CHAPTER IV

LAUNCHING OF PACKAGE PROGRAMME IN RAIPUR DISTRICT.
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Criteria for the selection of package districts:

The state government selected Raipur district for the implementation of package programme on the basis of the following criteria:

1-Availability of assured water supply over large areas.
2-Minimum of natural hazards such as drainage problem, floods and soil conservation problem.
3-Existence of well developed village institutions like Panchayats and co-operatives.
4-Maximum potentialities for increasing agricultural production within/short time.

Selection of Raipur district:
The Madya Pradesh government selected Raipur district for the package programme on the basis of the above conditions. Regarding the first condition that the selected district should possess assured water supply, the Raipur district did not possess adequate irrigation facilities. The term assured water supply was mistaken for assured rainfall which was estimated at 60 inches per year. The average rainfall of 60 inches was taken for assured water supply.

The district possessed Mahanadi canal (Major and medium) for irrigation purpose which covered an area of two lakh acres. In addition to this canal, there were several tanks and small canals which supplied water in rainy season only and provided protective irrigation facilities for an additional area of 1.50 lakh acres. Thus, the irrigation facilities were available to 2.50 lakh acres or 17 per cent of the total cultivated area of 21.66 lakh acres. Moreover, the irrigation facilities were available only when the early monsoon resulted in early rainfall. The canals usually served in the month of August and September and after September the canals went dry. The rainfall was quite uncertain, erratic, and often scanty. Above all, the distribution of the average rainfall did not remain even over the crop season and long gaps between the rains, usually, occurred.

TABLE IV.

As can be seen, there was not a single year with average annual rainfall of 60 inches. By and large, the Raipur district did not fulfill the first condition.

As regards the second condition that the district should possess minimum of natural hazards, the Raipur district possessed serious natural hazards such as the soil erosion in Bhatwa, Bardari, and unbunded land; frequent droughts; and drainage problems, etc.

Regarding the third condition that the district should have well developed village institutions like co-operatives and Panchayats, the Raipur district did not possess the effective organization of Panchayats as Panchayti Raj was not yet introduced in the state. The condition of
co-operatives was far from satisfactory as only 59
primary societies were placed in class B (Audit classification
, 1124 primary societies were placed in class C and no
society was placed in class A. The cooperative societies
adopted complicated procedures of financing which involved
corrupt practices at each level. The loans granted, were
, generally used for unproductive purpose.

As regards the fourth condition, that the
district should have maximum potentialities for increasing
agricultural production within a short time the Raipur
district, no doubt, possessed potentialities for increased
agricultural production but the comparative potentialities
of the different districts were not ascertained.

However, all the package districts did
not fulfill all the conditions as these conditions were
idealistic and did not exist anywhere anywhere, but the
Raipur district did not fulfill any of the conditions laid
down for the selection of package districts. The district did
not possess even the most essential condition of assured
water supply. Thus, the package programme was started in
Raipur district in the most realistic and heterogenous
conditions.

**Basic Facts Regarding Raipur District:** (1961) 55

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**Facts and Figures on Package programme districts, Raipur
District, Chhta Pradesh (Delhi: Farm Information Unit, Director
of Extension, Department of Agriculture, 1961)**
Office building of package programme at Raipur.

A farmer's family in paddy thrashing ground.

Some useless improved implements lying near by the block building of Bilaigarh block.
The Raipur district is situated in the heart of Chhattisgarh region of Madhya Pradesh. The district possesses an area of 52,56,698 acres or 8,214 Sq.miles. The large part of the district has elevation ranging from 500 to 2,000 feet above sea level. The development blocks of Bhatapara, Simga, Tiida, Taliari, Sarasipali, Basana, and Dharoiwa have elevation below 500 feet above sea level. The district can be divided into two regions i.e., Chhattisgarh plains consisting of 18 blocks except the development blocks of Bastar plateau consisting of Bagbahara, Chhura, Sihawa, Deobhog, and Gariabana development blocks.

