Impact of Community Development Programme

on the Rural Economy of

NORTHERN MAHAKOSHAL (M.P.)

CHAPTER XIV

SUMMARY AND CONCLUSIONS

The present work devoted to the measuring of impact of community development programme, covers a period of barely 15 years. This is too small a period in a gigantic task of transforming the rural economy which above all depends on changing the spirit of the masses engulfed in the medieval ideology and ways of life. The period must of necessity represent the trials and tribunals of a brute society trying to adopt itself to modern ways and is a history of trials, difficulties, inertia, failure and limited success in various fronts. In fact the survey represents the teething troubles of a new modern society which is struggling to be born out of out-of-date medieval, superstitious society. We recapitulate below some of the salient features of this phenomenon and make the attempt to give their future shape and some constructive suggestions about accelerating the envisaged programme of rural development.

After independence, Government of India realised the need to solve the problems facing the rural India, problems of agricultural development and extension, social institutions in order to develop the country as a whole, by
transforming the state of under-developedness of the economy into conditions of development and progress particularly in the rural area. And this gave birth to COMMUNITY DEVELOPMENT PROGRAMME which was launched on October 2, 1952, aiming at revitalising the rural masses with a view to raising their standard of living - a gigantic task the emergent India faced. The Indian rural community development movement was evolved out of our historic experience and historic necessity. Many measures described in early chapters relating to rural reconstructions were taken up before launching the programme. As a result of these measures, there was quite remarkable progress in many directions during that period. But these measures were not integrated and touched only certain material objectives and the central purpose of all pursuits - the man was completely lost sight of. There was no effort to bring out the inner worth of the man and enhance his dignity. Fostered from above, such reconstruction programmes killed initiative, sapped creative energy and took away the man's self dignity. The Royal Commission on Agriculture and Gro More Food Campaign also laid the foundation stone for the programme and recommended that rural problems should be tackled as a whole in all its various aspects simultaneously.

Community development has to be distinguished from mere rural reconstruction or village development programmes in the sense that C.D. programme is investment in man - an effort to build up a new man out of men and thereby create new and better human potential. This very idea was ignored in early efforts of reconstruction programme. Community development seeks to impart
a new outlook and changed attitudes and stresses that development has to come from within, through man's own initiative and not super-imposed. It also seeks to bring man out of his age old morass. The main theme of C.D. programme is thus man, to help him to help himself- or more precisely to be himself. C.D. is thus aided self help method. In a nutshell, this movement was started to develop the rural India and to enthuse the rural population with a new spirit. Its main objective was to develop a spirit of self help and co-operative endeavour and inspire them with a new confidence. Today the entire country has been covered by the community development programme.

Prior to the inception of the programme, improved seeds and chemical fertilisers were not practised by the farmers and irrigation facilities were miserably low. Some improved methods of cultivation were known only to very few big land holders and educated farmers. As regards animal husbandry, no measures were taken up to improve the breed of the cattle and the programme of poultry keeping, fisheries etc. were not at all known to the villagers.

There were no well organised marketing facilities in the rural areas and no provision of selling the surplus of produce through marketing societies existed before the inception of the programme. The credit facilities were also poor in the area to meet the financial requirements of the farmers.

(As regards the popular knowledge of C.D. programme in the area it is quite satisfactory as more than 80%
knew about it.) The programme is known with object of agricultural development and alround upliftment of the rural areas. More than 50% of the villagers admitted that village problems were being tackled successfully or to some extent through the block agency. It may also be stressed here that lack of knowledge of the aims and functions of the programme to the villagers is a matter of sorrow and reveals poor publicity of the programme.) The enquiry also reveals that Extension officers do not regularly visit the villages and it is why the majority of the villagers had no contacts with them. Mostly the village tours by extension officers were confined to the big land holders in the villages avoiding the contacts with the general masses who constitute the majority and these are also deprived of the benefits of the programme for the most part. (It is suggested that before implementing the programme, the officials must try to make a wide publicity of it and the villagers must be explained about the objects of the programme thoroughly.)

(Agriculture:-)

(Agriculture is the main concern of the programme.) The villagers were interviewed on all the aspects of agricultural development sponsored by the blocks. (In this field lack of irrigation facilities is the most important problem though there are other problems also. Introduction of small irrigation projects is a desirable solution to solve the most important problem connected with agriculture.) It is hoped that M.P. Government decision to dig tube well in all the
districts of the State will prove a helpful measure in the way of irrigation. It has also been noticed that loan and subsidy taken for the purpose of digging the well were not properly utilised. Strict supervision is desirable in this direction to see that such subsidy is properly channelised for the purpose meant for.

