responsible element for the implementation and achievement of developmental objectives.

If we wish to understand the emergence of the bureaucracy as an increasingly important class in the modern world, we must first note that paradoxically, it has emerged at the two opposite poles of social development. On the one hand, the managerial bureaucracy has appeared as a natural product in the evolution of fully developed capitalist societies. On the other hand, it has emerged

as the 'forced answer' of backward countries to the problems of their own transition to industrialisation.⁴ In short, India committed to the path of development and development with social justice, naturally saw the rise of large bureaucratic apparatus.

The immediate attention of planned economic development is to contend with the phenomena of growing expectations. People look to the Government to carry out successfully and quickly the constitutional object of settlement of a welfare state built upon egalitarianism and mutual united efforts, in order that there be welfare it is necessary that welfare measures be properly and genuinely implemented.

But to carry out these functions effectively, bureaucracy and voluntary agencies also failed to play any positive role. Our past achievement in this regards brought it forward plainly that both at the district as well as domestic levels the organisational and the human goals have not been accomplished satisfactorily from the viewpoint of quality as well as quantity.

Inefficiency, maladministration and corruption in the process of implementation of social welfare measures

4. Castoriadis, cornelius, "From Bolshevism to the Bureaucracy", OUR GENERATION, Canada, (1977), Vol. 12, no. 2, p. 45.

are too well known to all people. This leads to an improper assessment of the problems and tardy measures to tackle them.

Under the pressure from the Government the authorities have at various times set up Committees of all sorts, none of which have produced any tangible results, for example "All India Congress Committee" in its meetings held in Delhi, in November 1969, complained, "the present bureaucracy under the orthodox and conservative leadership of the I.C.3. with its upper class prejudices can hardly be expected to meet the requirement of social and economic changes along socialistic lines. The creation of an administrative cadre committed to national objectives and responsible to our social needs is an urgent necessity."⁵

Certain programmes like family welfare, Adult education for which funds were sanctioned under the Fourth and Fifth Plans remain non-existent, and therefore implementation of the programmes remains suspended sometimes, stopped completely with the allotted materials and other resources disappeared over half of the target is not completed during Fifth Five Year Plan.

5P Panda, Basudev, Indian Bureaucracy: An Inside story, Uppal Publishing House, New Delhi, (1978), p. 1.

The many malpractices in the stores (the material useful for the implementation of programmes such as, educational instruments, official stationery etc. etc.) have been exposed 'time and again' but even today proper ledgers are not maintained. This improper negligent practice will definitely lead to the shortage of money at the time of programme implementation. This shortage of means is arising because of carelessness of the bureaucracy. This has made it enormously difficult to bureaucracy to function.

This is very deplorable and regrettable condition. Up till now numerous organizations and evaluation committees have often highlighted these issues and have taken the lead in exposing the bungling and corruption at various levels, but still the filthy atmosphere remains same. It clearly shows that Government machinery is not capable of carrying out the new functions which are essential for the welfare of society and the betterment of the people.

The bureaucratic model put forward by the Government as the most efficient and rational possible means of administration is neither efficient nor, in that sense, particularly rational when applied in the welfare context.

If we look towards present performance and achievement of bureaucracy, a chink of inefficiency seem to be characteristics of all bureaucracies.⁶

The bureaucrats' taught us how to implement the welfare schemes in rural areas in the files, papers and measurement books and to draw the amount by preparing bills. And in this way the bureaucracy learnt to adopt dishonest means.

The most striking feature of the bureaucracy which nobody can fail to acknowledge is the sad spectacle to of disunity, shortsightedness, and utter lack of capacity to subjugate personal interests to the national.⁷

Some of the officials still think that they are only policy makers who are not responsible for the failure of the programmes. The officers and staff concern seem to be deeply involved in rules and regulations, which no doubt have their own importance but aloofness to the modern techniques of development administration is definitely detrimental to the rapid socio-economic development.

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6. Kulkarni, V.M., Essays in Social Administration, H.P. Printers, Delhi, (1972), Pp. 6-7.
7. Pasricha, H.S., Our Stuporous Society, Quest, Bombay, no.33, Apr/June 1962, p.23.

Spengler notes that the under developed countries of the South-East Asia have placed too great reliance on public services for their economic development. Assuming that the entrepreneurial skill requisite to development cannot be properly integrated in a bureaucracy, which has dominant attitudes which repel entrepreneurial values, he lists many defects in the bureaucracy from the point of view of development among them.⁸

There is also no code of conduct among the Government servants in India, which should teach them purity of manner of living and develop in them morale character and devotion to their duties. Some corrupt 'Ministers and Politicians' also affected adversely the morale character of the Government servants through their unscrupulous and unprincipled methods and corrupt practices. They openly indulged in favouritism and nepotism and in return they accepted pecuniary gains. They filled their pockets with ill gotten money by both their hands.

The C.B.I. has investigated many cases of those officers who have been found to possess enormous wealth

8. Spengler, Joseph J., Public Bureaucracy: Resources, structure and economic development, Kykbos, XI, (Phase) 4, (1958), p.459.

beyond their known sources of income and prosecuted them in the Courts of law. Thousands of officers including the IAS officers were found to be corrupt by the investigating teams.

There is a criticism from the public and many eminent people regarding bureaucracy repudiating the view that the bureaucracy had been corrupted by the demands of the system of Government under which it worked, whether unwillingly or otherwise. Clearly civil servants had to operate within ministerial and political constraints.⁹

In almost all backward societies, it is clear that the old classes of bureaucracy are incapable to bring forth prosperity, well-being and happiness. The young native bourgeoisie class of bureaucracy has neither the strength nor the courage to revolutionise the old social structure from top to bottom; in the way that a genuine modernisation would call for. We might add that, the tradition oriented and narrow minded Government's machinery is quite weak to play the role assigned to it by welfare state.

9. Khan, A. Salim, "Some Models of Administration", Journal of Rural Development and Administration, Vol. XIII, no. 2, Feb. 1978, p. 135.

For the sad state of affairs in which the scientific and technical classes of bureaucracy fallen today, in the first place, for long suffered from 'the evils of favouritism', communalism, nepotism and corruption, and in the second they lack managerial capacities.¹⁰

Various Committees and Commissions besides plan reports, official documents and evaluation reports have highlighted the poor performance of bureaucracy and ineffective implementation of welfare measures. There is a wide gap between work and deed. The implementation lag in the field of welfare schemes is alarming.

The P.F.O. observed that, it still remains largely true of the block areas that enough use is not being made of resources and finances provided for the implementation of these welfare schemes. Implementing agency viz. bureaucracy proved improper and inadequate either in planning the programme or in creating the necessary atmosphere for implementing it.¹¹

10. Tyagi, A.R., The Civil Service in a Developing Society, Delhi, Sterling, 1969, p. 135.

11. P.F.O. (Planning Commission), "The Fourth Evaluation Report", Vol.I, (April 1957), p. 18.

As Tyagi pointed out in a critical manner, today the civil service which is allergic to empirical methodology and which is being constantly hard pressed to quickly fulfil plan targets and accelerate economic growth is likely to lose heart and in desperation surrender all its professional standards and values to the political leaders in power. Thus, being unable to acquire the entrepreneurial skills required to carry on the ever-growing activities of the welfare state, it may lose its own values in life and become a handy tool in the hands of those who happen to hold the Governmental authority in their hands for the time being.¹²

Some administrators, politicians and authors speak well of the role of bureaucracy but in reality it is absolutely wrong because in present condition one can see easily and obviously that, demerits are growing fast more than that of goodness and worth in administration, such as corruption, sloofness, arrogant behaviour, lack of rationality, evil conduct, capriciousness, untidy method of function etc. etc. Because eyewitness is before us in the form of unsuccessful plans, increasing bribery in administration, pessimism etc. as well as deficiency of realistic attitude in this field.

12. Tyagi, A.R. op. cit., Pp. 129-140.

Past experience has shown that the capacity of the 'Indian Administrative System' to tackle problems of this type and magnitude have not equipped it adequately in operating a wide range of new activities and responsibilities. The traditional organization of bureaucracy is incapable of handling these complex and vast activities, functions and programmes. The overall performance of bureaucracy in this field and achievement of these measures is not so impressive.

The faults most frequently enumerated are deep steady affection to precedent, remoteness from the rest of the community, inaccessibility and faulty handling of the general public, lack of initiative and imagination, ineffective organization and waste of manpower, delay or procrastination and unwillingness to take responsibility or give decisions.¹³

Over the years, in spite of repeated plans and different approaches, our situation has not changed much. The rich have got richer and the poor poorer. Even the number and percentage of poor has got worse. Our failures

13. Nayar, P.K.B., Leadership, Bureaucracy and Planning in India, Associated Publishing House, New Delhi, (1969), p. 4.

can be blamed on many things but the poor performance and achievement of bureaucracy is of a major source of complaint.

Writers on bureaucracy have expressed doubts about its capability to undertake any programme to change the status quo. According to Laski, "The characteristics of such a regime (bureaucracy) are a passion for routine in administration, the sacrifice of flexibility to rule, delay in making decisions and a refusal to embark upon experiment."¹⁴

Some of the writers speak well of the task and value of bureaucracy and in our times also they are saying similar things but as a matter of fact the true state of affairs is mostly different, unlike these few considering the existing Indian circumstances and present role of bureaucracy; we may say that - bureaucracy means a highly centralised system of administration with stable authority, unconcerned with political and social changes and very often showing callous behaviour towards the people and ultimately rural people's cooperation to carry out these

14. Laski, Harold, J., "Bureaucracy", Encyclopedia of Social Sciences, III, New York, 1935, p. 70.

schemes is lacking. It clearly indicate that, in present situation the bureaucracy has lost its capacity and cubic content, due to its own faults and hence receiving the bad remark from all sides.

The life style of bureaucrats is becoming luxurious and lazy today and this often acts as a model for many civil servants who are working at local levels. This is because the high percentage of bureaucrats is from the middle and higher class of society. Not only the living standard but also their way of action is different and inactive, which will guard the interests of only a specific class of society. In this context Simon says, "The question of class composition of bureaucracy and its comparison with social stratification, assumes that the bureaucrats carry their 'class-specific attitudes' and values into their role performance and administrative decision-making."¹⁵

Most of the people who are working as Government servants are recruited from the middle class of society and they belong to so called upper castes, generally regarded as 'elitist' class of the whole community.

15. Simon, H.A., Political Research: The Decision making framework, in Easton's, (ed.), Varieties of Political Theory, Prentice-Hall, 1966, p. 18.

In this regard V. Subramanian pointed out that, the middle class occupational groups dominate the higher civil service to the extent of 80-85% in this country. In India where this middle class constitutes less than ten per cent of the total work force, its overall degree of over-representation is over nine and is absurdly high for some groups, such as, the higher civil servants. As this high degree of middle class over-representation flows from its very small size and the fact that a large majority of the candidates are drawn from it, it may be suggested that the natural growth of the middle class in the wake of economic development is bound to correct its over-representation. Those who regard this method as too slow, and seek alternatives, must still take note of the fact that the majority of civil service is middle class.¹⁶

At present the civil servants are continually in contact with ministers who have broadly the same ideas and point of views and are not required to adapt to different political perspectives. Keeping in view today's poor performance of bureaucracy we are unable to guess whether it could support and faithfully carry out the Government's welfare policy, aimed at radicalisation of socio-economic structure of the country. And unfortunately, 'nobody thought how to get rid of the malady', to correct the mistakes, to set right the system, to cure the

16. Subramaniam, V., Social Background of India's Administrators, Publication Division, Ministry of Inf. & Broadcasting, Govt. of India, New Delhi, 1971, Pp.127-128.

diseased society and to repair the disordered machinery.¹⁷

C.E.B. Brett has argued, that at certain levels including the higher level, the civil service has been seriously perverted not by the party in power but by the hard fact of one party Government, and its impartiality is to say the least suspect. Many civil servants came in the end to pay little regard to the views of any but the party in power. Hence the civil servant has not been able to perform its proper functions as an element in the structure of Government and the society.¹⁸

More recent analysis have examined the tensions typically arising in the relations between experts and top administrative officials, in public bureaucracies and generally, the inherent difficulty of distinguishing between decisions and administrative implementation where executives must rely on professionals.

This is the situation today in our country as well as of many backward countries, where they have been recently

17. Panda, Basudev, op. cit., p. 11.

18. Birrell, Derek, The Northern Ireland Civil Service: From Devolution to District Rule, Public Administration, Vo. 56, Autumn, 1978 (London), p. 308.

constituted as status or whether they have existed as states for some time. If this stagnation remain same then the welfare of community is out of imagination.

In all the Five Year Plans heavy reliance has been put on the bureaucracy to achieve developmental target but unfortunately despite more than thirty years of planning, there is still more talk about planning than there is actual planning. Its executive was well throughout and planned, but still it has been rather - unfortunate that the programme has not made the worthwhile - progress in improvement of the lot of the rural people of India and hence it has been subject of unfavourable remarks from all directions; because administrative set-up of management which is responsible to carry out this task is fully dependent upon bureaucracy.