The average rainfall in the district ranged from 35 inches to 66 inches in Kasdol, Sarasipali, Basana, Pitnora, Abhanpur, Rajjim, Chhura, Kurud, Meagarloa, Dhamtari, Sihawa, and from 40 to 48 inches in Deobhog, Gariabana, Bagbahara, Mahasamund, Raipur, Amog Arang, Tiida, Simga, Taliari, Balouabazar, Bhatapara development blocks. The average rainfall was recorded at 60 inches for the whole district.

The mean maximum temperature ranged from 25° to 41° centigrade in December and May respectively and the mean minimum temperature ranged from 12° to 28° centigrade in December and May respectively.

Soils:-

The soils of Raipur district can be grouped in three main categories:-
1. The soils in Jhatapara, Malodabazar, Kascol, Saraipali, Pallari, Simla, Toda, Dharsiwa, Pithora, Mahasamund, and Arang development blocks are red and brown known as forest soils.

2. The soils in Bilasgarh, and Basama development blocks are red and brown sandy soils on sandy stones and shales.

3. The soils in Bagbahara, Abhanpur, Kurud, Sihawa, Nagarlo, Shantari, Deobhog, Gariaband, Nageim, and Chhura development blocks are mixed black, red and yellow soils - Archeans and Bharwarians.

According to revenue classification, there are mainly four groups of soils divided again into four sub-groups, ranging from heavy clay to light sandy soils:

1. Kanker
2. Dorsa
3. Matasi
4. Bhata.
5. Kanner Dorsa
6. Dorsa Matasi
7. Matasi Dorsa
8. Bharri.

TABLE V

<table>
<thead>
<tr>
<th>Type of Soil</th>
<th>Depth Per cent</th>
<th>Per cent</th>
<th>Per cent</th>
<th>Per cent</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Inch Nitrogen</td>
<td>Phosphate</td>
<td>Organic</td>
<td>Lime</td>
<td>Matter</td>
</tr>
<tr>
<td>---------------</td>
<td>----------------</td>
<td>----------</td>
<td>----------</td>
<td>----------</td>
<td>----------</td>
</tr>
<tr>
<td>1</td>
<td>0-9</td>
<td>0.044</td>
<td>0.040</td>
<td>0.79</td>
<td>1.12</td>
</tr>
<tr>
<td>2</td>
<td>0-9</td>
<td>0.089</td>
<td>0.052</td>
<td>1.32</td>
<td>1.12</td>
</tr>
<tr>
<td>3</td>
<td>0-9</td>
<td>0.001</td>
<td>0.018</td>
<td>1.22</td>
<td>0.014</td>
</tr>
<tr>
<td>4</td>
<td>0-9</td>
<td>0.039</td>
<td>0.019</td>
<td>1.02</td>
<td>0.014</td>
</tr>
</tbody>
</table>

Table adopted from Facts and Figures on Package districts.

Map-1, Map of Ratpur District Showing 23 Development Blocks, Roads and Canals.
As can be seen, dorsa and Matusi soils are the best soils for paddy crop as they possess higher percentage of nitrogen and organic matter. On the whole, soils are deficient in nitrogen and phosphate.

**Land Holdings**

The average size of holdings in the district is 2.60 acres. Nearly 72 per cent holdings fall under 2.5 acres, 22 per cent holdings fall under 2.5 to 7.5 acres, 4 per cent holdings fall under 7.5 to 15 acres and 2 per cent holdings fall above 15 acres.