In the long run the farmers can benefit by the small projects of irrigation within their means.

In the region under study, wheat is the main crop though other crops are also grown like jowar, paddy, gram, til and pulses. Improved implements and methods in agriculture have been introduced in the villages and most of the farmers admitted that there was improvement in the per acre yield due to improved methods. As regards the distribution of improved seeds, the figures reveal that wheat and paddy have been mainly distributed though other improved seeds have also been distributed but in a small quantity.) Compared to the year 1961-62 the quantity of improved seeds distributed was reduced in the year 1965-66 but it does not indicate that the same are less popular but a fact that farmers preserve the improved seeds once taken by them hence it is quite natural that quantity was reduced in the later years. The available information indicates that the area under improved seeds has increased more than double in 1966 compared to 1962. (Thus improved seeds are gaining popularity and village cultivators are taking to it.) Some varieties of paddy and other grains could not be popularised as they took more time to ripe compared to local seeds. But is this not
a matter of deep concern that the very purpose of improving the variety is not served as a part of seeds thus taken, is directed towards family consumption? There is no proper supervision on as to how the improved seeds are utilised. It is gratifying to note that farmers have come to realise that the yield of improved seeds is more compared to local seeds. The incentives to the farmers to grow cash crops and the provision for the same is a measure worth suggesting.

(The farmers have started using chemical fertilisers but its use is limited due to non-availability of irrigation facilities and absence of demonstrations. Hence it is quite essential that proper demonstrations must be arranged showing the method of using fertilisers.) Demonstrations should be very effective in a conservative and illiterate community, though, obviously its impact depends on the manner in which is done. (There must be also proper supervision that fertiliser distributed is applied to the land and Extension officers concerned should not take it for granted that after distributing the fertilisers their duty is over.) However, it is sufficient proof of the popularity of chemical fertilisers that its quantities has increased in more than 50% of the blocks under study and likewise area under improved seeds has also gone up. The use of compost has also to be increased and in this direction farmers must be explained the correct method of preparing it. Simply the filling up of statistics of compost pits must be avoided and villagers must be convinced about the practical utility of compost by actually helping them in preparing
such pits. Though irrigation facilities have increased in post-inception period of the programme as the irrigated area has gone up by 177% in 1966 compared to pre-block period, they are not enough viewing the greater need of use of irrigation in agriculture. In Banda block the chemical fertilisers have been practised in dry farming with great success. Keeping this in view efforts must be made to practise the same in other blocks also so that benefits of fertilisers are made available even without irrigation facilities. It is required that chemical fertilisers is used with great care in the rural area along with improved seeds as a general routine of felt needs. To increase the irrigation facilities in the villages, the credit facilities for digging the wells to the farmers must be provided. In the field of soil conservation, the measures of contour bunding and terracing have been taken up but soil conservation is not considered an acute problem in the area under study. Land reclamation has brought about an average addition of 3.6% in the cultivated area but it was known that the area reclaimed was not put to agricultural use constantly which shows that full benefits of reclaimed area were not taken up by the farmers. The fertility of soil can be maintained by the use of fertilisers and there is no need of leaving the land fallow for alternative year, as the system prevails in the rural area, in order to regain the fertility.

In the sphere of improved implements, some efforts are yet required to make them more popular such as giving them on the subsidy basis to the larger number of farmers and
convincing them of the superiority of such improved implements.) Japanese method of paddy cultivation needs much propaganda and stress, of course, keeping the limitation in view that irrigation facilities are necessary for this method and it is why much progress has not been made in this direction in the area under study. (In the field of co-operative farming the problem can be solved by forming the better farming and joint as well as collective farming societies in the villages. The farmers are more prone towards their individual rights in cultivation and are hardly willing for the joint venture. This is a social tradition which needs to be broken to reap the advantages of co-operative farming.)

But this is a fact that the awakening and growing consciousness among the farmers is reflected in the steady shift from traditional and subsistence agriculture to scientific and modernised agriculture and response of the farmers to the introduction of improved inputs and implements in the agriculture has been encouraging. "Now that the spiral of change is in process and village cultivators are on the move taking up improved agricultural practices resulting in more food fed into the commercial channels and cultivators getting more income, the need for continuing community development programme in India's national development is as great as when it was conceived on October 2, 1962."  