As the Task Force of the Planning Commission (1973) had rightly stated, "in no sphere of public activity in our country since Independence has the hiatus between precept and practice, between policy pronouncement and its actual execution, been as great as in the domain of social welfare measures."¹⁹

19. Satyanarayana, P., "Implementation Gap in Land Reforms", The Radical Humanist, (New Delhi), Vol. 44, no. 6, Sept. 1979, p. 15.

Indeed, bureaucracy is an effective instrument of implementing policies but the picture is completely changed today. An instrument is actually in the hands of rich people as well as local leaders to protect their own interests. Everyday, all over the country the people of India are launching innumerable struggles to achieve their genuine and basic demands, but the bourgeoisie and landlords are continuously attacking them through their repressive state machinery i.e. bureaucracy, police etc.

While writing about bureaucracy, Dube observes, -
"Subconsciously the bureaucrat still perhaps believes in the efficacy of the traditional approach to administration. New approaches are discussed and half-heartedly accepted but only in rare cases do they receive a fair trial. Social welfare or community development approaches, for instance, have encountered considerable obstructions from the bureaucracy. Indeed, many members of the administration would be glad to revert to type, and would willingly reverse the process that has gained partial acceptance for these approaches, after years of experimentation and persuasion."²⁰

20. Dube, S.C., "Bureaucracy and Nation Building in Transitional Societies", International Social Science Journal, Vol. XVI, No. 2, 1964, p. 229.

The experiments carried out in several clusters of villages in the districts of Maharashtra showed that there is an immense possibility of improving the efficiency of the administrative machinery if the pattern of work could be changed. Because the traditional system of working bureaucracy failed to produce fruitful results in spite of a change in the political atmosphere.

In the developing countries like India the masses placed their faith in bureaucracy, hoping that the civil servants would demolish the antiquated bureaucratic structure as well as routine method of functioning, called - "officialdom", - the time consuming process and ensure for them both political liberty and economic prosperity. The question to be asked is, can bureaucracy expedite reforms in its uncharitable attitude towards illiterate and rural masses and unchaste working system and by the foundations of a democratic structure?

With the introduction of Panchayati Raj, a new era in rural development has started in the country. Ultimately the decentralisation of powers and functions in the sphere of development took place. It means the powers are being transferred from the bureaucratic administration to the

elected representatives of the people. Hence, now the Government's officials have to work along with them.²¹

Before the attainment of Independence the main objectives and functions of bureaucracy were limited but after that the nation set itself the goal of socialist pattern of society and resolved to achieve it through democratic means. Thus the environment and ethos, values and postulates of free India underwent a radical and revolutionary change and indicated the need for a differently oriented, dynamic, imaginative and positively attuned administrative machinery. The present administrative set-up which has the great emphasis on negative activities cannot be regarded or suited for a newly independent democratic country like India. It implies that bureaucracy needed to act as a change agent in a bureaucratic context, i.e. more positive and qualitatively different bureaucratic intervention.

In India, we have embarked upon the implementation of a policy of fundamental social changes and economic growth. In such a context we need a bureaucrat that is

21. Gaikwad, V.R., Panchayati Raj and Bureaucracy: A study of Relationship Patterns, National Institute of Community Development, Hyderabad, 1969, p. 2.

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not merely careful about the preservation of its own rights and the safeguarding of its own privileges, but is solicitous about the interest of the people and is thoroughly dedicated to the new task of social and economic reconstruction.²²

The magnitude of responsibility of civil servants in coping with the ever increasing welfare activities hardly needs to be elaborated. It seems that civil servants have not fully appreciated the realities of the situation and appear to be strangers to the new complexities of the emerging socio-economic system, the running of which has now become their cardinal responsibility. In view of the highly hierarchical, social and economic structures of our society, measures of social welfare are likely to be spoiled unless backed by the drastic reorganisation of the bureaucracy.

Our commitment to the democratic way of life and to the welfare state has compelled the central and state Government to adopt measures aimed at promoting the well being of all people, regardless of caste, creed or

22. Varma, V.P., Philosophy of Public Administration, Minerva Association, Calcutta (1972), p.18.

community. The methodology of the bureaucracy it self is counter functional so far, as immediate implementation of programmes is concerned.

Bureaucracy is, by and large yet to develop sufficient strength and skillfulness and yet to take a definite and precise stand on issues of basic importance. These sort of shortcomings might have prevented any serious attempt to organise the village poor on a sound basis. Thus it is essential to bear in mind this background to assess and appreciate the present endeavour to carry out social welfare measures.

Today, the problem is how its performance and achievement can be improved and it can be made to play its role more effectively in a developing society, dedicated to democratic goals.

In this context it would be pertinent to state that in the very First Five Year Plan the planners emphasized that the task of social welfare and social advance could not be accomplished without bringing about a change in the implementation machinery and change in the attitudes of the administration.²³

23. Ghafoor, S.A., "Administrative Reforms and Economic Planning", Journal of Rural Development and Administration, (Peshawar) Vol.VIII, no.2, Feb. 1978, p. 70.

It seems that there is not enough planning at the district level. The result of Indian planning has shown that there is generally an absence of suitable system and methods to translate these programmes into concrete operational activities, and to plan their achievement so that the objectives are reached with the utmost economy of time and resources.

In India, the nationalist leaders realized very soon that plan and policies beautifully prepared and contemplated become meaningless vision unless effectively carried out and properly implemented. It is now unanimously recognized that administration is a neglected factor in economic and social development and the machinery for implementing welfare measures is tremendously inadequate.

As La Palombara very succinctly put, though at the centre of the administration may spin out beautifully and extremely insightful national plans but these will appear as not very meaningful or even bizarre to the population, if field workers do not have the talent for transforming what exist on paper to meet the requirements of human situation.²⁴

24. Palombara, Joseph, La., (ed.), Bureaucracy and Political Development, Princeton University Press, (1963), Chapter I.

In India bureaucracy has been traditionally looked upon as an instrument of coercion or force compelling the citizens to perform certain duties especially for paying state dues and taxes, for maintaining proper social discipline and law and order. The propensities and attitudes of the officials have been more of political dominance than of promotion of social change or even of social welfare except in a narrow sense. Here officials are expected to be politically neutral so that political interference may be eliminated from the field of social welfare. But as a result of these facts the bureaucracy has often been found to be a very poor vehicle for initiating and communicating developmental objectives and for persuading the masses.

In relation to these programmes of social welfare non-Governmental organisations shoulder greater responsibilities than the public sector ones. But in both these sectors voluntary agencies and public have to share their obligations in the form of coordination and participation for improving their administration. It means, if the administrative machinery both at the centre and in the state levels does its work with efficiency, integrity and with sense of urgency and concern for the

people, the success of the welfare schemes would be fully achieved and assured.

One of the important areas which requires urgent attention is the respective field of operation and responsibility between the political masters and public servants. In parliamentary democracy the minister as the elected representative of the people has the responsibility to fulfill the promises he has made to the people. Accordingly, he has to lay down the policies, make appropriate legislative enactments and issue major directives. The responsibility to implement the policy and the major directive rests with the Government servants.

The civil servants should consider social welfare activities as a team-project rather than an individual effort. This will help in maintaining team-work among officials. As formulation of the plans is an energetic and forceful method it calls for united efforts for promoting some objects. As McLaughlin described, "Implementation is a dynamic organizational process which is shaped by interactions between project goals and the institutional settings."²⁵

25. McLaughlin, M.W., Evaluation Innovations: The case for a new Paradigm, Journal of Career Education, Vol. 2, no. 3, Winter 1976, p. 78.

Since the democratic experiment in our country is extremely new and the politicians who came to power are increasingly from a mass base, they are handicapped in several ways. Often they are new to the ways of the working of the Government machinery. Their knowledge and experience in their field of responsibility may be not enough or inadequate, hence in a day-to-day administration numerous problems are developed. Therefore, the politicians tend to rely on the advice and cooperation of the bureaucracy. Therefore, civil servant on his part must change his inherent quality of attitude, and behave in a responsible manner and play his part in the functioning of a democratic system of Government.

The local level bureaucracy should adopt a simple way of living by mixing and going the rural people, because one who mixes can get the help and coordination of people. Secondly, the bureaucracy can play an advisory role to steer group action into formalised organisations. Thirdly, the Government machinery designed to link the block level administrative headquarters to the grass root level must also be responsible for facilitating active participation of local masses in various welfare schemes.

The continuous pressure from the political groups and growing public demands for a new programme is a quite difficult for the bureaucracy to adjust to this changing climate, it is essential to change its role according to the needs of the times. Besides, the level of development in terms of political, social and economic system is related to the characteristics of its bureaucracy in many ways. Therefore, bureaucracy should reform its distinctive and typical characteristics to bringing about desired and essential change.²⁶

The success of the social welfare schemes depends on efficient organisation of officials and the quality of suitable guidance provided by extension workers and other staff. Hence, it is of utmost importance that experienced and thorough experts of concerning field should place their principal emphasis on ensuring the preparation and implementation of programmes at the village level with full support of the village community and should link up village level plans effectively with the block level plans.

26. Jha, S.N., "Representative Bureaucracy: An Indicator of Political Development, The Indian Journal of Public Administration, New Delhi, Apr/June 1979, Vol. 25, no.2, p. 330.

But it is not possible to bring about any significant change either in the structure of rural society or behaviour of village community without the genuine and hearty support of bureaucracy. To bring about a considerable amount of success, the characteristics and attitudes of the various participating elements viz. civil servants, administrators, politicians, higher officers etc. must be essentially changed. In other words, the essence of social welfare administration is holistic change undertaken through integrated, organized and properly, directed Governmental action.²⁷

To make the bureaucracy an effective instrument in the discharge of its functions in the context of a society committed for development and social welfare, it has to go through a thorough institutional and ideological remoulding. Otherwise all the dreams of a welfare society and the sophisticated plans drawn to materialise them, will merely go to adorn the paper they drafted it.

The future of Indian bureaucracy will depend upon its capacity to generate the forces of economic growth

27. Pai Panandikar, V.A., (ed.), Development Administration in India, (Madras), Macmillan, 1974, p. IX.

and accelerate the social change through a complex of attitudes which would rationalise the explosive and the wild energies within a plural, hierarchical, elitist, tradition directed, under developed society which is challenging task. It implies that without the aid of a new outlook, careful and accurate method of working and great earnestness, bureaucracy cannot reproduce any fruitful scheme in an immobile, under-developed society.

In short, the problems facing the country are very large and huge or tremendous. Political democracy cannot last without economic and social democracy. We must have rapid economic growth with social justice and real equality. The bureaucracy, politicians, local leaders, rural masses and administrators should work together with dedication and meet the challenge. Let them all be public servants in the true and literal sense of the term and serve the people and the nation.

AREA AND METHODOLOGY

In this chapter an attempt is made to study the social, economic and political background of the Nanded district of the Maharashtra state. The present study is undertaken with a view to making a quantitative as well as qualitative assessment of the implementation of social welfare measures and the role of the bureaucracy in present situation and the different aspects of bureaucracy. The aim is to bring out empirically the general nature of functional bureaucracy in terms of its performance and thus provide a basis for current social welfare policies and programmes of Government.

The civil servant is one single factor which primarily determines the efficiency of the administrative process and effectiveness of the social welfare schemes. The present class of civil servants in changing circumstances do not meet the need of acquiring skills in welfare administration effectively, efficiently and enthusiastically and moreover do not serve fruitful and impressive models to make prospective civil servants.

Hence, the present study was undertaken, to find out answers based on experimental evidence that, how it

will be useful to meet the desired tasks. For this purpose, the following objectives have been taken into considerations:

The Specific "Objectives" of the study:

1. To estimate the achievement and to examine the efficiency of bureaucracy in administration.
2. To find out the general relationship between officials and non-officials - in the light of the problems faced by the field staff.
3. To determine the attitudes of civil servants towards social welfare schemes and the rural masses.
4. To examine the people's participation and response to welfare programmes and its implementing machinery.

Secondary Objectives:-

1. To investigate, whether there is cordiality and team-work among the officials.
2. To know the personal opinions of officials regarding to the role of bureaucracy and administrative inefficiency.
3. To find out the major difficulties in the way of implementation and remedies.