**Population**

The total population of the district was 20 lakhs in 1961 with a density of 244 per Sq. mile. The male population was 9.85 lakhs and female population was 10.19 lakhs. Thus, female population was more than the male population. According to the census of 1971, the total population of the district is 26 lakhs. Nearly about 57 per cent people of the total population constituted the total working force, of which 85 per cent workers were agricultural labourers. The female participation was higher than the male participation due to social and traditional factors i.e. great freedom for women in Chhattisgarh area and greater participation in farm operations. Except ploughing, the female workers participate in every agricultural operation. This factor is very helpful in providing adequate manpower at the disposal of the farmers whose work-load is shared by the female workers, substantially.
### Crops

<table>
<thead>
<tr>
<th>Crops</th>
<th>Area in acres</th>
<th>Yield per acre</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Rice (Broadcasted):</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Irrigated</td>
<td>2</td>
<td>1240</td>
</tr>
<tr>
<td>Unirrigated</td>
<td>15.00</td>
<td>970</td>
</tr>
<tr>
<td><strong>Rice (Transplanted):</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Irrigated</td>
<td>0.02</td>
<td>1650</td>
</tr>
<tr>
<td>Unirrigated</td>
<td>0.08</td>
<td>820</td>
</tr>
<tr>
<td><strong>Maize:</strong></td>
<td>0.25</td>
<td>500</td>
</tr>
<tr>
<td></td>
<td>0.02</td>
<td>500</td>
</tr>
</tbody>
</table>


The average yield of rice was 950 pounds per acre in the whole district in 1961. The major part of the district had Kharif crop area. The sowings of Kharif crops—rice, maize, groundnut, millets, and pulses etc. started with the break of monsoon and extended over early June to mid-August. Paddy was mainly sown with the break of monsoon and only a limited area was sown. Transplantation of paddy was limited to a small area due to lack of irrigation facilities for raising nursery, unassured rainfall or irrigation facilities for puddling of fields, and inadequacy of labour for transplanting operation. The harvesting of crops started from the middle of September and continued to the end of January. Some of the Kharif crops i.e. Tuar (Arhar) remain
in the fields for a longer period.

A considerable part of Raipur district was a single cropped area. A second crop in Rabi season was raised from the same fields through wheat or Utera sowing such as Toora (Lakh), linseed, gram, mung etc. whenever favourable conditions existed. The sowings of Rabi crops started towards the close of September and continued upto early December.

The district had an area of 32,232 acres under fruits and vegetables, 2 lakh acres under linseed, 17,000 acres under groundnut and 7.5 lakh acres under pulses. The main cash crops were sugar-cane cultivation on 1,947 acres, potato cultivation on 22 acres, cotton cultivation on 642 acres, tobacco cultivation on 182 acres, and condiment and spices cultivated on 6,962 acres.

Livestock:

Regarding livestock and poultry (1961), the district possessed 5 lakhs male cattle, 4 lakhs female cattle, and 1.70 lakh milch cattle. There were 2 lakh male buffaloes, 0.39 female buffaloes and 0.18 lakh milch buffaloes. In addition to cattle and buffaloes, the district possessed 0.34 lakh sheep and 1.87 lakh goats. As regards poultry, there were 4.25 lakh fowls and 0.04 lakh ducks in the whole district. The death rate of cattle and buffaloes was 8.3 per cent.

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57-B. L. Shastri, op. cit., 62.
Nearly 4.87 lakh male cattle and 2 lakh male buffaloes were available for agricultural operations. In 1961, 27 cattle were available for 100 acres of net sown area with 14 ploughs. The total cattle population including live-stock and poultry increased from 24 lakhs in 1956 to 27 lakhs in 1961—an increase of 12.5 per cent. This indicates that the rate of growth of live-stock population was equal to the growth rate of human population in the district. There was 1.50 animals per man in the district in 1961.

Use of inputs:

Regarding the consumption of chemical fertilisers such as nitrogenous, phosphatic and potassic, the district consumed inadequate quantity of fertilisers. The farmers were not fertiliser minded and they were not convinced with the profitability of the chemical fertilisers.