In the field of animal husbandry different measures have been adopted to improve the breeds of animal husbandry and control the diseases. (It was known that as a result of supply of pedigree bulls there has been improvement in the breeds in the villages though with small variations. Proper maintenance of the bulls and their utilisation only for the breeding purposes are essential steps in this direction.) In the field of artificial insemination not much progress has been achieved due to the poor propaganda of the programme. But it is a sign of relief to observe that the popularity of A.I. is on increase and villagers are willing to take to it. Castration has been undertaken on a mass scale but full confidence of villagers in the block method of castration is yet to be evoked. However, in few blocks the villagers have readily taken to this method and hopeful response has been obtained regarding the expansion of this method in rural areas. It is to be stressed that actual work though less is more important than merely giving unreliable high statistics for the sake of fulfilling the targets on the paper. In the field of fodder cultivation, viewing the problem of shortage of fodder supply in the area particularly in summer, steps must be taken to increase the fodder supply.

Other measures relating to animal husbandry such as silage pits, improved manger etc. must be regularly practised by the farmers. In most of the blocks good progress
has been made in the field of inoculation and vaccination of livestock and people are willing to avail the veterinary aid if timely available without much trouble. But still the villagers have sound belief on the local medicines. 

(Poultry has made appreciable development in some blocks but programmes of fishery and piggery have not made any remarkable progress.)

(Caste factor has proved an impediment in the popularity of these programmes of animal husbandry.) The scope of fishery is particularly very limited in the rural areas as the tanks required for this programme are generally dry in summer. Piggery is related to only lower rank of people so it has quite little scope.

(Rural Industries:)

Under the programme of rural industries training-cum-production centres have been started and subsidy and loans have been distributed to the artisans. Many efforts have been made by the Government for the spread of cottage industries through community development programme but they have not achieved desired success. It is quite true that conditions for the development of small industries are quite favourable in rural areas as they are labor intensive and require small capital. In view of the social and economic advantages expected from the development of cottage industries a special effort seems to be called for. (Two main problems connected with cottage industries are finance and marketing facilities though technical knowledge can not be ignored. These problems need immediate
solutions. No doubt the problem of finance has been solved to some extent by distribution of loans through blocks. One thing which has been noticed in the survey is that the villagers are not able to devote whole attention to such industries as they are busy in agriculture also and secondly the subsidy and loans are not fully utilised for the purpose of cottage industries. It needs proper supervision. Sometimes delay in the sanction of the loan and getting it after long time actually discourages the establishment of cottage industries. The development of industrial societies on a sound basis with a definite programme of taking up certain suitable cottage industries in the area may prove a concrete step. The conclusion of many studies in the field of industries that this programme continues to be the weakest link in overall development programme, needs rethinking in the present context. The programme of development of the rural industries has to be related to the concept of a decentralised economy in the future. To achieve a decentralised pattern of our economic society, it is essential to provide as near to the village as possible means of non-agricultural productive employment.

The survey also reveals that steps have been taken to facilitate the supply of raw materials and equipments needed by the village industries in almost all the blocks but fairly good response has not been forthcoming from the artisans. It is recommended that there must be proper supervision on the utilisation of loan and raw materials supplied to the artisans and loans must be granted after the thorough
enquiry of the purpose. If the very purpose of generating additional income and employment in the rural areas is not served through the rural industries, such methods should be devised so as to achieve minimum success in the above field. In the present time all the activities relating to the expansion of cottage industries in rural areas through block agency have been stopped and the programme is being handled by Industry department of the State and Industrial Estates sponsored by the Stage Government.

(Health and Medical Facilities:-)

According to the reports, there has been good development in the field of medical facilities. Diseases like malaria and small pox are no serious problems to the villagers today and they have been appreciably controlled but lack of drainage system and environmental insanitation are quite common to the villages. Necessary steps are required in this direction. The villagers have to become sanitation-minded clearly understanding that insanitation brings with it many diseases. Absence of improved latrines still continues to be a problem of non-acceptance by the villagers. This problem is connected with social attitude and needs a change in it. The villagers have to realise it themselves even without the persuasion of the workers concerned. But it will require time and change is not possible in short time in the habit which the villagers have been practising since the very beginning. The problem of drinking water can be solved by digging
more wells and deepening them. The survey reveals that the problem becomes acute in summer hence necessary steps without delay are quite important. The co-operation of the villagers and participation in cleaning and digging the wells can prove quite helpful. Installation of hand pumps where possible, is good alternative for rural water supply.