AREA

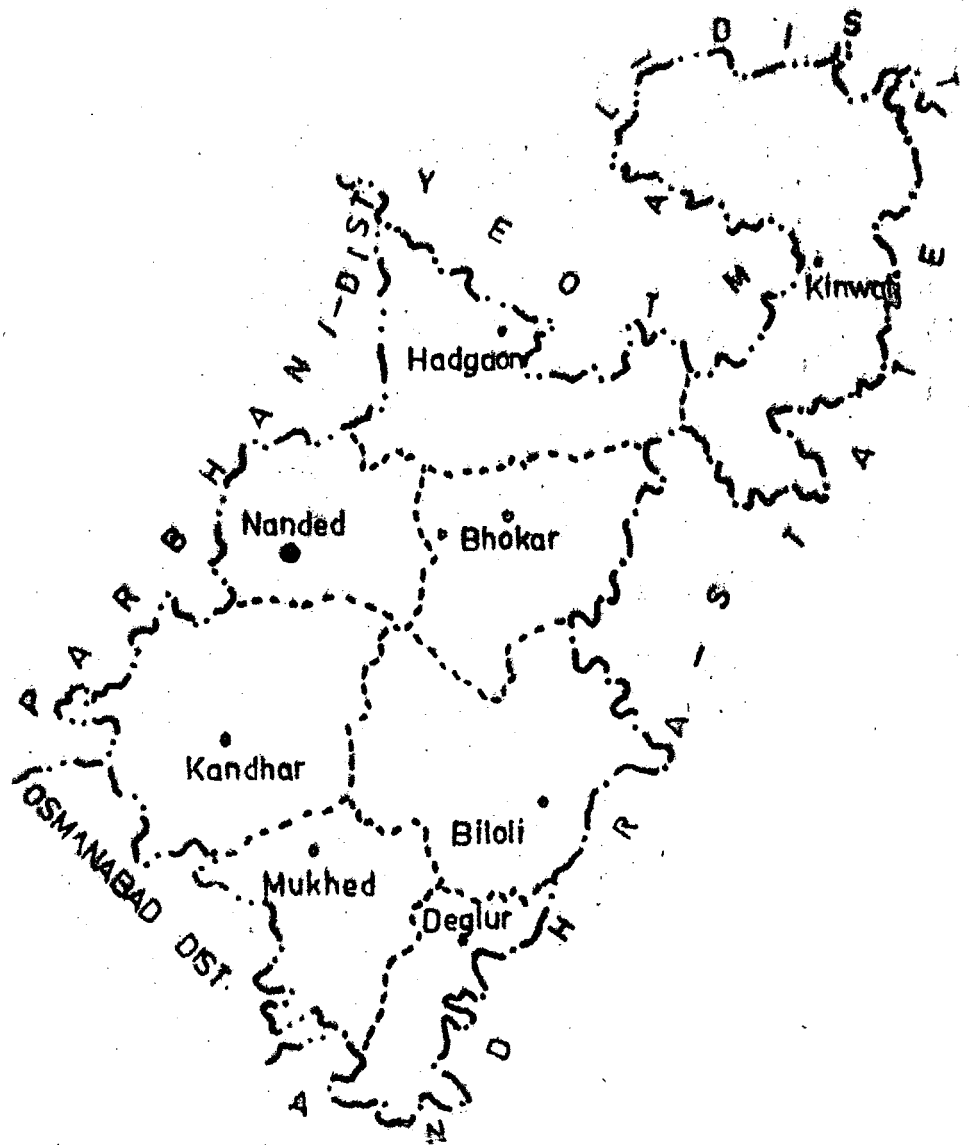
To provide immediate relevance and a contemporary context of social welfare I have chosen the role of bureaucracy in implementation of social welfare measures. The district was recognized as the focal point of planning and administration; and it became the single most important unit of social welfare, hence here selected a case study of the Nanded district of the Maharashtra State.

Location: Nanded district lies between $18^{\circ}-15^{\circ}$ and $19^{\circ}-55'$ north latitude and $77^{\circ}-7'$ and $78^{\circ}-15'$ east longitude. The contour of the district is very irregular in shape. It is situated on South-East fringes of Maharashtra State, demarcating the boundaries of Andhra Pradesh and Maharashtra.¹

Maharashtra is divided into three parts viz. Vidarbha, Marathwada and Western Maharashtra. Nanded is one of the five districts of Marathwada and lies in the Godavari basin. Nanded town, the district headquarters, is situated on the left bank of the Godavari river.

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1. District Statistical Abstract of Nanded District, Government of Maharashtra, Bombay, 1971-72, Chapter-I.

**NANDED
POLITICAL-MAP**



Area: The area of the district is 10,333.3 sq.km. (3,989.7 sq. miles). The rural area is 10,095.5 sq. km. and the urban area is 237.8 sq. km. It constitutes 3.37% of area of the state.² The Nanded district consists of Eight Talukas. 1. Kinwat, 2. Hadgaon, 3. Nanded, 4. Ehokar 5. Kandhar, 6. Biloli, 7. Mukhed and 8. Deglur. Kinwat taluka is the biggest of all the Talukas in the district while Deglur the smallest.

Nanded is the seventeenth district in rank in terms of area in the Maharashtra State, at the last ladder in Marathwada region.³

Boundaries: The district is bounded on the north by Yamatmal district, while Adilabad and Nizamabad districts of Andhra Pradesh lie on the east and south; Osmanabad district on the south-west and Parbhani on the north-west of the district.

Nanded district represents a typical case of rural Maharashtra in terms of its socio-economic and political

2. As per 1971 Census.

3. Districts of Maharashtra: Nanded District, Department of Publication, Government of Maharashtra, Bombay, (1975-76), Chapter I.

structure. The major part of the district is underdeveloped. Agriculture is the main occupation of seventy per cent of the population. The class and caste pattern is similar to other parts of the state. The upper castes are Brahmins and Marathas who generally belong to landed and rich peasantry class. Bulk of the lower castes comprises of Mahar, Mang, Dhor, Chambhar etc. who generally are either agriculture labourers or small peasants or occupied with their traditional occupations such as carpentry, smithery etc.

Like other parts of the Maharashtra State, caste domination and political factions are witnessed in Nanded district too. Thus Nanded district share the characteristics of Maharashtra's rural politics. Eventhough, it can be asserted that it is not strictly a representative district, in average, all most all the above mentioned conditions prevail in this district.

The area under forest is over 777 sq.km. forming 8.27% of the total geographical area of the district. Major portion of forests area in the district is in kinwat taluka forming 25% of its area under forests, Hadgaon and Bhokar talukas are also gifted with dense forest area in the district.

Table - 1

Table showing area and population of the Talukas in NANDED District.

District/ Taluka	Name of the H.Q.	Area in sq. km.	No. of inhabited villages	No. of towns (1971)	Population (1971)	Percentage of Area	Percentage of popu- lation
1	2	3	4	5	6	7	8
Nanded District	Nanded	10,333.3	1,325	11	13,97,762	100.0	100.0
1. Kinwat Taluka	Kinwat	2,976.9	191	1	1,56,050	20.1	11.16
2. Hadgaon Taluka	Hadgaon	1,556.6	186	1	1,70,307	15.0	12.18
3. Nanded Taluka	Nanded	1,082.8	181	2	2,71,155	9.9	19.40
4. Bhokar Taluka	Bhokar	1,034.4	127	1	1,09,800	10.0	7.86
5. Kandhar Taluka	Kandhar	1,629.4	200	1	2,22,484	15.8	15.92
6. Niloli Taluka	Niloli	1,459.5	218	3	2,22,566	14.1	15.92
7. Mukhed Taluka	Mukhed	875.1	124	1	1,34,417	8.5	9.62
8. Deglur Taluka	Deglur	678.6	98	1	1,10,974	6.6	7.94

Source: 1971 population census publication.

Administrative set-up: For administrative purposes, the district is divided into eight talukas. The Collector is in charge of general administration, law and order, treasury, land revenue and civil supplies. He is assisted by a resident Deputy Collector and Deputy Collectors, one for each revenue division, Handed and Deglur. They, in turn, are in charge of these divisions and assist the Collector. Tehsildars are in charge of eight talukas in the district, who are assisted by Naib Tehsildars.

After the introduction of Panchayati Raj the Government of Maharashtra recommended the setting-up of statutory, elected and democratic bodies at village, block and district levels, throughout the state and being a district of the state similar pattern of local Government has been adopted in this district. At district as well as lower levels, the principle of democratic decentralisation has been accepted as a matter of moral principle and are being implemented through different patterns, up to certain or limited extent.

Most of the rural population of the district is caught in a cycle of poverty, ignorance, illiteracy and

outdated beliefs. This important issue has been attracting considerable attention of the people and Government towards this region. Hence to put an end this burning problem of poverty and illiteracy the Maharashtra Government recently introduced some of the social welfare programmes such as Adult education, Family welfare, child welfare etc. in this underdeveloped district.

The major areas of the Nanded district particularly the Kinwat taluka, Hadgaon and Bhokar talukas are altogether backward in terms of agricultural production. The north-eastern part of the Kinwat taluka is covered with extensive mountain ranges and barren area. Moreover, the percentage of tribal population is high in comparison to other parts of Nanded district i.e. predominantly Adivasi area.

In short, more or less the socio-economic background of the Marathwada region in general and Nanded district in particular is not that much sound.

METHODOLOGY

Data were collected from twenty officials including social welfare officer, Adult education officer, District Health Officer, Public Relations Officer, Block Development Officer, Education Officer etc. through semi-structural and structural interviews. Methods of stratified purposive random sampling were adopted for selection of twenty officials, four non-officials, two management officials from each Zilla Parishad Departments. Thus a total of forty (40) officials and non-officials formed the sample of the study. A documentary study has been made. Necessary information, opinions and data were collected through observation, administration of questionnaires, interviews and consultation of relevant official documents.

The data collected were statistically analysed and results interpreted. A one year period from 1973 to 1980 selected for the study. A large part of research efforts involved field studies of interviews with officials.

The questionnaire, meant for the officials in addition to collecting materials on their experience and position held, contained questions on their attitude to social welfare measures.

The present bureaucracy whether functional or dysfunctional or neutral, official non-official relationship - whether it remained the same or there was any change - and political intervention and pressure on the administration - whether they increased or decreased - and how to avoid it - Role of bureaucracy - whether they get strengthened or immobilized or actively politicized - achievement of programmes - whether real or imaginary - people's cooperation in implementation - administrative corruption, red-tapism and inefficiency - decentralisation of powers - long procedural and official formalities - major difficulties in the way of implementation - an attitude towards villagers - impact of political interference on policy formulation etc. etc.

The study is based on published materials as well as secondary sources such as books on bureaucracy and Public Administration, journals, magazines, Government reports, documents and other publications on concerned subjects and some newspapers were studied.

Secondary data were obtained from the social welfare office and District Statistical office Handed through audited annual accounts and the budget estimated of the

district 'Hand-book', published by the Bureau of Economics and statistics, Government of Maharashtra.

The population data of Nanded district; with special emphasis on the data of the last Census of 1971 have been analysed. The last part of this study is in the form of 'Conclusion' represented the findings of this study.

This study is restricted to the Government employees working in Nanded district.

SOCIAL WELFARE MEASURES

In Nanded district, nearly eighty per cent of the population lives in the rural areas. The villages are usually very small and scattered. Due to the lopsided priorities in the social welfare field the rural society is denied the proper medical and educational facilities. Therefore, for the upliftment of down-trodden, backward and rural people certain social welfare schemes are being carried out in Nanded district, with the aim of improving their living conditions.

In this region children live in an unsuitable and inappropriate social conditions. And the level of the child care is very low. A large number of children suffer from malnutrition. In the rural areas the situation is much worse. From the national point of view there has been no perceptible improvement in the health or nutritional status of the surviving children during the last thirty years. It implies that child welfare is really a greater problem.

The year 1979 was declared as the International Year of the Child (IYC). It was an important declaration

because the quality of the care given to children will create pre-requisites for the future prosperity of the world. The United Nations during the IYC has drawn the interest of the world public to the situation of children in the developing countries. It has also called on the general public, national Governmental and non-Governmental organisations to give their greater attention to children. There is, indeed, a vital need to know and understand the needs of our children.

Most children of this region do not have safe drinking water and even the half of the children are said to be suffering from mild to severe malnutrition. With the uncontrolled urbanisation the child in the slum is more malnourished than rural child.

Our population is growing fast. This rapid growth of population is standing in the way of economic development of our country. In order to check this rapid growth and make our country free from such problems and to curb the population growth, the Government of India has launched Family Welfare Programmes as a national programme in 1953. India is one of the few countries which has planned Family Welfare Programme as a part of general socio-economic development and it was the first country to launch this

programme as an official programme. In the each Five Year Plan huge financial outlays had been set aside for the implementation of this programme and Sixth Plan also has demarcated a sizable sum for it. In the Fourth Five Year Plan 'top priority' had been given to this programme. If this programme is not implemented properly and the growth of population is not checked it will retard the progress of our country in various fields.

The centrally-aided Rs.200/- crores National Adult Education Programme (NAEP), described as the biggest literacy drive in the world. It was launched with great fanfare on 2nd October, 1978. This ambitious countrywide scheme seeks to teach the 65 million illiterates in the age group 15 to 25 in Sixth Plan period (1978-1983). Illiteracy among teenagers, youth and adults are still the major problems particularly for villages.