**TABLE VII.**

**CONSUMPTION OF FERTILISERS DURING 1956-57 TO 1960-61.**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Nitrogenous (Tonnes)</td>
<td>2990</td>
<td>2555</td>
<td>5655</td>
<td>5429</td>
<td>5180</td>
</tr>
<tr>
<td>Phosphatic (Tonnes)</td>
<td>158</td>
<td>206</td>
<td>402</td>
<td>416</td>
<td>587</td>
</tr>
<tr>
<td>Potassic (Tonnes)</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>—</td>
<td>—</td>
</tr>
</tbody>
</table>

Table adopted from the Facts and Figures on Package Districts, op. cit. P. 15.
An area of 8,000 acres was brought under green manures in 1960-61 and 34,000 tonnes of compost was prepared. Dhainchha seed was introduced for green manure on a large scale. The consumption of chemical fertilisers per acre remained unsatisfactory as in 1960-61, the average dose of fertilisers per acre remained at 4.88 pounds including 4.57 pounds of Ammonium sulphate and 0.31 pound of phosphatic fertilisers.

The use of improved seeds of paddy was limited to 6.80 lakh acres. In 1960-61, 10,999 maunds of improved paddy seeds were distributed among the farmers. The government farms supplied the improved paddy seeds.

An area of 8,000 acres was brought under plant protection measures in 1960-61. The main pests and diseases of paddy which damaged the crop to a great extent were Stem borer, Swarming Caterpillar, Gall fly, Grass hoppers, Gunahibug, Rice hispa, paddy jassuids etc, and diseases like Stem rot, Helminthosporium blast etc. No considerable work regarding the plant protection measures was done prior to 1961-62.

Co-operative Societies:—

(1959-60)

There were three types of co-operative societies viz.

1. Primary credit societies including agricultural and non-agricultural credit societies.
2 - Large size societies.
3 - Service co-operative societies.

### TABLE VIII
**PARTICULARS REGARDING THE CO-OPERATIVE SOCIETIES.**

<table>
<thead>
<tr>
<th>Particulars</th>
<th>Primary credit societies</th>
<th>Agricultural Non-agricultural</th>
<th>Large size co-operative societies</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of societies</td>
<td>1324</td>
<td>1</td>
<td>28</td>
</tr>
<tr>
<td>No. of members</td>
<td>74761</td>
<td>24</td>
<td>7699</td>
</tr>
<tr>
<td>No. of borrowing members</td>
<td>30230</td>
<td>14</td>
<td>5543</td>
</tr>
<tr>
<td>Working Capital</td>
<td>10107151</td>
<td>1111</td>
<td>1184387</td>
</tr>
<tr>
<td>No. of village covered</td>
<td>2529</td>
<td>1</td>
<td>268</td>
</tr>
</tbody>
</table>

**Audit Classification.**

<table>
<thead>
<tr>
<th>Classes</th>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
<th>Unclassed</th>
<th>Unaudited</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>59</td>
<td>1124</td>
<td>11</td>
<td>1</td>
<td>16</td>
<td>113</td>
</tr>
</tbody>
</table>

Table adopted from the Facts and Figures on Package Districts, op cit. PP. 30-37.
The audit classification shows that the organisation of co-operative societies was not viable and their work was not satisfactory. The loans were advanced in both cash and kind on the basis of repayment capacity of the member farmer. The group officer prepared the loan application of the member farmer and submitted it to the Branch Officer of the Bank to which the society was affiliated. The Branch officer after due scrutiny advanced the loan to the member farmer by assuring cheque on the Central Co-operative Bank. The rate of interest charged on loan was 6 per cent. The rate of interest paid on deposits was ½ per cent on current deposits, 2½ per cent on saving accounts, and 2⅔ per cent on fixed deposits. The recoveries of loan were made in cash only.

Co-operative Marketing:- (1959-60)

There were 6 marketing societies in the district with the membership of 7,221 individuals, and 735 co-operative societies as members. The working capital amounted to Rs 15,27,526 and the share capital amounted to Rs 4,23,026 including the shares of individuals Rs 87,029, shares of co-operative societies Rs 68,610, and share of government of Rs 2,60,607. The funds of the societies amounted to Rs 1,28,086 and own funds amounted to Rs 5,00,994. The maximum borrowing limits were fixed at 8 times of the share capital and reserve fund.