The medical facilities have also increased in the area compared to the pre-block period. Anti-epidemic and protective measures like inoculation and vaccination have been promptly adopted in the villages to control the diseases. (Previously district head-quarters hospital or hospital at tahsil level was the only source of getting medical facilities but now the problem has been to a great extent solved by the establishment of Primary Health Centres and sub-centres and villagers have now easy access to them.) Sometimes, as reported the villagers think it better to consult private doctors than to the medical personnel of the above centres on the ground of getting medical facilities and medicines better and proper care with the former. This suggests that there must be efficient doctors in such centres working with the sole aim of serving the rural masses carefully.

Maternity centres give no hopeful indications. More convincing measures are necessary to make people believe in the efficiency of such centres and establishing them in rural areas. Trained nurses can play a vital role in this direction as well as in moulding the out-look of the villagers. (Child welfare centres, too, have not developed in the rural areas
as they existed only in five blocks and attendance of the children was also very poor. The authorities concerned should take more concrete steps in establishing such Balwadis as they are called, ensuring timely supply of the articles required there for the proper development of the children.

Family planning programme is being popularised in the villages and according to survey report the villagers mostly understand the meaning and necessity of family planning. But the trouble is that they have not taken to it seriously. Though there has been good progress within the specified time in the field of vasectomy operation of males, females have not come forward for the operation to the desired extent.) Of course, some social and moral obstacles are there and they need to be removed. It is a good success that people are aware of the population problem. In view of achieving the success and good follow-up it is quite essential that operations of family planning must be conducted by efficient doctors.) There is no doubt that the basic programme pertaining to population control be intensified and speedily implemented and "besides the facilities which are undoubtedly needed in any large scale effort to limit families, there should be the greatest emphasis on moral and psychological elements, on restraint and on social policies as education of women, opening of new employment opportunities for them and raising of the age of marriage."1

1. Third Five Year Plan, op. cit. p. 678
Speaking on a population policy for the fourth plan, Dr. S.N. Agrawal has emphasised on family planning without medical aid in the following words, "the success of family planning programme in the country would depend upon the emphasis given to measures which did not require the use of doctors. Measures like late marriages of girls, use of condoms and insertion of loops by nurses and midwives should be taken in hand. Family planning should be demedicalised as far as possible and changed into an economic and social welfare programme. Demographers and social scientists should be appointed at the centre and in the States." It is a fact that increased food production and suppression of population are twin challenges at present that cannot be divorced either in emphasis or imaginative planning.

**General Education:**

That community development is investment in man itself emphasises the vital role of general education that creates new and better human potential. Though there was a programme of general education previously, it has received much more attention after the inception of community development programme. The blocks have added new dimensions to the education by the construction of school buildings and providing recreational facilities in the village schools. The data collected on the number of primary schools and others reveal that there has been a rise in such institutions after the inception of the programme. But it is sad to learn that recreational facilities
are not commonly provided to the students in such schools and the problem of school building has not yet been completely solved.

There has been quite favourable change in the attitudes of the villagers towards education and now they are willing to send their children to schools and want to avail all the opportunities in this field. The problems of shortage of teachers and school buildings need immediate solution.) However, there has been good impact of educational facilities in rural areas that the number of schools and students studying in them have increased compared to the early stage after the opening of blocks. It is suggested the village panchayats should take active interest in raising the standard of teaching in such schools and turn the village school into a primary agency and dynamic centre of village development plans and social education. A new formula is to be evolved to attain effective involvement of the village school in developmental activities.

Social Education:

Social education aims at expanding the mental horizon of individuals and creating a climate of intellectual curiosity by opening up new vistas of knowledge. It is pleasing to learn that most of the villagers have come to know the meaning of social education. Various type of social education institutions were organised under this programme from the very beginning. But these are now almost defunct and the survey has revealed that
the community centres have not rendered any useful service to the community of the village and under the women's club, the activities are confined only to Ramayan and Bhajan mandals and youth clubs have not led to the involvement of any significant development activities. Adult literacy which is a important part of social education has also not made any progress. It is imperative that if social education is to justify its existence it should launch immediately a literacy campaign to check the growth of illiterate population which is also increasing with the growth of population. It is to be realised that huge illiterate mass today is a dead weight on progress. The Fourth Plan has called for a nation wide literacy movement. It must not be understood that only block agency is responsible for adult literacy. As a matter of fact, it is a concern of every educated man and woman who have to help the drive against illiteracy. Schools, youth clubs, voluntary agencies and community organisations have to initiate intensive "down with literacy" campaign. The villagers are also required to come forward with active response.