CHILD WELFARE PROGRAMME

Under the child welfare scheme the Director of Social Welfare, Maharashtra State, Pune has guided the Collector to select four or five villages each with the population below five hundred and which are badly in need of the services like elementary hygiene, health nutritional and child care etc.

The following table shows the name of villages with their Talukas, Age group-wise distribution of childrens, the strength of pregnant mothers and total population of each village:

Table - 2

Sl. No.	Name of Village	Taluka	Age-groups		Total	Pregnant Mothers	Total population of village
			0-1	1-6			
1.	Zari	Kandhar	14	52	66	10	398
2.	Kinala	Bhokur	11	23	34	N.A.	175
3.	Borgaon	Mukhed	5	69	74	7	275
4.	Jamroon	Handed	17	39	56	13	316
5.	Hudi- Islapur	Keenwat	31	131	162	12	345
TOTAL:			78	314	392	42	1419

Source: Social Welfare Office, S.P. Handed.

As per Government orders only five villages in the Talukas were selected at the rate of one in each Taluka. The Talukas were allotted to voluntary organisation as shown below:

Table - 3

Sl. No.	Name of the Talukar	Allotted to
1.	Nanded	Lion's Club, Nanded
2.	Kinwat	Lion's Club, Nanded
3.	Bhokar	Jaycees Club, Nanded
4.	Kandhar	Indian Medical Association
5.	Mukhed	Rotary Club, Nanded

(Source: Meeting of the District Committee of IYC, Nanded District, held on 21.2.1979, in Collectorate, Nanded).

The following programmes were chalked-out by the Directorate, Maharashtra State, to implement during the International Year of the Child (1979-80):

Themes for the months in 1979:

Jan.	Nutrition for balanced growth.
Feb.	Nutrition and Health education for mothers.
Mar.	Handicapped Child Integration.
April	Immunisation and Protection of the Child.
May	Environmental Sanitation and safe drinking water, including campaign against mosquitoes.
June	School enrolment and the problem of the drop-outs.
July	Care of the Child (Day Care Centres, Destitute, home etc.).
Aug.	Child and Tree plantation.

- Sept. Child welfare legislation, employment conditions etc.
- Oct. Urban Slum child.
- Nov. Child in the family.
- Dec. Stock taking.

The Directorate of Social Welfare, Maharashtra State directed the District Social Welfare office, Nanded to implement these programmes during IYC. In consultation with the members of the Committee of IYC (which consisted of eight non-official and six official members and one office bearer) an action plan based on the following schemes was drawn up. These schemes have been carried out under the child welfare programme, in Nanded district during the year 1979-80:

1. Balwadis.
2. Immunisation programme.
3. Nutrition programme.
4. Rallies.
5. Excursion or tours.
6. Workshop on problems of schooling children in rural areas.
7. Surveying destitute children in the district.

1. BALWADIS:-

The National plan of action for the IYC had recommended the free pre-school education (3-6 age group)

should be made available to all children from the weaker sections of the community. Four villages of Handed district have been selected by the District IYC Committee, for opening new Balwadis in each village. The Taluka-wise distribution was as follows:

Table - 4

Sl. No.	Village	Taluka	Category of Balwadi	Number of students	Population of village
1.	Zari	Kandhar	S.C. Balwadi	40	308
2.	Borgaon	Mukhed	S.C. "	N.A.	275
3.	Hudi-Islapur	Kinwat	S.T. "	36	345
4.	Kinala	Bhokar	S.C. "	23	975

Source: Social Welfare office.

The children in these Balwadis were provided nutritious food. But unfortunately very few villages have been selected under this scheme. Out of four Balwadis two are being run in two different villages by two voluntary agencies.

During the year 1979-80 a provision of Rs. 4,000 has already been made for this district, it seems that Government has decided to give aid only for two in the year. The quota of only one Balwadi (S.C.) has been released so far, i.e. Rs. 2,000/- because Government's provision is Rs. 2,000 for each Balwadi.

During the year 1978-79, 78 Balwadis have been started under non-tribal plan'. The expenditure incurred under the scheme was as follows:

1. Supply of milk to Babies of age-group 3-6
Rs. 1,28,000/-;
2. Play and learn material for Babies (pre-primary stage), Rs. 500/- per Balwadī ;

Total: Rs. 20,000/-.

The Balwadi of Zari has been established on 2nd August 1979. The total strength of students was 40. But there were no proper sitting arrangement to the students and furniture was also not available up to the month of August end.

Inspection report of Rashtra Sant Tukedoji Maharaj Adiwasi Balwadi, Hudi-Islapur, Kinwat shows that essential school equipments were not available. One metron was appointed. During the year 1979 little amount of nourishment facilities had been provided to childrens.

The work of Gayabai Balwadi, Kinala is also not much satisfactory and on the date of inspection small number of childrens were presented.

Under the pre-primary education scheme necessary school materials have been provided and it is estimated that selected villages will be covered by the end of March 1980.

In Nanded district the number of Primary Schools is 1673. Out of 1673, boys schools are 1639 and girls schools are 34. Three new primary schools have been opened in 1979. The total number of students is 15,6,432. The number of boys students is higher than that of girls students i.e. 10,2,369 and 53,113 respectively. Total number of teachers is 4949 out of 4260 male teachers and 689 female teachers.¹

2. IMMUNISATION PROGRAMME:-

Preventive health, nourishment, sanitation etc., these child care services have been observed under this scheme. Immunisation programme was undertaken in the Schools, since October 1978. Near about 10,285 children under 6 to 8 years of age group in the villages were immunised against several diseases upto March 1979. Out of which 5,502 students have been immunised during January to March 1979. Two doses of immunisation have been given so far and further doses shall be given in due course.

Apart from immunisation and health education 'Diagnostic Camps' were also held where the children

1. Education Office, Zilla Parishad Nanded, Annual Report of 1979-80, Chapter I.

examined were by the specialists and voluntary workers. Some voluntary organizations were also involved in this programme.

During IYC Government determined that one Public Health Centre per block must be provided, and hence the number of sub-centres for health care increased from one per 10,000 population to one per 5,000. This programme included pregnant mothers too.

This type of vast and valuable programme covers a wide range of trained personnel but requires personnels have not been recruited so far according to the growing load of work.

As per the statement of Block Development Officer the majority of beneficiaries laid emphasis on immunisation programme. When compared to the other programmes the response towards the programme seemed to be comparatively high. He also mentioned that it was difficult to meet the desired target due to the lack of resources and on account of the low rate of budget provision. It implies that sufficient money and material was not available.

3. NUTRITION PROGRAMME:-

This scheme was started for promoting health consciousness among rural masses by educating them about

preparing and consuming nutritious food. The major objectives of the programme were to enhance the nutritional status of the community by educating the community about the preparation and consumption of nutritious foods, methods of storage and preservation of food to prevent wastage. Because undernutrition is not only hampering the general health standards, but also adversely affecting children's growth.

This scheme has been implemented in four selected villages, for three days in a week, under which suitable diet to the school going children in the form of fresh milk, bread, fruits etc. had been given. But so far the details about progress of this programme have not been received by district authority.

The scheme covers about 3200 beneficiaries from urban slum areas. But the recent evaluation had brought out certain deficiencies, i.e. children in the age group of 6-11 in the primary school also suffer from nutritional deficiencies. Though the district administration has started a Nutrition programme, yet it covers only the urban areas and rural area is lagging behind.

4. PACKAGE PROGRAMME:-

The biggest programme was a package of services to the children from 0 - 6 years in the integrated child development scheme called ICDS scheme. Under this scheme five villages have been selected which were having populations less than five hundred. Survey has been conducted in these villages. The survey shows that there are 216 families in five villages and the population of children below the age of six years is 3592. According to the District Health Officer it has come to notice that only five hundred polio doses were available which were inadequate to meet the target as decided earlier. At present the scheme covers three villages, each approximately with the population below five hundred and the scheme is planned for further expansion.

Preliminary results of the evaluation of the health and nutrition components indicate a low degree of efficiency in the nutritional and health status of the children covered by the programme. It clearly indicates that the officials are not much interested in performing their role or duties and in carrying out new tasks.

5. EXCURSION OF CHILDREN BELONGING TO REMOTE AREAS TO HISTORICAL PLACES:-

With the active participation of the social welfare officer of the District and his staff, the District Collector who was the chairman of District IYC Committee, organised a tour. Suitable children from rural areas were selected and taken to Historical places such as Elora, Ajanta, Daulatabad Fort etc. in Aurangabad district. In this scheme also very few rural children were received advantage.

6. WORKSHOP ON PROBLEMS OF SCHOOLING CHILDREN IN RURAL AREAS:-

The scheme has not been carried out or even initiated either by District IYC Committee or social welfare Department up to now but they proposed to organise it with the cooperation of Education Officer. Under this scheme the problems such as medicament, essential school equipments, books, clothes etc. are proposed to be given in due course of time.

7. RALLIES:-

The District Collector and Chairman, District IYC Committee, Manded, organised and supervised this programme with active assistance of the Education Officer Zilla

Parished Nanded, the Sports Officers, Members of the IYC Committee, Members of the voluntary agencies and other responsible persons. Both, the District level as well as Block levels, rallies have been organised on the inauguration day of the "International Year of the Child" on 1st January, 1979. On this occasion sweets were distributed to all the children and some cultural programmes were arranged.

8. SPONSORSHIP PROGRAMME-

Children who are completely destitute or who belong to broken family or to one parent family would be brought under the "Sponsorship Programme". Under the programme the child covered by the programme could remain either with his family or with his relatives or with the foster parents. Each sponsored child is to be given financial assistance to the extent of Rs. 40/- per month for his education, nutrition, medicine etc.

The case of Nanded district here implies that the efforts of voluntary agencies and officials could not bring any substantial progress in respect of this scheme because so far no steps have been taken to carry out this scheme.

9. SURVEYING DESTITUTE CHILDREN:-

The District IYC Committee proposed to take this task and directed to appoint necessary staff under the supervision and control of Block Development Officer at all Panchayati levels. But the scheme has not yet started. During field survey it has been come to know that no survey has been conducted and the scheme is a very expensive.

Agency for Implementing the Programmes:-

The programme operated by recognized social welfare and child welfare agencies. The District IYC Committee has selected suitable voluntary agencies with the approval of the regional IYC Committee of Aurangabad Division. The District IYC Committee is consisted of fifteen members including the District Collector as a Committee Chairman. Out of fifteen members eight members are non-officials one of them is a Vice-Chairman of the Committee, who is also Vice-Chairman of Zilla Parishad Handed. Remaining seven members are officials, including the social welfare officer as a Secretary of the Committee.

At the Block level, the Block Development Officer (BDO) is assisted by a 'Block Coordinated Committee' consisting of the Chairman of Panchayat Samiti, the head

of the teaching institution concerned, the Education Officer, Health Officer and other extension officers.

Apart from the four voluntary agencies some of the civil servants are also working to implement the child welfare programmes. During the year 1979 no special or additional staff has been recruited to fulfil the new task, but District IYC Committee (as a special body) has been created at district level.

Allotment of Budget for the International Year of Child, 1979:-

The budget provision of Rs. 50,000/- kept at the disposal of the Director of Social Welfare, Maharashtra State, Pune for the year 1979-80 regarding the implementation of the International Year of the Child scheme 1979, is wanted. Besides, the finances are being met by various Governmental and non-Governmental agencies. The international agencies like UNICEF and WHO are taking part to make such programmes successful by extending considerably amount of funds.

1. Polio Vaccine: Estimated population of childrens under 0-1 year, are approximately 42,900. If all are to be covered under this scheme the total doses of Polio required would be $32900 \times 3 \approx 1,28,700$ say approximately 1,30,000

doses, which costs about Rs. 45,000/- and contingent expenditure about Rs. 5,000/- for purchase of Thermox box, ice etc. (cold storage facilities) thus total cost of implementation of this programme will be Rs. 50,000/-.

2. Nutrition, Health check-up, diagnostic camps for handicapped children - for extra medicine and arrangement of camps required Rs. 1,00,000/-.

Break-up of Total Budget has been given in Table 5:

Table - 5

Sl. No.	Head of Expenditure	Allotment
<u>Immunisation -</u>		
1.	Polio Vaccine	45,000
2.	Contingent expenditure	5,000
3.	Nutrition supplement and Medicine	75,000
4.	Health check-up and Contingency grants	10,000
5.	Diagnostic camps for handicapped child	15,000
6.	Supply of fresh milk to babies	1,28,000
7.	Play and learn material for babies	20,000
8.	Grants to social Welfare Institutions, Balwadis, Family welfare and child welfare centres and other voluntary agencies, dealing with child welfare for organising celebration of IYC in January 1979.	71,000 @ the rate of Rs 4,000 for the Districts of Bombay, Nagpur & Aurangabad & @ (B) Rs.2500 for remaining 22 districts.

contd.....

