

# “Impact of Communication on success or failure of National Employment Guarantee Act”



*A Minor Research Project Submitted*

To

*University Grants Commission*

◆ By ◆

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## **Summary**

### **Chapter 1: Introduction, Data Base and Research Methodology:**

This chapter is concerned with the concept of rural development and communication, role of communication in rural development administration, significance of study, objectives, hypotheses, delimitation and limitations of the study, research methodology, sample selection, methods used for data collection, data processing. review of works inclusive of books, journals, research papers, government reports. These literatures focuses on different aspects of rural development, most books presented the communication process, types of communication, importance of communication in administration, communication for rural development, role of Information and communication Technology in rural development.

### **Chapter 2: Administrative Communication: Theoretical Perspective:**

This chapter focuses on theoretical perspective of communication. It included different meanings of communication given by different thinkers such as American Society of Training Directors, Gilson, and Odiorne, Ordway Tied etc. communication is the central nervous system of any organization, administration that controls, coordinates all activities through transmission of information to various internal and external related departments. This chapter also focuses on organization theory and communication from this theory's perspective, organization's environment and communication, process of communication, communication networks along with media or modes of communication, barriers for effective communication and challenges of technology for communication.

Barriers to communication block the flow of needed information. While communicating it is necessary to identify the barriers for the communication and accordingly the media or channel of communication should be selected.

### **Chapter 3: National rural Employment Guarantee Act: administration and working and communication**

This chapter focuses on the details of MGNREGA, historical background, salient features of the act, permissible activities, administrative structure and implementing agencies, MGNREGA and Communication procedural aspects, legal formalities of communication, forms and procedures of communication and communication at grassroots level that is at village level.

Our Indian administration system consists of top level, middle level and lower level having hierarchical administrative structure. All these three levels are important in the communication process from policy formulation to implementation. It is the responsibility of the legislative branch (Parliament) to approve policies and pass new laws to give legal effect to the policies. The important aspect of communication is legal formalities of communication like government resolutions, acts, ordinance, statute, which give legal delegation of authority to the administrative communication, which bring the policies into the process. These formalities explain the procedures and processes of policies. From policy formulation to implementation various entities like pressure groups, administrators, politicians, media etc. are involved. These play important role in providing information from all directions –from bottom level to top level, from top level to bottom level, horizontal flow of information. Along with these channels. Another medias used for communication in an administration are written, oral communication. The most important factor of communication is language used in official documentation and to provide the information. In Maharashtra most of the official work is carried in Marathi language. Effective and successful communication depends on smooth flow of correct information. Hence decisions on policies should be communicated through proper language and in understandable language up to the beneficiary of the scheme.

#### **Chapter 4: Data processing, analysis and Interpretation:**

After collecting the data, the method of converting raw data into meaningful statements includes data processing, data analysis and data interpretation. This chapter is mainly concerned with data tabulation, diagrammatic presentation of the quantitative data and analysis. This chapter is divided into two sections

Section 1. Decentralization and local Governance in Aurangabad district

Section2.Data processing, analysis and interpretation.

**Section1.**Deals with local government system in Aurangabad district. It includes details of Zilla Parishad, Block level and village level administration its structure, working and review of schemes implemented in the year 2011-12.

**Section 2.**Includes the analysis, tabulation and interpretation of data. The statistical method applied is Chi-Square test, which is used as test of significance. It is used to judge the significance of population variance that is we can use the test to judge if a random sample has been drawn from a normal population with mean and with a specified variance.

In present research the Chi-square test applied to observations shows that observed frequency and estimated frequency based on equal distribution when calculated Chi-square ( $\chi^2$ ) are significant at given level. That means it conveys the existence or nonexistence of the relationships between the variables investigated.

## **Chapter 5: Conclusions and Suggestions:**

This chapter deals with the testing of hypotheses and general conclusions drawn from the study. There are some recommendations given from the study.

Present study is based on the communication of information about the MGNREGA in rural development administration. It focused on the finding of barriers for effective communication of information of scheme. The summary of findings is as following

- **Uniformity in administrative structure:**

In India Rural Development administration have various departments, regional offices, field offices, wings, sections etc. there are various hierarchy levels. The structure is not uniform. Funds available with PRIs from other sources (such as the National Finance Commission, State Finance Commission, State Departments) and other Central or Centrally Sponsored Schemes (such as the Swarnjayanti Gram Swarozgar Yojana[SGSY], Drought Prone Areas Programme [DPAP], Desert Development Programme[DDP], Backward Area Grant, etc.) can also be dovetailed with NREGA funds for the construction of durable community assets/works permissible under NREGA. However, NREGA funds should not be used as a substitute for Departmental Plan funds of different departments and agencies. Funds from other programmes for the works permissible under NREGA can be dovetailed with NREGA funds but not vice versa. These aspects should be taken care of in the Perspective Plan. In such case due to lack of coordination and cooperation in between the departments there is delay in implementation or work remains incomplete.