Social education must also help to identify and strengthen the local leaders ensuring their active participation in the village development programmes. The current programme of education has to be revised and revitalised with shifting emphasis based on the changing needs of circumstances. The village school has to do much for social education and has to become the primary agency of social education giving a dynamic lead in the planning and implementing social education programmes.
If community development is to generate a self-sustaining progress of desirable social change, it is social education which can maintain the tempo of development voyage and provide the appropriate social climate for planned progress. It is also the responsibility of social education to accelerate the process of integration—emotional, social and national. Social education must also promote national consciousness and social cohesion. If social education succeeds in this great task of preparing a mental and social climate favourable to change and progress, its future is bright in this country. In view of these severe criticism of social education in the recent years, a definite concept and a well conceived programme of social education is to be evolved which will make it a substantive process of social change and development.

The new concept of social education has to take into consideration that social education is a life long process which provides education for all people for all time creating in them an urge and a desire for more knowledge on various subjects and its scope is as wide as social welfare itself and essentially social in its content and character.

Co-operation:

Co-operation has a very valuable role to play in any programme of social and economic development in our country. Under the programme of community development, co-operation has been assigned important role not only for the
development of agriculture but also for industries and other fields.

In the survey it was known that mainly there were four types of societies including credit, industrial, farming and other societies. In these societies the number of credit co-operatives was the highest. During the period of five years from 1961-62 to 1965-66 there was 68% increase in the number of societies. Likewise there was also increase in the membership of these societies.

Though the programme of credit co-operatives has high-lighted the urgency of accelerating the progress of re-organisation of village credit aiming at maximum agricultural production, the desired success has not been achieved. The village money lenders still continue to charge a high rate of interest from the farmers. (Credit received from the co-operatives generally forms an item of income in the family budget of the borrower. Its diversion to purpose other than the one for which it has been obtained and its utilisation in meeting more pressing needs of the family is a common phenomenon in the area under study. In the existing socio-economic condition of the average farmer, it is extremely difficult to check this trend. But this, however, high-lights the need for evolving a more suitable system of farm credit.) It is also quite desirable that credit should be production based and production oriented and should be available in time. It has also been noticed that as the credit limit is normally fixed by reference to the land owned or held by the borrower, the peasants with very small
holdings have no chances to get the loans from the society. Therefore, it was mainly the bigger peasants and stronger sections of the community who benefitted by operation of credit co-operatives. The State Minister for Agriculture and Community Development and Co-operation, Shri Gurupadswamy, agreed while replying the questions on C.D. in Lok Sabha that "it was some what true that the well-to-do sections of the rural society had reaped the largest amount of benefits from the co-operative credit structure and Centre was concerned about it. Hereafter increasingly assistance on the basis of crops and not one the basis of security of land would be given. Credit worthiness of the purpose would in future be the more important consideration than the credit worthiness of the individual concerned."

It is also suggested that management of these societies must be in the hands of educated and well trained persons. All India Rural Credit Survey has suggested the formation of large societies with active State partnership, the granting of loans for credit worthy purposes rather than to credit worthy persons. Therefore, purpose must be main object of granting the loans. Though there has been increase in the number of industrial societies, not much impact has been made on the development of rural industries. Stronger efforts are needed to give a momentum to cottage industries through industrial co-operatives.) In the villages the farmers have not yet made their habit to conduct the agricultural
operations on co-operative basis. It is why better farming and collective farming societies are not getting success. The village farmers have to part with the possession of land for a specified period making it a common pool to reap the higher production and other economic gains and once it is realised the system would become self-sustaining. They are to be prepared to take up co-operative farming which is now admitted as the future agrarian pattern for the country.