Sl. No.	Head of Expenditure	Allotment
9.	Children Rallies	4,000
10.	Cost of organizing five child welfare exhibitions (one each at Regional Headquarters, i.e. at Aurangabad)	25,000
11.	Two workshops on child welfare to be organised at Pune and Bombay	25,000
12.	Programme for 1000 children working in unorganized sectors in urban areas (Bombay, Pune, Aurangabad, Nagpur, Sholapur and Kolhapur).	2,88,000
13.	Programme for sponsorship of destitute and similar types of children in urban areas (1000 children)	3,20,000

Table - 6

Sl. No.	Head of Expenditure	Allotment
1.	Grants to Zilla Parishad for construction of primary school buildings	2,56,000
2.	UNICEF Programmes supply of children books to primary school	20,000
3.	Book-banks in Secondary Schools	1,000
4.	Establishment of rural sports centres in Tribal area	4,000
5.	District coaching Programme and establishment of District coaching centres in Tribal area	4,000
6.	Development of play grounds	6,000
7.	Development of Gymnasias	4,000
8.	Social and Community Services	19,000
TOTAL:		3,14,000

doses, which costs about Rs. 45,000/- and contingent expenditure about Rs. 5,000/- for purchase of Thermox box, ice etc. (cold storage facilities) thus total cost of implementation of this programme will be Rs. 50,000/-.

2. Nutrition, Health check-up, diagnostic camps for handicapped children - for extra medicine and arrangement of camps required Rs. 1,00,000/-.

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<u>Immunisation -</u>		
1.	Polio Vaccine	45,000
2.	Contingent expenditure	5,000
3.	Nutrition supplement and Medicine	75,000
4.	Health check-up and Contingency grants	10,000
5.	Diagnostic camps for handicapped child	15,000
6.	Supply of fresh milk to babies	1,28,000
7.	Play and learn material for babies	20,000
8.	Grants to social Welfare Institutions, Balwadis, Family welfare and child welfare centres and other voluntary agencies, dealing with child welfare for organising celebration of IYC in January 1979.	71,000 @ the rate of Rs 4,000 for the Districts of Bombay, Nagpur & Aurangabad & @ (B) Rs.2500 for remaining 22 districts.

contd.....

Sl. No.	Head of Expenditure	Allotment
9.	Children Rallies	4,000
10.	Cost of organising five child welfare exhibitions (one each at Regional Headquarters, i.e. at Aurangabad)	25,000
11.	Two workshops on child welfare to be organised at Pune and Bombay	25,000
12.	Programme for 1000 children working in unorganized sectors in urban areas (Bombay, Pune, Aurangabad, Nagpur, Sholapur and Kolhapur).	2,66,000
13.	Programme for sponsorship of destitute and similar types of children in urban areas (1000 children)	3,20,000

Table - 6

Sl. No.	Head of Expenditure	Allotment
1.	Grants to Zilla Parishad for construction of primary school buildings	2,66,000
2.	UNICEF Programmes supply of children books to primary school	20,000
3.	Book-banks in Secondary Schools	1,000
4.	Establishment of rural sports centres in Tribal area	4,000
5.	District coaching Programme and establishment of District coaching centres in Tribal area	4,000
6.	Development of play grounds	6,000
7.	Development of Gymnasia	4,000
8.	Social and Community Services	19,000
TOTAL:		3,14,000

Financial assistance of Rs. 60/- per month per child should be provided which would be borne by Government and voluntary agency in the proportion of 60:40. In other words, the amount of Rs. 60/- per child per month shall be shared between Government and voluntary agency as Rs. 36:24 respectively. The voluntary agencies through whom the programme will be implemented shall be responsible for raising 40% share in the total expenditure. Five per cent of the Government share shall be earmarked for the identified social welfare agencies to meet their administrative expenditure. On an average the rate of grant on the basis of Rs. 60/- per month per child comes to Rs. 2/- per day per child. This amount of Rs. 2/- shall be spent generally as shown below:

Rs. 0.50 for nutrition; &

Rs. 1.50 for education, medicine etc.

ADULT EDUCATION PROGRAMME

Under the National Adult Education Programme (NAEP) various literary programmes have been carried out. The details about these programmes are as follows:

1. State Adult Education Programmes:

Formerly the scheme was implemented in this district in three talukas viz. Biloli, Deglur and Kinwat. Thirty classes were held under this scheme. Now the scheme is expanded and it is sanctioned to start thirty more new classes, under the scheme one supervisor is authorized for this scheme. However, the Deputy Director of Education of this region has not appointed the Supervisor upto June 1979 and as such no work could be done under this scheme.

2. Rural Functional literary Programme (Tribal):

There are 113 villages in Kinwat Taluka, which come under the tribal area. Formerly ten classes were being run under this area, under the Scheme "Non-Formal Education Programme" (Tribal). Now Government has expanded the scheme and permitted to start 60 classes under this scheme. Two supervisors are approved for the work. Since the Deputy Director of the region has not appointed the Supervisors no work could be done under the scheme.

3. Kisan Shikshan Yojana:

The Project Officer looks after this scheme. The Project Officer, Asstt. Project Officer and one

supervisor have so far been appointed. Nine more supervisors are yet to be appointed.

It is reported that 300 classes have been started under this scheme from 20th June, 1979. The area scheduled for this scheme is Hadgaon and Bhokar Taluka. Regarding the functioning of the classes and the enrolment no report has been received. According to the Adult Education Officer it is felt that the practice of the scheme will take its shape only after the appointment of the remaining supervisors.

Implementing Agencies:-

Three voluntary agencies have been sanctioned grants by Central Government in this district. They are (1) Sanskriti Sanvardhan Mandal Sagroli, Tg. Biloli, District Handed; (2) Abhinav Bharat Shikshan Sanstha, Handed, and (3) Adat Vyapari Sikshan Sanstha, Deglur, District Handed.

Out of three, Adat Vyapari Sikshan Sanstha Deglur has reported that they have not received the grants from Central Government. The grants may not have been sent as the institution had not submitted the audit report

for the year (As per the official record of Social Welfare Office, Zilla Parishad, Nanded).

1. Sanskriti Savardhan Mandal - Sagroli, District Nanded.

The institution has started thirty classes out of these two classes are meant exclusively for women and one for Backward class people. All the thirty classes have been started from 1st May, 1979. The total number of adults benefitted under the scheme are 1030.

In this village the supervisor was found taking interests in the work. Monthly meetings of the instructors are held regularly. The attendance was maintained. Such type of satisfactory work is being done because the Adult Education Officer brought it to the notice of the workers that the grants will be released only if the average attendance is thirty during each month. It implies that strict instructions and their implementation would lead to success.

2. Abhinav Bharat Sikshan Sanstha, Nanded.

The management has reported that twenty classes have been started upto July 1979. According to the reports only two classes for the women have been started so far, however, they are trying to do some more work in that

field. The instructor of this institution had arranged a seminar regarding the difficulties they are coming across during the work. They proposed to open ten more classes.

3. Adat Vyapari Sikshan Sanstha, Deglur, District Nanded.

The institution has arranged a training programme for the instructors. They had a joint programme for the ten classes sanctioned for the College by the University Grants Commission and thirty classes sanctioned for the institution. In all forty persons took part in the training programme. The training programme was arranged systematically. All the thirty classes had been started during the month of July 1979.

4. Classes under U.G.C. Scheme.

Following Colleges have reported that they have received sanction from University Grants Commission (UGC), to start ten classes each:

1. College of Adat Vyapari Sikshan Sanstha, Deglur, District Nanded.
2. Science College, Nanded.
3. Netaji Subhash Chamora Bose College, Nanded.
4. Peoples' College, Nanded.

Out of four Colleges only Adat Vyapari Shikshan Sanstha, Deglur has reported that they have conducted the training programme for the instructors and have started classes during the month of July 1979.

5. Library Scheme for Neo-Literates.

Government have sanctioned Rs. 85,000/- for opening the Libraries for neo-Literates as per the details given in the 'Government Resolution' (GR).

As it is expected, the scheme is to be implemented in the area where the Government is administering the Adult Education Programme, the Project Officer is directed to put up the scheme for opening of 85 libraries in this area. It is expected that the Project Officer will put forth the scheme in the first week of August, 1979. Further steps will be taken after the receipt of the scheme from the Project Officer. Through this scheme illustrated and easier books will be given to the uneducated persons.

Table shows the Name of Plan, sanction for each Plan, expenditure and achievement:

Table - 7

Sl. No.	Name of the Plan	Sanction for the Year 79-80	Expenditure (till Sept. 79)	Achievement		
				Male	Female	Total
1.	Rural Functional Literacy Programme	6,21,000.00	56,658.00	9840	700	10,340
2.	State Adult Education Programme	41,080.00	N.A.	N.A.	N.A.	N.A.
3.	Functional Literacy Programme	19,980.00	N.A.	N.A.	N.A.	N.A.
4.	Tribal sub-Plan	72,092.00	N.A.	N.A.	N.A.	N.A.

Source: Adult Education Office, Zilla Parishad, Nanded.

Staffing Pattern:-

State Adult Education Programme

1. District Adult Education Officer
2. Statistical Assistant
3. Steno-typist
4. Senior Clerk
5. Junior Clerk
6. Driver
7. Peon

Supervisory staff under various schemes

1.	State Adult Education Programme, Nanded	1
2.	Functional Literacy Programme, Biloli	1
3.	Rural Functional Literacy Programme, Hadgaon and Bhokar	10
4.	Tribal Sub-Plan	2
		<hr/>
TOTAL:		14
		<hr/>

Implementing staff for Rural Functional Literacy Programme

1. Project Officer
2. Assistant Project Officer
3. Senior Clerk
4. Junior Clerk
5. Driver
6. Peon

Supervisory staff under various schemes

1.	Rural Functional Literacy Programme	10 Supervisors 300 Instructors
2.	State Adult Literacy Programme	1 Supervisor 30 Instructors
3.	Functional Literacy Programme	1 Supervisor 30 Instructors
4.	Tribal Sub Plan	2 Supervisors 60 Instructors
		<hr/>
TOTAL STAFF:		434
Total Supervisors		- 14
Total Instructors		- 420

FAMILY WELFARE PROGRAMME

In Handed district, the ⁺Family Welfare Programme' has been launched since 'First Five Year Plan' and since then it has been carried out continuously and today also it is implemented through Government agencies. But if we look back at the performance of this programme we will find that there are variations in the achievement of targets.

In the year 1979-80 the Government of Maharashtra have increased the incentives to motivators, Doctors and Medical staff of sterilisation accepters. Moreover, during the period of fifteen days i.e. 16th September to 30th September 1979, the District Health Office held special Family Planning welfare campaign with the aim of achieving bigger target, but the desired target has not been achieved fully.

It would be observed from the data presented in Table-8 that there was variation in the targets of every year, and there are slight differences in it. In the

* The term 'Family Welfare' was coined the Janata Government when Mr. Raj Narayan was the Minister of Health and Family Welfare. Earlier it was known as Family Planning.

year 1967-68 the target has been achieved. A perusal of the data in Table-8 would indicate that there was apparent difference of scores in the column of target but comparing with all previous years the target for the year 1979-80 is slightly less than usual.

In the year 1971-72 and 1975-76 the accomplishment of this programme is indeed tremendous. In the year 1971-72 the percentage of achievement is 100.3% whereas in the year 1975-76 the percentage has increased by 1.2%. The careful observation shows that in between 1971-72 and 1975-76 viz. in the year 1972-73 the target is carried out successfully not only that but the achievement is beyond expectation, i.e. 120.5. After the year 1976-77 its performance is very less as compared to previous years. In the year 1979-80 the percentage is again come down to 24.7% (see Table-8).

For the year 1979-80 the target was 7355, out of which 3022 sterilization cases have been done, up to the month of September 1979. In this year the Tubectomy (Female operations) were more in 1817, it means comparatively higher than that of vasectomy (Male operations), i.e. 1205.

Table - 8

Year	Target	Vasectomy	Tubectomy	Total	Percentage
1961-62	N.A.	258	N.A.	258	N.A.
1962-63	N.A.	503	41	544	N.A.
1963-64	N.A.	529	56	585	N.A.
1964-65	N.A.	1175	95	1270	N.A.
1965-66	N.A.	1142	84	1226	N.A.
1966-67	3227	599	144	743	23.2
1967-68	9439	7966	223	8189	86.75
1968-69	9824	3753	438	4191	42.6
1969-70	9401	2469	760	3229	35.4
1970-71	9068	2979	1398	4377	48.16
1971-72	9730	7315	2418	9733	100.03
1972-73	14420	15384	2001	17385	120.5
1974-75	8880	1271	750	2021	22.75
1975-76	9102	2462	1772	4234	46.5
1976-77	13851	8100	5965	14065	101.5
1977-78	33240	12896	11064	23960	72.08
1978-79	11079	28	716	744	6.7
1979-up to Sept. 1979	8948	75	1922	1997	22.3
	7355	1205	1817	3022	24.7
TOTAL:		70122	32003	102165	

Source: District Health Office, Zilla Parishad, Nanded.