- **Low Convergence rate:**

To ensure inter-departmental coordination and resource pooling and facilitate convergence at the district level, as the line departments are under different line of command and control, District Collector has been notified and given a mandate and the required authority for accomplishing the convergence. District Collector alone cannot handle this work due to responsibilities he have. For example Integrated Watershed Management Programme (IWMP)

was identified by the Ministry of Rural Development as an important scheme for convergence with MGNREGS as more than 50 per cent MGNREGS works are related to soil and water conservation. Joint convergence guidelines were issued in May 2009 to states for convergence between MGNREGS and IWMP. One of the important measures outlined in guidelines was creation of District Resource Group at district level with representatives from Watershed Department, Agriculture Department, Water Resource Department, Department of Rural Development and Panchayati Raj for facilitating knowledge sharing, planning, communication, training, technical support, resource pooling and monitoring and evaluation. But in practice it was observed that no initiative has been taken to facilitate this convergence. Hence due to not having coordination with different departments this convergence rate is low in Aurangabad district (As per the opinion given by the administrative officers). Hence separate convergence officer should be appointed who will function as coordinator, plan with the concerned departments, evaluate and monitor and allocate the funds.

- **Unwillingness and apathy of bureaucrats and political representatives:**

It is another most serious problem in India that has effect on development. Political interference is common especially when programs that will not evoke favorable reactions towards the politicians, information about is not communicated. In India due to multiparty system, different levels of government are controlled by different parties, thus pursuing differing goals in the same policy area. Sometimes the ruling party will implement and convey message according to their perception, when another party is in ruling, it works according to their perception, hence the end result is either incomplete or improper implementation of program. In the implementation of program the role of political members is crucial. If the program to be implemented entails adverse effects on interests of the beneficiaries, then it can be neutralised only by firm sustained political determination. For example in case of land acquisition for road development there are conditions of resistance from people whose land is affected, in such situations local politicians from that particular area can convince the people and neutralise the resistance. Hence political persons act as a communication link between administration and people. Another aspect is apathy of bureaucrats towards the work. Additional workload besides their regular duties, unwillingness towards the work in rural area is some of the reasons

- **Lack of proper training**

Unpreparedness of the field is a reason for poor implementation. The field staff is not receiving proper training hence they are not sure of the methods and techniques for execution of programs. Usually communication is only one way that is from top to bottom in the form of letters, orders, directives, notifications, circulars etc. hence training is necessary to clear the objectives, procedures of implementation, funding pattern, role of functionaries responsible for implementation, Government have designed various training modules, to train officials and political persons. YASHADA from Pune is imparting training with this respect. Different seminars, conferences like Sarpancha's Conference, workshops are arranged in order to make aware the officials and Grampanchayat members, but still there is lack of clarity among them. These training programs are rule bound, to finish the targets which is based on documentation, but there benefits are not evaluated. Also almost all training is classroom training, which lacks practicability of knowledge. Sometimes success stories are shared during these training programs. It is necessary to carry out training and sensitization programs extensively in each block. Training institutes must be formed in each block. This can be done by forming partnership with colleges in that blocks for training.

- **Education level**

Top level administrators are highly qualified having professional knowledge. But actual implementer's educational level is low and lack professional skill and training. Another fact is educational qualification of politicians. The number of highly qualified political persons is very less. Due to reservation policy to the women their ratio in the politics has been increased, but at the grassroots level in most of the GP the members are illiterate. They are not clear about basic things like Grampanchayat act, functioning of GP, powers of GP etc. even at Zilla Parishad also same is the condition. Lack of professionalism, lack of sufficient education have effect on communication, People with low literacy can only read short pieces of text and understand a specific piece of information at a time. If text is not written in clear language and presented in a simple layout, they have trouble in understanding it. People who have poor literacy skills may also have trouble in organizing information, also people may have difficulty in understanding the newspapers, handouts, brochures, circulars etc. so they don't find out about important community notices and other information.

- **Public Private Partnership:**

Now a day many programs are undertaken through public private partnership. There are certain companies that are undertaking different development programs under social corporate responsibility. One of the example is of Pepsico which under its corporate social responsibility activity, in association with the ADI conducted a water resource assessment study in 2009 in Wahegaon village of Gangapur taluka. Check-dams were constructed on three rivulets that pass through the village and over 100 water recharge structures in the locality, to facilitate better water access to the farming community, there are over 1,000 acres of agricultural land in the village and it is mostly rain-fed. With poor access to water, farmers had to be content with a single crop during kharif season. Annual average rainfall here is about 700 mm and during a good monsoon, the excess rainwater used to drain away without serving any purpose. With check-dams, the groundwater levels have improved over the last two years. Most 30-40 feet deep wells in the vicinity are now filled to the brim. With adequate water, farmers are now also cultivating sweet lime and other crops in the Rabi season. Awareness programmes were also conducted for farmers to help them adopt better farming practices. The corporate and civil society intervention has also brought change in the thought-process of the villagers.

Communication of information is a key to the success of fulfilment of the objectives of government. Information should reach to the people who are directly or indirectly concerned with the implementation of the schemes.

- **Lack of motivation of government officials:**

There is no reward system to government officials for best work done. Officials lack will power towards the work there are many reasons like political interference, lack of motivation etc. Government officials are not rewarded, their work is not appreciated hence there is low morale towards the work. If the government functionaries working at the block level, village level and district level are rewarded then they will be motivated towards the work. It is necessary to change their minds. According to Chester Bernard revolution is necessary