Marketing societies are being popularised in the rural areas but the villagers have not realised the full benefits of such societies, main reason being that they could not have surplus produce during some years in the past to contact the societies.) The trouble is that people do not stick to these societies with the same enthusiasm as in the beginning with the result that no lasting benefits have accrued to the people. Moreover, it is also required that other types of social service societies must also be introduced in the villages to help them towards social improvement. It is recommended that there must be close and good relationship between the co-operative societies managed by the Co-operative Land Mortgage Banks and co-operation Department of the blocks. During some past years credit distribution which was directly under the latter has been transferred to the Samiti Sewaks of the Banks. It should be recognised that co-operative institutions are the means which have to cherish the aim of rural development desired by community development programme.
In a nutshell it can be said that possible efforts must be made to develop a keen urge among the masses themselves for co-operative action.) In the field of credit it is essential to progressively move towards the establishment of a 'co-operative order of society'. A true co-operative and democratic spirit is the necessary prerequisite for the success of the co-operative movement. The Mircha Committee has recommended open membership, democratic control, distribution of surplus to members in proportion to their transactions, limited interest on capital, mutual aid, thrift and self-help and promotion of education for the smooth working and growth of the co-operative movement.\(^1\) Co-operation must out-grow its notion of mere institutions, societies and agencies for advance of credit. Co-operation must be imbibed as a spirit and fostered as a lesson in the rural way of life. (The co-operative societies have to take more initiative in planning their development and in managing their resources. Their autonomy has to be respected in practice and management have to be encouraged to exercise their decision-making power in a more positive way.)

Under the programme of communications, the facilities have been expanded in the rural areas and it must be admitted that construction of approach roads in the villages has contributed much towards making them approachable even in rainy season and people have also extended their participation in such activities. But all the villages

\(^1\) Quoted from "Indian Economics" by Dewett & Singh. 1966, p. 214
are yet to be made approachable.

(Panchayat Raj:–)

The three tier structure of Panchayat Raj has not yet been introduced in Madhya Pradesh as suggested by the Blawant Rai Mehta Committee Report. But according to M.P. Panchayat Act, 1962, the Gram Panchayats and Nyaya Panchayats have been established. An enquiry into the working of these Panchayats has revealed no hopeful indications and the purpose that the village panchayats should be the kingpin of P.R. administration and should be closely associated with all the development works has not been fulfilled.)

The people for whom P.R. was devised are not interested in it as the members of panchayats of the villages under study have not displayed any interest in the meetings of village panchayats.

It has also been noticed in the survey that party politics and village factions have inhibited the cooperation among the members and villagers hence no healthy growth of village panchayats. Unhealthy politics should not be introduced into the village panchayats but this has not been observed in spirit with the result that rural factions and groups cutting across party affiliations very often get support and encouragement for political parties. (The participation of the people has also not been forthcoming to the desired extent.) In this context, it is to be increasingly recognised that P.R. institutions have to be the proper vehicles
for implementing development plans for which the co-operation of the rural people more than the official efforts is absolutely necessary. It is also necessary that the wide-spread base for decision making embodied in the C.D. programme paves the way for democratic stability in the country. P.R. has been very closely related with co-operation. It is with a view to have economic democracy along with political democracy but this economic reality is at present missing resulting in the confusion and conflict of panchayats. The responsibility of economic reconstruction and the basic unity of politics and economics at every level of Indian democracy is to be accepted. It clearly emphasises the need of strengthening the co-operative sector at the village level.

Apart from the quality of leadership which necessarily varies with the individuals, the enduring factor which is required to ensure the healthy functions of panchayats, is an effective public opinion, the underlying operative principle of all democratic institutions.

It can be concluded that P.R. system has come to stay. It is to be developed if we are to have real democracy. It has been recognised that maximum mobilisation of human and material resources in the rural areas can be secured only through the P.R. institutions and that the effective involvement of these institutions in the entirety of the planning process, is a basic requisite for the success of the effort at social and economic transformation. Under Indian conditions, P.R. alone can become people's Raj.) The
panchayats would mean the people and the people would mean the panchayats. What we need today is honesty and courage to let panchayats develop into P.R. For successful working of panchayats, village groupism and factions are to be removed. It is a fact that groupings and corruption are visible not only in the panchayats under study but also in other parts of the country. We have not developed the necessary social or national sense as against individuals or caste or regional sense. We have yet to develop our loyalty to the community and the nation. What is needed is that attention of the rural people is to be diverted from mutual conflicts centering round petty interests to co-operative efforts for development in the larger interest and the village panchayats have lent towards this goal.

In this context the role of Extension workers needs more emphasis. "With a sound knowledge of the social factors concerning the groups, and by adopting the group processes and extension, worker can help the groups become more homogeneous, competent and self-reliant. This is the urgent need in our P.R. today."