Achievement since inception 64.7 per thousand population.

Table - 9

Statement showing the Family Planning sterilization cases, Budget and expenditure from the year 1975-76 to 1979-80.

Year	Budget Sanctioned	Expenditure	Achievement
1975-76	9,28,500	8,79,128.80	101.5
1976-77	25,30,450	24,13,958.00	72.08
1977-78	10,00,000	1,30,493.00	6.7
1978-79	10,00,000	1,83,741.00	22.3
1979-80	11,00,000	9,00,000.00	24.7

Source: District Health Office, Nanded.

It is seen from Table-9 that there was difference in Budget and expenditure. This indicates that there was also variation in the extension of expenditure to a large extent. This difference is significant. It could be seen from above table that, there is a difference in the figures of expenditure and it is increasing every year, but even though there is significant difference between the figures of Budget and expenditure. It seems that the sanctioned amount is not fully utilised. In the year 1977-78 and 1978-79 there is a great difference between the Budget sanctioned and utilization of money.

The data presented in this table clearly indicates that in the year 1975-76 the percentage of achievement is quite satisfactory i.e. 101.5. But after 1975-76 the percentage of achievement is suddenly come down. Moreover, comparing to the year 1976-77 the achievement of the years 1977-78 onwards is really insignificant.

Table - 10

The following table shows Talukawise performance of the Family Welfare Programme since April 1979 to September 1979.

Sl. No.	Taluka	Target	Male	Female	Total	Achievement
1.	Nanded	700	5	76	81	11.5
2.	Hadgaon	850	61	220	281	33.5
3.	Bhokar	650	46	157	203	31.2
4.	Kandhar	880	35	182	217	24.6
5.	Biloli	1250	21	164	185	14.8
6.	Mukhed	750	17	89	106	14.1
7.	Kinwat	1100	211	201	412	37.4
8.	Deglur	670	9	81	90	12.8
Total (Rural)		6605	405	1170	1575	23.8
Total (Urban)		750	11	231	242	32.2
TOTAL:		7355	416	1401	1817	24.7

Source: District Health Office, Nanded.

Table no. 10, throws light on the Talukawise performance of the Family Welfare Programme. The perusal of the table would indicate that, all the seven Talukas of the District have achieved the very low success but the Nanded Taluka is lagging far behind. The achievement is very less i.e. 11.5 compared to all other Talukas.

Kinwat Taluka is biggest one and tribal area, the illiteracy percentage is very high even though the achievement is better. It is also clear that the response of the urban people is in a higher degree, than that of the rural areas.

Table - 11

Following table shows the Number of Family Welfare Centres operating in Nanded District during the year 1971-72.

Sl. No.	Taluka	No. of Centres	No. of sterilization/operations		Total	No. of IU CD injections performed
			Vasectomy	Tubectomy		
1.	Kinwat	2	355	351	706	1
2.	Hadgeon	2	547	132	679	20
3.	Nanded	4	1717	897	2614	22
4.	Bhokar	2	658	310	968	7
5.	Kandhar	3	926	294	1220	23
6.	Biloli	3	1604	165	1769	48
7.	Mukhed	2	685	228	913	55
8.	Deglur	1	823	41	864	7

Source: District Office, Public Health Department, Nanded.

It could be seen from Table-11, that there are 19th Family Welfare throughout the Handed district. Deglur is having only one and Handed has four Centres.

Opinions were sought from the respondents (Family Welfare workers) and they indicate that in Kinwat and Hadgaon Talukas some more Centres are required.

Staffing Pattern

Table - 12

The following table shows that village, Taluka and District level staff of Family Welfare functionaries and number of Centres.

Sl. No.	Staffing Pattern/Functionary	Local level	Block level	District level
1.	Number of Family Welfare Centres	H.A.	12	16
2.	Medical Officer	1	12	16
3.	Store-Keeper	1	12	16
4.	Coordinator	1	13	17
5.	Compounder	1	13	17
6.	Health Visitors	1	12	16
7.	ANMs (Auxiliary Nurse-Midwives)	6	69	96
8.	FPAs (Family Planning Assistants)	6	68	96
9.	Driver	1	13	17
TOTAL:		19	211	289

CONCLUSIONS:-

The Social Welfare programmes which are carried out in Nanded District, during the year 1979-80 were financed by Government. But with all the Governmental patronage and financial support one can say with a sense of defeat, the programmes are yet to gain their momentum.

The needs of children are many but our resources are limited. Our strategy should be to maximise the benefits from the available resources. The target groups should be selected judiciously so as to benefit the most deserving.

The child welfare scheme has been in operation since January 1, 1979, and the position and performance of the programme in the District is found unsatisfactory.

As, P.C. Chunder, the former Minister for Social Welfare and Education said, there is an urgent need for an integrated approach towards the welfare of the child. A greater awareness and cooperation among the public is vital and through the continuing action

of the Government with voluntary participation today's child could look forward to a bright future.¹

It is unfortunate that the Government has not paid adequate attention to the welfare of the society and due to this reason only a handful got benefitted. The villages and small towns do not have the necessary information about the schemes and hence there should be wide-spread propaganda about the introduced schemes.

Mr. Saran Singh, Secretary, Ministry of Social Welfare in this regard says that, the national plans should lay stress on the involvement of the community. Men and women had to be trained as health and nutrition workers and with the guidance of the professionals they could develop their own village centres. In the integrated child development programme, women volunteers received training in primary health care and nutrition to be able to work better with children and mothers in the village. Because they spoke the language of

1. National Seminar on "International Year of the Child", New Delhi, on 19th April, 1979.
'Social Welfare' June, 1979, Vol. XXVI, no. 3,
p. 18.

the villages and they were accepted by the rural people. Moreover, he emphasized that without involving the people and mobilising them to work for their own welfare, no amount of external aid could have a lasting effect.²

A scheme, a grant and some field level workers are not enough because our society is the stronghold of traditions, ignorance and superstitions. We have to eliminate the isolating hostile factor created by caste and class by planting new social habits in the minds of children. Now this cannot be done by slogans, exhortations or preaching to adults, but only by creating the habits that are necessary for civil life and national unit from a child's earliest years.

M.S. Chawla of Institute of Mass Communication pointed out that unless the media brought into focus the specific problems and needs of the most vulnerable sections in both the rural and urban areas, the vast problem of our child welfare would miss the perspective. Further, he said, there was also a vital need to

2. "The Times of India", New Delhi, February 26th, 1980.

educate the parents and community on the problem of child welfare. This could be done only through mass media by informing and motivating the rural community and people in the slums.³

In our peculiar social structure, there is a wide gap between introduction and implementation, this gap can be closed only by introduction of planning at Block levels. And there is a no doubt that the people will come forward with their determination, self sacrifice and united group efforts to make the programme successful.

Regarding the effective implementation of Adult education Programme the feelings of the K.R. Narayanan, Vice-Chancellor of Jawaharlal Nehru University, are quite appropriate and valuable. He says, that popular enthusiasm had to be created among the people for the successful implementation. This programme had not made much headway in India as its implementation was not done from the grassroots level. Greater stress had to be laid on making more

3. National Seminar on the "International Year of the Child", on 19th April 1979, op. cit. Pp.20-21.

and more women literate and if this scheme started at the places where men and women worked it would achieve greater success. He deplored the 'bureaucratic' approach towards this scheme and described the role of voluntary agencies to play in this drive.⁴

Often it is found that many of the adults are not very keen on attending the literacy centres. The teacher has to play here an important role. If he wins the trust of all the adult learners, he could work miracles. He must have, therefore, an infinite patience in the dealings with them.

The review Committee headed by Dr. D.S. Khotari has rightly recommended the involvement of voluntary agencies and educational institutions in the implementation of the programme on a national time-bound and result-oriented basis. Again emphasis has rightly been given on different aspects of adult education. It is in this context that voluntary agencies could come forward with specific programmes.⁵

4. The Times of India, New Delhi, 20th Feb., 1980.

5. The Times of India, New Delhi, May 3, 1980, p.6.

Expected progress in the implementation of the Family Welfare Programme has also not achieved. One can say it is due to the illiteracy and lack of community awareness. The basic reason for the miserably, low performance of the programme is that it has failed to take into account the social outlook of the masses. Since the essence of the Family Welfare and Adult Education lies in the improvement of the welfare of the whole community the people by themselves should come forward to share this burden, which requires a greater amount of motivation from the Government at all levels.

By and large, this is a very difficult task, since the masses are not much habituated to responding to such schemes, on account of the high rate of illiteracy. But without further delay the resources mobilisation programme must be adopted, because it can neither be initiated nor can be implemented by a single agency so far.

The voluntary organisations are still not coming forward to launch the programmes enthusiastically. They either feel that the grants they receive are insignificant to meet their requirements or they find

paper work cumbersome. Besides, prompt and systematic arrangement for evaluating the implementation is lacking. Therefore, organised efforts in evaluating the schemes are badly needed to ensure the efficiency of social welfare schemes operation and identify the problems of their operation.

Strengthening and stabilising the financial resources has to be considered not by the Government alone but by the voluntary agencies and public too. There is a need to change the administrative set up which alone would help in the promotion of overall programme and financial stability.

Some of the misgivings and stereotypes that persist in the implementation process can be eliminated if the programmes are designed, developed and prompted with relevance to present day needs of the vulnerable sections of the society. What is needed is the best use of resources and finance. This in turn requires careful planning from the grassroot levels.⁶

These schemes, no doubt have immense potentialities but its success would depend upon its proper implementation. It calls for a team of dedicated

6. Jain, h.K., "Programme Development for Social Welfare", Social Welfare, New Delhi, Feb.1960, Vol. XXVI, no. 11, p.16.

officials at the District, Block and village levels on whom rests a heavy responsibility of implementing the details of the scheme. It also poses a challenge to the voluntary agencies, to play an effective role in the implementation, because the real utility of the schemes lies in the benefits it has brought in practical terms.

In short, the year 1979-80 has not been marked by desired success in the distribution of nutritious food and immunisation and family welfare drive. To achieve these objectives Government efforts, officials devotion, and active participation of people are essential. Unless these three components are effective our objective will not be achieved. If high priority is given to the solution of these problems as well as the administrative ills, there is no reason to feel that they cannot be solved.

ATTITUDES AND OPINIONS OF OFFICIALS AND
NON-OFFICIALS

The pattern of relationship between the officials and the elected representatives is one of the important issues that has been attracting considerable attention. To implement the social welfare schemes in rural areas the cooperation and active participation of the non-official member or local leaders is of great importance. But on the other side the unnecessary and too much intervention of the non-official members create numerous problems and obstacles in the smooth working of bureaucracy.

The performance of two segments - official and non official - is of vital importance. Each segment has problems characteristics of its power-position and vis-a-vis the other segment. Differences in these power-positions account for the difference in approaches, involving conflicts and tensions. Even if similarity of social background and outlook is assumed, the educational levels of the bureaucrats are, on the average, distinctly high. Differences in this regard tend to make for a superiority complex on the part of officials.

This, however, is a part of the wider ethos, bureaucracy has traditionally commanded unique prestige among the vast masses of poor and backward people. The consciousness of being a part of the Government machinery coupled with that of superior educational, social and cultural background and of having powers, tend to make the officials elitistic and exclusivistic.

Moreover, democratisation, symbolised by the growing prominence and assertiveness of the non-officials has created problems of status insecurity. While similarly of social background could contribute to a more harmonious relationship, the potential for tensions, inherent in the interaction of dis-similar power-configurations has to be duly appreciated. Excess on either side aggravates tensions.

Tension between official and non-official in administration would arise because of the prevalence of difference in personality and thinking of both officials and non-officials.

In the administrative set-up the interaction patterns of officials and political leaders will be determined by demands made on each group, the problems taken to them, the pressures that leaders exert on

officials and their effect on the officials. In order to understand the dynamics of the relationship patterns, it is, therefore, essential to examine the interactions taking place between officials and non-officials in real life situation.

To know the attitudes and opinions of the officials and non-officials an interview schedule was constructed. The questions included in the questionnaire were of both kinds; open ended and with fixed alternative. The second purpose of questionnaire was to find out from the officials as to how they themselves conceived of their roles and functions in the administration.

Though the interview schedule was administered in their offices, the officials expressed their views freely. Interviews and informal discussion with officers and supervisory staff were, generally held in their own office rooms. Informal discussion has been very helpful, not only in obtaining data but also in establishing harmonious relation with the respondents, as well as to discover some very useful facts.

Opinions expressed by different categories of officials, though basically similar in many respects,

are of varying shades depending upon the nature and type of contacts which these officials generally have with the non-officials in the day-to-day administration.