Actually, no marketing was done by
these societies. The district processing and marketing society LTD. continued to work as an agent for procurement of food grains at five centres i.e. Raipur, Rajjim, Kurud, Chatapara and Balodabazar. The value of goods supplied by these marketing societies amounted to ₹18,56,212. These societies had 69 godowns with a capacity of 6,002 tonnes.

The district was divided into 23 development blocks namely:
1- Raipur 2- Arang 3- Abhanpur 4- Kurud.
5- Sihawa 6- Kagerlo 7- Pallari 8- Bilaigarh.
9- Kasol 10- Saraipe 11- Pithora 12- Mahasamund.
13- Pingeswer 14- Cariaband 15- Deobhog 16- Chhura.
17- Chatapara 18- Simga 19- Tilda 20- Balodabazar.
21- Dhamtari 22- Daybahara 23- Basana.

At the time of inception of package programme in Raipur district, only 16 development blocks were selected for the implementation of the programme, because all the development blocks were not covered under the community development programme. The package programme was to be launched only in those development blocks which entered the stage II. This shows the backwardness of the district in the sense that even after a decade, all the development blocks of the district could not be covered under community development programme.

TABLE IX.
### BASIC DATA REGARDING THE 16 DEVELOPMENT BLOCKS OF THE DISTRICT

<table>
<thead>
<tr>
<th>Development Blocks</th>
<th>No. of villages</th>
<th>Agricultural Population Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Ralipur</td>
<td>126</td>
<td>19410</td>
</tr>
<tr>
<td>2. Arang</td>
<td>169</td>
<td>15500</td>
</tr>
<tr>
<td>3. Abhanpur</td>
<td>133</td>
<td>16016</td>
</tr>
<tr>
<td>4. Kurud</td>
<td>134</td>
<td>13555</td>
</tr>
<tr>
<td>5. Sihawa</td>
<td>196</td>
<td>11882</td>
</tr>
<tr>
<td>6. Magarliou</td>
<td>142</td>
<td>6726</td>
</tr>
<tr>
<td>7. Palliari</td>
<td>152</td>
<td>9944</td>
</tr>
<tr>
<td>8. Bilaigarh</td>
<td>218</td>
<td>12000</td>
</tr>
<tr>
<td>9. Kasdol</td>
<td>194</td>
<td>16610</td>
</tr>
<tr>
<td>10. Saraiyali</td>
<td>242</td>
<td>14529</td>
</tr>
<tr>
<td>11. Pithora</td>
<td>263</td>
<td>4861</td>
</tr>
<tr>
<td>12. Mahasmund</td>
<td>180</td>
<td>16650</td>
</tr>
<tr>
<td>13. Pingeswer</td>
<td>126</td>
<td>12376</td>
</tr>
<tr>
<td>14. Gariabund</td>
<td>177</td>
<td>4796</td>
</tr>
<tr>
<td>15. Leobhog</td>
<td>171</td>
<td>12940</td>
</tr>
<tr>
<td>16. Cenura</td>
<td>139</td>
<td>9602</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2778</strong></td>
<td><strong>201520</strong></td>
</tr>
</tbody>
</table>

Table adopted from: Facts and Figures on Package Districts, op.cit. p. 22.
Characteristics of the traditional agriculture:

In Rampur district, agriculture was mainly done on at subsistence level for home consumption only and it was the mainstay of the 90 per cent of the people. The mass illiteracy and rigid socio-economic structure was mainly responsible for the prevalence of traditional agriculture. The farmer was not easily susceptible to change as he was not progress minded. Moreover the whole Chhattisgarh did not see the light of development as this region was almost neglected for years together. The means of communication and transportation were too poor to bring the new ideas and techniques into the district. By and large, the district was detached and segregated from the developed areas of the country for a long time which affected the agricultural development of the district adversely. It was only during sixties that the district marched ahead towards the achievement of modern mode of living with the establishment of educational and technical institutions, University, Radio station, and several development departments.