Leadership.

Leadership has assumed role of greater responsibility with the emerging of Panchayat Raj. The survey has revealed that efforts have been made to train the leaders in the camps organised from time to time in the blocks but in such camps increased attention to agriculture has not been

1. B. Rudramoorthy, "Extension in Planned social Change" op. cit. p. 209
given. In the villages traditional leaders still influence the people and caste and creed and wealth play a greater role in the village community.) It has been the general tendency of the people to attach more importance to a leader of a particular section and this type of leadership has come to the picture after the introduction of P.R. But a fresh hope can be generated from the new type of progressive leadership, more conscious of village development consisting of educated persons. But it has also been noted that none of the leaders have complete following in all spheres of village life.

Viewing the importance of leadership in persuading the villagers to adopt improved methods and changed attitudes, it is quite imperative that leadership must rise above village castes and sectional limits in order to best serve the villages. With the firm roots of C.D. programme by and by leadership has also become alive to the benefits of the programme and there has been awakening of interests among the leadership. But often there has been political motives behind the leadership and development of village has gained secondary importance, power being the main consideration.)

(With the emerging of P.R., it is quite essential that rural leadership should have an adequate perception of decentralised democracy as it would help them to play their roles effectively but in the villages under study most of the people do not have clear cut vision of decentralised democracy. Along with its knowledge, the view of village development should be all the time before the leadership as the
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NORTHERN MAHAKOSHAL (M.P.)

firm objective with an attitude of problem solving.)

About the future trends in the village leadership, Dr. Leela Dubey has summed up it very remarkably. "At this stage the future is difficult to foresee and to predict. There is some evidence to suggest the emergence of a new and responsible leadership. There is evidence also of some significant attitudinal and behavioural shifts in the established leadership. As institutions of decentralised democracy stabilise and mature, their potential for throwing up more adequate leadership may come into play. In the mean-time a compromise with the hard realities of the social situation appears to be the necessity." 1

Administrative Problems and Social Change:

The significance of community development agency consisting of extension workers lies in creating a meaningful community organisation susceptible of community development. To have created the C.D. staff in this short period of time is itself a major achievement of national importance. An enquiry into the attitudes of Extension officers towards the C.D. programme has revealed some hopeful indications. Most of the workers are of the optimistic viewpoint regarding the problems solved through the agency of community development. Now it is accepted that due to the activities of C.D. programme there has been change in the mental outlook of the villagers. The people have also come forward with their participation and

1. Dr. Leela Dube, "Leadership in Community Development and Decentralised Democracy" Kurukshetra, June 66 p. 11
co-operation in the various activities. But it is also a fact that there are also superstitions among the villagers and in removing them the main handicaps are lack of education, traditional beliefs and influence of old people in the society who resisted the change.

It was also expressed by the extension officers that the programme has given special benefits to the big landholders and other influential persons and land-less people had not equally benefitted by the programme. The programme still remains a Government programme and even after 15 years it has not become a people's programme. The village people still continue to rely too much on Government for help in solving their problems. This is so because the spoon feeding has spoiled the habits of the village people. It may be one of the causes of lacking participation of the people to the desired extent in the activities of social welfare of their villages. Mis-utilisation of the funds has also been reported which is quite undesirable.

The M.P. Government abolished the post of B.D.O. in January 1966. This has been regretted by majority of the extension officers. This withdrawal has meant the abolition of the blocks for the villagers and they have lost their faith in the programme. It was reported that in the form of B.D.O. the villagers had met a functionary with whom they had free talks and easy access and who visited them in their homes without any feeling of bossism and authority. While visiting the block offices and meeting the extension workers during survey,
no co-operation and discipline was observed between extension officers and the team work was missing. The extension officers strongly reported that there was delay in the implementation of the programme without B.D.O. and the administration was adversely affected. There was no control in the block offices and everybody acted according to his own way.

The conclusion is drawn that abolition of the post of B.D.O. has done no good either to the Government or to the people. Those who are bent on denigrating the B.D.O. are doing no service to the cause of village development. For maintaining co-ordination and harmony in the block staff and proper implementation of block programmes and to give the programme a solid base, the B.D.Os. are very necessary. In fact now more than ever before the B.D.O. is needed to revolutionise the country-side and drive away demon of inertia from its midst to lead them on the glorious road to their destiny.