In the course of field-work it was observed that, the officials have many complaints and grievances against the existing administrative set-up because their hands are tied due to long procedural and official formalities. They often point out that, such type of formalism affecting the proper and timely execution of programmes and the people are unnecessarily blaming them by criticising that, "bureaucracy is not so much competent in present situation." They pointed out suggestions for the improvement of the administrative system and few of them demanded the straight-forward repelling of strict observance of outward forms.

Most of the officials who are working as field staff generally come in direct contact with the local leaders. One Coordinator said, since I have experience of working in rural areas we are getting help of the rural people, and we will do much better work if only the local leaders are ready to cooperate with us.

A Health Visitor from the District Health Office said, that officials are unable to mobilise the rural and illiterate masses due to the lack of sufficient time and because they are far from rural life. Hence, in this connection non-officials are relevant and useful, they contribute to specific rural welfare objectives, for instance, Family Welfare Programme, Adult Education etc.

Not all the people have similar opinion. A Senior Assistant from the Panchayat Samiti office said, there is a great deal of political interference in the day-to-day implementation of the programmes and such interference is often done as a case of favouritism to give a benefit to a particular person and not for the personal gain.

It was observed that those persons who are working under the District Local Board with office-bearers and implementing staff of the Child Welfare Programme are able to carry on rather easily with office-bearers. They also expect greater cooperation from them, especially when they organise some campaign. While carrying out the family welfare or literacy drive programmes, they expect the office-

bearers or local leaders to visit and stay in the area in which a campaign is organised and encourage the people to participate actively.

It is the opinion of many officers that the local level bureaucracy is an instrument of modernization and social change but it is not committed to social welfare and taking it as a routine and regulatory work.

According to some officials, to implement these programmes people's share and response is essential but they are not getting the full cooperation of people.

One supervisor from the office of the District Adult Education, who is working under the scheme of Rural Functional Literacy Programme, said that if there is any programme such as spray pumps distribution, cow or buffalo distribution, free allotment of poultry forms, assignment of manure and seeds or seed corn with free of cost etc. public will participate entirely without any propaganda or publicity, but for any kind of public work such as road repairing, school building construction, sinking of the wells,

people will not come forward because they have to contribute some thing in the form of money or labour.

One Instructur, who is working in Tribal area under 'Tribal Sub-Plan' was suggesting that, villagers for whom they were executing the programme, almost all are labourers and some of them belong to the class of peasantry are continuously working whole day returning back to their houses in the evening, and we are conducting the classes in night time but due to tiredness village folks are unable to attend the classes.

One of the Junior Clerk who was dealing with Adult Education Scheme told the opinions of some of the villagers expressed by themselves, "Instead of we old people better you do some more expenditure on the education of our children because they are the youths of tomorrow and the pillars of the nation, we are going to die very soon, this is nothing but the wastage of money."

Indeed, the literacy programme is only for those adults who are in the age group of 15 to 35 years, but due to the non-availability of candidates we are allowing the aged and old persons to attend the classes

and even though the performance or enrolment is very poor, says one high school teacher who observed this picture in some villages.

Some of the Administrators, say that the civil servants must follow the rules and regulations very strictly because they are the only important and permanent things - otherwise everywhere one finds confusion and chaos. Regarding the decentralisation of powers to the local levels and autonomy of decision making to the subordinates to work speedily, on the other hand some of them feel that in the present condition, if more powers are given to them then there will be a chaos due to misuse of power and money.

Some of the non-official members of the child welfare Committee expressed their opinions. One of them was commenting the officials for their laziness, inefficiency and utter lack of initiative.

One office bearer and some higher officers expressed similar opinion about the class III staff. They say, "one can pressurise them to a full extent to get the work done of them, but as soon as one removes the pressure they return to their original mentality of not doing anything themselves.

One non-official member expressed his opinion about the attitude of officials, towards the illiterate, poor and needy villages as follows: "The officials have a very hostile attitude towards the rural, illiterate masses. They generally use an unparliamentary language when expressing their opinions about the local leaders. Moreover, they are inactive and indolent."

While complaining about the insufficient and unsatisfactory achievement, many of the officials replied that due to official work load, continuous meetings throughout the month and lot of paper work, they do not get time to take into consideration or to divert full attention towards implementation.

One Samaj Sevak who is contributing voluntarily for social welfare task in the rural areas and backward communities stated that, as there is a lack of sympathetic understanding by the officials of the work done, the field staff lose their interest in the work.

One interviewee, from the Panchayat Samiti office gave an account of performance of bureaucracy as given below:

The civil servants are aware of the fact that, the public blame them for their incompetency, inadequacy and negligence of work and officials accept this charge readily but never try to correct it, and hence it affects the quick, firm and timely implementation of the schemes.

One informant said that, the village persons do not approach the officials with their difficulties and problems because they do not have any confidence in them. He further said, the manner of behaving of the administrative machinery or implementary staff towards the uneducated, innocent and rural poor is crude. They cannot sit and mix with illiterate masses, because they think themselves to be superior. It clearly indicates that there is superiority complex among the officials. Lack of united efforts and coordination and lack of hospitality and sympathy is affecting the people's cooperation and participation.

In the course of field-work a Government servant pointed out that the corruption in public life and in the day-to-day administration is becoming greater. At higher levels the higher officers alone are responsible for the growth of this evil. Villagers

and local leaders at local level keep a close watch on the working staff hence it was less at lower levels.

With regard to Adult Education Programme three teachers including a headmaster say that the lazy teachers do not want to work under this scheme, therefore everyone should keep an eye on their working - whether they really come to school, stay there for the whole duration of the working hours and take classes - regularly. They further stated, the supervisors often write inspection reports sitting in their chambers and that is why literacy drive, family welfare and other useful programmes achieved a little success. To have a proper check on recruited staff as well as on resources given by Government supervisory staff, or 'Programme evaluation Committee' should inspect thoroughly carefully and regularly.

One lady clerk from the Collector office said that, the meeting of IYC Committee generally held in the meeting hall of the Zilla Parishad in which all members are expected to be present but many of them do not attend the meeting and do not take the active part in discussion. Therefore, it affect the quick decision making process and implementing process too.

Through observation and informal discussion with the field staff it come to know that while carrying out these schemes civil servants are facing certain difficulties, but they do not have sufficient and proper time due to office work to express it in detail. As a result of this it is necessary to call a meeting (monthly or after every two months) of the field staff to come out with their opinions and problems.

One vaccinator who was working under Health Department in the Tribal area of Kinwat Taluka when came to District Head Quarters for his official work said that, there is a great deal in supply of the funds in given and proper time and if the works are not executed in time or in proper manner then they will be held responsible for it. He further stated, they released an amount very late and will ask immediately for the working progress report in given time. Sometimes without utilizing a single paisa we send back the whole sum to the district authority, because we are bounded by rules and regulations. Hence it is notable that the authority should not take such a long time to distribute the grants and if unfortunately they failed to do so due to some technical difficulties,

they should not make haste for progress report, otherwise the responsible staffor officials feel uneasy and with this contradiction they do not implement schemes thoroughly.

Commenting on the administrative corruption the Block Development Officer (BDO) of Panchayat Samiti Nanded, mentioned that the officials and administrators are keen to eliminate and to root out corruption but that could not be done, unless new procedures and practices were evolved. Simultaneously, the continuous public awareness is also an equally important. At present the procedures suggested in the implementation of the programmes are unable to encourage the welfare task and similarly to avoid delay in getting good results.

Almost all the respondents who were selected for this study were of the opinion that decentralisation of powers and responsibility at local levels would help in implementing the programmes. But the only one respondent from District Health office who is serving there as a District Coordinator was firmly and containly opposed to giving them more powers. He remarked, "If local bureaucracy is given many powers

they would be misused definitely because they are irresponsible and do not know how, where and when to use the administrative powers given to them from higher authority." He was not opposed to any encouragement being extended to welfare agencies and providing more facilities to administrative machinery but he was opposed to giving them more powers in the form of monopoly.

As per the statement of Block Development Officer the majority of the benefits go first at the District levels and urban areas only. Because most of the urban area comprises of educated people who are always conscious about their rights and facilities. He also mentioned that it was difficult to organise rural illiterate people to carry out programmes. Since the essence of these programmes lies in the improvement of social beings of the community the people by themselves should come forward to share this burden, which require a greater amount of motivation of Government at all levels.

With the expanding functions of the Government and the vital role of the civil service in administration it is necessary to exercise control over the service in

the interest of the public. Such control is being exercised by the non-officials. However, one must observe whether this control exercised by the local leaders is to save their own personal interests or the interest of the community at large. Most often, the powerful rural oligarchy draws the lower echelons of the bureaucracy to subserve their own interest. The rural poor hardly have any say either in determining the welfare programmes or exercise control over the bureaucracy, which is the instrument to administer their programmes.

The whole attitude of the lower officialdom remains to plan their superiors and look after their own welfare. They lack a clear understanding of the problem of the rural poor. Their attitude largely remains one of contempt towards the large mass of people duplicating the relation of domination and subordination, master and servants, exploiter and exploited.

CONCLUSION: FINDINGS AND SUGGESTIONS

The existing civil service cannot properly deal with problems arising from the day-to-day administration of these schemes. Therefore, for the enforcement of these measures it is now extremely important to find out new methods. To carry out the social welfare administration successfully numerous recent and relevant ideas are required in present time but some of the former officials are not in favour of bringing about new changes. They want to follow the rules and regulations of the Government, even if they presented or created problems in their working. They do not want to run any risk by launching on any new experiment and hence it is quite difficult to run a welfare administration with such people.

In the implementation of social welfare programmes there are many problems such as inefficient administrative machinery, official-non-official relationship, red-tapism, lack of initiative, zeal and new outlook, non-cooperation of rural people, inadequate provision of funds, disinclination of voluntary agencies and so on.

The emergence of welfare state in this modern age is of significance and has a special urgency about it. Socialism has been accepted as a fundamental, social and economic ideal in contemporary India. Hence, welfare policies and programmes have a special relevance for the backward and underdeveloped country like ours.

Bureaucracy is a tool to carry out these functions successfully. It is the vital component in the process of programme implementation but due to various defects in it, it appears as a poor vehicle to carry out these functions. During the last two years these schemes have been carried out in the Nanded district but the achievement and performance of bureaucracy is very poor and unsatisfactory. For the lesser accomplishment besides the inefficient bureaucracy certain factors are also responsible as found out and collected through observation, investigation and discussion during field works which are presented below in the form of findings.

FINDINGS:

The child welfare scheme under which the services like elementary hygiene, health nutritional and child care were observed, was launched in the five talukas of Nanded

district. Through observation and discussion this scheme has been studied with a view to assessing the progress of the scheme. It was found that the scheme was not achieved the expected target.

In course of informal speaking it has been indirectly noticed that some of the civil servants wanted to change some of the existing rules and regulations which they thought "were not geared to welfare policies and were not in a state of efficiency or consistent with the spirit of implementation process."

Some of the members both officials and non-officials do not attend the important Zilla Parishad's and other meetings though they have got every right - (being a member of concern Committees) to attend it.

The evil of an administrative corruption flows from above and it can be minimised within the permissible limits but its complete eradication is a myth. Misuse of money and material will affect the smooth working of scheme and the people will unnecessarily suffer for it. In this way bureaucracy broke the back-bone of the welfare schemes due to its self interests and improper care of resources.

Both on the basis of supervision and investigation it could be deduced that systematic control over implementary staff was lacking and as a result of this there was no effective utilisation of the funds in respect of selected villages from four talukas of the district.

Efficient administration is a problem due to irregularity actions and irrelevant and contrary rules at every levels, often these levels act in contradiction of one another creating several problems and confusions. Besides there are different legal hurdles such as long procedural and official formalities which are not necessary. Civil servants are rule-bound and subjected to political aswell as procedural limitations.

Through observation it has been brought to notice that in some of the offices punctuality is not being observed in attending offices and some important meetings about implementation problems or other related matters. This affects not only the administrative efficiency but also the moral of those staff members who are punctual. Moreover, the staff which is working in the field, do not seem prepared psychologically to share their responsibilities with other employees.

Ineffective bureaucratic organisation has been used to carry out welfare programmes. This composition of the administrative structure proved that it was inadequate and its manner of functioning remained the same as it was earlier and it showed that the attitude of bureaucracy in the direction of welfare measures is routine and not new outlook as expected before the introduction of the schemes.

Maintenance of proper records, developing reporting system, establishment of proper and effective machinery these are all essential factors for correct execution. In this regard the official management was not quite satisfactory, which covered under the investigation.

There has been delay in drawing up programme plans, in sanction of funds, in actual implementation of the measures and their completion in all respects; for instance there are teachers appointed but no students i.e. illiterate adults.

The middle and lower level bureaucracy do not get opportunity to think of the problems in a broader perspective and as such are unable to convey the problems they face in the field. The responsibility of taking

decisions was centralised and the officials were not allowed to do anything according to their own pleasure and discretion or individual judgement when handling a particular problem in the field.