Main characteristics of the traditional mode of living:

- Limited wants:

The farmers had very limited wants which did not induce them to produce more than what they had. Most of the farmers possessed two loin cloth and one Dhoti; took ordinary diet without vegetables and Ghee; Lived in
small mud houses; used mud pots and a few utensils etc. They did not have the wants of comforts and luxuries, and their necessities could be counted on the tip of fingers.

2- Conservative and tradition bound mentality of the farmers:

The tradition bound mentality of the farmers was the main hindrance in the adoption of new ideas. The farmers lived in the muddle of superstitions and dead beliefs which made them unreasonable, timid and less adventurous. The agricultural development suffered to a great extent owing to this very factor because it was the farmer who had to take the decision regarding the mode of cultivation. In Chhattisgarh where science and technology reached very late, the traditional way of thinking dominated every sphere of life to such an extent that the extension methods miserably failed in instituting an attitudinal change in the mental outlook of the masses. The community development programme could not get success in documenting a change in the tradition way of thinking. The new ideas involved more risk and more uncertainty which a farmer did not agree to undertake. Hence, the problem of agricultural development required a psychological treatment rather than technological change.

3- The use of traditional inputs, including local varieties of seeds and manures yielded a marginal produce which could only meet the marginal cost involved in cultivation. The combination of the traditional inputs reached the near-equilibrium and there was no margin for further adjustments in order to harvest a better crop with a higher yield level.
Hence the farmer was confident that any change would not play a miracle so far as the yield per acre was concerned. The traditional package of inputs did not include the plant protection measures, water management, and improved agricultural operations which played a dominating role in agricultural production. The farmers were solely incumbent on the meteorological conditions for the reward of his labour.

4-Most of the farmers were under the thumbs clutches of the village Bania or Sahukars who lent money at exorbitant rates of interest ranging from 24 per cent to 48 per cent and played various malpractices in granting credit to the farmers. The loans were generally taken for unproductive purposes which affected the investment in agriculture adversely. Land was mortgaged for loan purposes and was hardly received back. This practice caused a great disparity in the size of land holdings as the big holdings centered under the hands of few. The practice of land selling for the repayment of old loans in the district left barely uneconomic holdings (below one acre of land) in the hands of 43 per cent of the farmers.

5-The prevalence of some bad habits such as mass drinking specially in the scheduled caste and scheduled tribes; unnecessary expenditure at Mandai, and mass gambling etc.

Mandai is a Mela, annually organised to conglomorate the local Goddesses and Gods which lasts for seven or ten days. Males and females, at this occasion, drink heavily and dance for days together.
caused a serious setback in the economic conditions of the farmers and agricultural labourers. Most of the valuable time was spent in drinking and dance after harvesting the paddy crop and no supplementary enterprises or cottage industries were established.

These factors affected the socio-economic development of the villages adversely and a rigid structure of society was established which compartmentalised the knowledge and the potentialities of the farmers. The large size of family with a very small holding also limited the scope of new innovations and practices. The rate of capital formation was almost nil as most of the farmers did not fulfil the bare necessities of their family. Agriculture was a deficit economy which hardly provided a sub-marginal standard of living to the farmers and his family. A little deviation in the normal rainfall often created scarcity and starvation conditions which existed for years together in the district, especially, in Bhatapara, Baloda Bazar, Kasdol, Bilaigarh, Basana, Saraipali, and Pithora development blocks.

The package programme was expected to solve all these problems within, comparatively, a short period. Everybody was gazing at the programme to receive the benefits which it was meant to provide. At the beginning, the package programme undertook 16 development blocks and later on it was extended to 23 development blocks of the district. A simple package of improved practices was developed for Raipur district which was popularised
and implemented in the villages. An additional trained staff at district and block level was posted. The co-operative structure was rejuvenated and strengthened in order to supply adequate credit and production requisites to the farmers.

Let us examine the capability and effectiveness of the package programme in modernising agriculture in Raipur district which was expected of it.