The facilities under the child welfare programme in the form of nutritious food, milk, packages, doses etc. offer to the poor and needy children are used only by a limited number of children and most of the children particularly from the rural areas were neglected.

It has to be clearly understood that non-officials intervention is relevant only to the extent, they contribute to specific social welfare objectives for instance to the sinking of wells, eradication of illiteracy etc. In some of the places it seems that where the officials and non-officials cooperate fully there is a sense of positive achievement and the facilities and money are provided without much difficulty. Therefore, these two groups viz. officials and non-officials should maintain the relationship for better results.

The educational attainment of the official respondents do not seem to have any bearing on their

attitudes but their belief in caste, favouritism, rural and urban area, family background etc. seem closely related to their attitudes, views and opinions for rural masses.

It is further revealed that a large majority of these respondents are not in favour of an adult education programme as a regular method of mobilisation or socialisation. They seem quite aware of the complications involved in implementation process and the fruits of the programme and hence feel that it is better to spend some more money in child welfare activities and family welfare programme instead of literacy work. Some of them openly criticized adult literacy programme as "an outdated and useless scheme." It indicates that the adult literacy scheme though launched and introduced at various levels is not accepted by the majority of the officials as well as the people.

These findings raise questions about the ability of new outlook and prospects to achieve national goals, which give local level officials wide discretion and more attention towards the effective implementation.

SUGGESTIONS:

As the Public Relations Officer expressed, "Eventhough the social welfare schemes were set out by the Government of Maharashtra for the betterment of society, unless and until the patterns of rules and official formalities as well as the long official procedures that govern these schemes are carefully reformed and changed the real goal is out of imagination. Moreover, if we want to achieve the required target, greater administrative and financial autonomy need to be given to the local branch of Government that carries out welfare activities."

Here the feelings of the officer clearly implies that the administrators' hands are tied due to long procedural and official formalities. So, the formalism and official proceedings must change for the better improvement and achievement. Similarly the district authority should give power to the village and Taluka Panchayats for making them active and responsible.

The allotment of more executive staff at the field level with their responsibility and accountability to carry out smoothly the welfare activities is also

an equally important element, to consider the problems arising out of the implementation.

Regarding the official rules and regulations the opinion of H.R. Chaturvedi is relevant to quote here. He appreciates that there should be uniform rules and code of regulations but they must not be rigid. There should be scope to accommodate local differences. Besides, the rules should be more easier and comfortable to modify or soften them in the light of new experience. There is a new meaning in simply announcement and execution of social welfare measures if the Government did not modify its rules, regulations, procedures, methods of functioning and nature of welfare activities on the basis of past experience, where the officials facing the problems. Hence, governing authorities must grant latitude to uniform and modify the standard of rules to suit local conditions.¹

It is not necessary to apply the same general model of rules to all the talukas, hence on that account some more funds and personnel should allocate

1. Chaturvedi, H.R., "District Panchayat Asserts for Autonomy"; Case Studies in Panchayati Raj, (CA Committee on Case Studies), Indian Institute of Public Administration, New Delhi, 1972, p.30.

in tribal area of the Kinwat taluka, in order to make a substantial impact on their well being. Also the principles and rules as well as a sum of money i.e. grants for various welfare programmes - should comparatively be more liberal for this tribal region because this taluka is the largest one among all the talukas of the district, and moreover, it is lacking in the field of education facilities, socio-economic conditions, agricultural production etc.

The intention of the Government to put forth the social welfare schemes, was to help the really backward and poor people. Therefore, such criteria should be evolved as would benefit only the really needy, weak, proletariat and backward classes of the society, rather than bourgeois, political leaders, the middle class persons and the class of peasantry. Though the allocated amount would have been spent on the child welfare programmes most of the beneficiaries are from urban areas, most of the amount have been spent on the children who belong to urban areas. The rural children who are in dire need of essential and basic facilities would, therefore, not get the advantage.

The responsibility of taking decisions while implementing the schemes should be decentralised to become smooth working and to get rid of overspreading difficulties. They also allow to perform, manage, serve and solve anything according to their discretion and individual opinion when handling or performing a particular scheme or problem at the field level.

One of the limitations, is that there is precisely a lack of preconception of programme directions. Hence, the task to be performed by the bureaucracy must be clearly defined with guidelines in advance i.e. it should be predicative, so that civil servants will carry out their function without any confusion.

Accountability of work should place according to the fitness of bureaucratic organisation to accomplish welfare tasks. The obligations of field level administrative machinery should be clearly defined and enforced. The field level workers should devote a portion of their unutilised time and energy for building up assets for the benefit of the community. In all these activities the entire rural community should be associated, because social welfare can be possible only through united efforts, since any welfare

schemes have no chance of success unless the majority numbers of the people accept its objectives, share in its making, regard it as their own and prepared to make the sacrifices necessary for implementing it.

The administrative machinery which is available today is inadequate in terms of providing a satisfactory answer to the problems arising from implementing process. For this reason, there should be adequate or sufficient staff in terms of quantity as well as quality so that the tasks set before them can be accomplished with reasonable effectiveness.

According to official sources it is noticed that very few number of persons who receive benefit were middle class and urban masses. Hence, unless the civil service makes special efforts to benefit the less favoured sections of the community within the shortest possible time it cannot justify properly.

Programmes which will add directly to the welfare of society such as child welfare, which has been suggested by the majority of respondents must have the highest priority. Secondly, the rural masses should frame proposals and make demand for any particular

scheme so that they will cooperate and participate in it and can enjoy the fruits of that scheme.

Every year or after a particular period there should be a review of progress and also annual plan for the coming year with increased production targets. After the schemes framed in this manner, the District Collector and higher authorities with the help of the village level bureaucracy supervising staff, evaluation committee members, non-officials and with the help of other available sources should see the achievement of schemes, performance of bureaucracy, response of public and on this basis provide the necessary help, proper guidance and adequate funds to carry out functions successively.

In the preparation of 'Village Schemes' the office-bearers will have to be fully associated, so that while implementing the scheme officials can avoid further conflicts and simultaneously there has to be the closest cooperation between the officials and non-officials.

The Block Development Officer and the other working staff of Block level, should function together

as a wellknit team to assist and advise the local level bureaucracy to carry out these measures efficiently and impartially in accordance with the rules and regulations and as pointed out earlier, the responsibilities of officials have to be clearly defined and enforced.²

Supervisory Committee is essential to assess the success and accomplishment of schemes and to suggest measures for ensuring effective utilisation of the resources. Proper management and control over administrative machinery, available resources and capital by all means would improve the practical value or usefulness of the schemes. It means, a correct and proper balance between supervision or control and utilization of money is necessary.

Effective coordination link among the field workers, supervisory staff, higher officials, office bearers, administrators, technical staff and voluntary agencies should be maintained and secured.

2. Krishnamachari, V.T., Report on Indian and State Administrative Services and Problems of District Administration, New Delhi, Government of India, Planning Commission, 1962, p. 38.

The decentralisation of powers and responsibility is inversely related to the administrative efficiency, so it will be helpful to deal with programme implementation more smoothly and effectively if some powers delegated to local levels. In practice, however, there was little transfer of powers and responsibilities to the field levels. Executive centralisation and lack of delegation of authority has raised an important question. It is indeed quite difficult to carry out the combined load of a regulatory work and welfare functions by the same functionary.

Therefore, the quick implementation of the programmes demanded the decentralisation of powers and cooperation between the elementary staff and administrative staff and other concerned agencies at the district, block and village levels. Besides, necessary attention should be diverted with immediate actions towards the day-to-day problems of immediate importance, so that whole administration should move with full swing. The personnel working in the proposed administrative machinery would feel greater responsibility since they are working in the organisation of their own which enables them to exercise authority.

One of the most frequently mentioned criticisms of the programmes of development in India has been that it has relied entirely on the urban middle class bureaucracy, whereas the programmes are to be implemented mostly in the rural areas, affecting the poor and illiterate peasants.³

Because, while introducing the programmes the major theme of Government was that local officials are most familiar with local needs rather than having urban officials set. Since, the middle class civil service is not well acquainted with rural life they are unable to understand and listen the problems and difficulties of the rural people. Moreover, they do not have required sympathy with poor masses since they are from rich and middle class families and with different backgrounds. Being an educated elite from developed urban areas they are not ready to serve in villages. Hence, it is of great importance and most essential to set up proper class of bureaucracies which is having local and rural background with experience and which is really interested in the welfare of rural backward communities. In short, implementation of welfare schemes should primarily be in local hands.

3. Jha, S.N., Representative Bureaucracy: An Indicator of Political Development, The Indian Journal of Public Administration, New Delhi, Apr/June 1979, Vol. 25, no.2, p.330.

The Evaluation Committee to evaluate the executed schemes must be appointed. For undertaking investigation and field inspections it will be helpful. This Committee should comprise of both officials and non-officials.

One of the most important functions of the Programme Evaluation Committee is to keep a watch over and judge the actual working or achievement of various programmes. The senior officers will carry out special inspections and investigations from time to time with this object in view and keep a careful watch over the progress. The responsibility of the Committee will be to ensure that the programmes are being implemented efficiently and according to schedule.

Expected progress in the implementation of welfare schemes has not been achieved due to the illiteracy and lack of community awareness. The case of Nanded town itself shows that the efforts of voluntary agencies could not bring out any substantial progress. The only remedy seems to be, therefore, an effective extension work.

Though the majority of the respondents (officials only) expressed liberal attitude towards rural people

and welfare activities and though they are in favour of social reforms, their attitudes towards rural masses have not changed practically, hence it speaks of the greater need to change the views of the officials in relations with illiterate and proletariat villagers, to build up their reputation as a friend and guide of the village families, to gain the confidence and harmony of village community and to establish themselves as the men sympathetic to their problems and anxious to help at any time in their solution.

The central purpose in formulating the social welfare schemes was to bring the welfare administration as near to the village as possible and by that way leads to the well being of the society. To achieve this purpose the administrative set-up should be well equipped with qualified team of officials for coordinated and integrated field extension work in the inter related sectors of social welfare, it also requires the association of the local people. Moreover, proper and systematic arrangements of staff essentially required, because the key to the social welfare measures is a village level executive staff or a multipurpose workers. It means that the re-examination

of the structure and functioning of the administrative machinery in regard to its operational suitability and its acceptability to the village people, is of the prime importance to eliminate factors responsible for the lack of effective team work.

It seems that the officialdom is heavily loaded on the administrative machinery and that gives the certain trouble to civil servants in implementing the schemes. As Richard pointed out, "No bureaucratic organization can carry so heavy a load and acquit itself well, under democratic conditions."⁴

Non-officials or local leaders can help in getting the people's cooperation for carrying out schemes because, they have at least that much influence (political) on the society and on the local administration. They can pressurise the officials to ensure that the officialdom does not increase in the administrative process. In short, the non-officials act as a helping hand to the Government servants rather than as an agency of obstruction. Hence, the administrative

4. Taub, Richard, P., Bureaucrats under stress, (Berkeley), University of California Press, 1969, p. 203.

machinery, implementary staff and the non-officials must have an atmosphere of coordination rather than of confrontation.

Consistently there has been a lack of political will for formulating effective laws and to implement them. Lack of political will arises from the present power structure in the country. To ensure the greater success in this field, resolute and unambiguous political will on the part of the ruling party is very essential. Political parties have not so far played the role expected of them in the welfare field community at large.

The timing of the proclamation of certain schemes and their actual implementation is indeed a great dilemma. For instance, in Handed district they inaugurated the 'Year of Child' on 1st January, 1979 but up to the month of June there were not a simple activity regarding the said programme. That is why, there is a need of closest possible attention to the programme introduction and its timely implementation.

An important test of the success of the social welfare measures may in implementing these schemes by

creating public opinion and educating the people in their rights and obligations. By and large, this is a difficult task since the rural masses are not very much habituated to responding to such schemes in view of the low rate of general consciousness on account of the high rate of illiteracy. But without further delay the resources mobilisation must be adopted, because at present the flow of mobilisation on the parts of officials is very slow as well as low, hence there is greater need to make mass media more effective.

The careful, effective and efficient implementation of the social welfare programmes is probably the greatest challenge today to both urban and local officials. Hence, the central promise is that the effectiveness of the execution of these measures, which is crucially dependent on the competence of bureaucracy, to plan, initiate and coordinate. By and large an implementing machinery should build on the acclaimed foundations of sincerity, spirit of service and sense of responsibility to provide an essential public conveniences and comforts and to entrust the execution of certain social welfare schemes for the purpose of

promoting the development of democratic institutions, and securing a greater measure of participation by the people in the said schemes and welfare affairs.

In conclusion, it needs to be stressed that the social welfare measures, if effectively implemented would go a long way towards creating a rural structure which can achieve social justice, economic equality and political stability.

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