"Like the policeman who is denounced by every body but nonetheless held essential for the society, the B.D.O. in spite of all his imperfections, is highly important to the village community."

The Extension officers also suggested some solutions for the success of the programme in their respective fields. The A.E.Os. laid much emphasis on increasing irrigation facilities. The P.E.Os. suggested proper education and training of the members of village panchayats and full time Government Secretary for panchayats. The C.E.Os. recommended

that there must not be delay in the sanction of the money amount by the Banks for distributing to the members of co-operatives. Their emphasis on well trained functionaries of co-operative societies needs consideration. However, it is a sorrowful state of affairs that the village money-lenders still dominate the farmers in matters of loans and co-operative societies have not helped them much. The V.E.Os. demanded better and quick supply of medicines in veterinary hospitals.

(The village level workers are multi-purpose extension workers but recently their activities have been confined to agriculture only. From the very beginning it has been realised that the V.L.W. is over-burdened with the work and the number of villages under him must be reduced.) Not much difference was noticed in the attitudes of V.L.Ws. and other extension workers towards the C.D. programme. It was reported by the V.L.Ws. that due to the withdrawal of B.D.O. there were no visits of extension officers and no efficiency was visible in block offices. There was also no co-ordination and team work among the extension workers. It suggests re-thinking regarding the administration of blocks under the programme of community development.

(The V.L.Ws. also reported the problem of heavy work-load and unsatisfactory conditions of work with them. They emphasised the proper recognition of their services and some powers with them to implement certain schemes in the villages.) To turn down V.L.W. into an exclusive agriculture worker is to deny the very basis of C.D. programme. If agriculture
Impact of Community Development Programme
on the Rural Economy of
NORTHERN MAHAKOSHAL (M. P.)

needs greater assistance through agricultural extension work, the way to do it is to appoint an additional Agricultural Extension worker at the village level and not to divert the V.I.W. from his job and turn C.D. movement into, an agricultural programme.

(Social Change—)

Social change occupies an important place in the over-all progress of the village community. Recently the programme has concentrated its attention on agriculture mainly and the aspect of change has been ignored. ) It is said and considered by the village people the programme of C.D. is government programme. It shows that still they consider it a programme of the government and understanding has not yet developed within them that this is their own programme. It can not be ignored that the programme has initiated an urge within the villagers for better living and improving their villages. In some cases the people are not hopeful of their alround development through block agency as the promises long given have not yet been fulfilled and this has created a feeling of pessimism. Certainly such disgusting feelings are to be abolished to make the village people hopeful of the success through the programme.

An enquiry into some social issues has given hopeful indications of change in the social values. Today Purdah system is fast breaking in the villages but dowery is understood quite important in marriages according to Hindu
religion. Theoretically, the majority of the villagers preferred the marriage of girls after 15 years of age but in practice early marriages are performed and no legal action is taken. Some old persons still believe in early marriages to safeguard their traditional values. Now girl's education is getting popularity in the villages and the people have taken active interest in sending the girls to primary schools. The girls and village women have also taken to knitting and embroidery and the people have favourable attitude for learning domestic arts and crafts. Still today the people of villages believe in caste rigidities based on religious belief and factions. The programme has not led them to change their social behaviour. In order to give benefits of the programme to each and every body and to all sections of the village communities, it is quite essential that the untouchability and caste differences are removed.

Thus it is hopeful sign that the programme particularly, social education, has brought about many changes in the mental outlook and social issues of the people living in the villages.

The community development programme has been launched for rebuilding the rural India which indeed is the real India. In so far as a large population of India lives in villages the whole outcome of developmental planning here depends in a way upon the success or failure of the vast revolutionary programme of rural reconstruction.
Impact of Community Development Programme

on the Rural Economy of
NORTHERN MAHAKOSHAL (M. P.)

In a nutshell it can be said that community development is a significant and far-reaching step taken by the country for rural reconstruction. The programme has created a groundswell of community enthusiasm for economic and social advance. It was community development that made the evolution of rural democracy possible. It is to be realised that the C.D. programme should not become a target-oriented programme. Targets should serve the larger interest of the community development and not be allowed to control and vitiate the movement. We can not make up the loss of centuries in a few decades but it would be slow process and the programme is striving towards it. Some critics have blamed the programme as a wasteful agency and there is general feeling that the programme has not created the impact on village life which could be legitimately expected in the space of nearly 15 years that it has been implemented. It is also said that the C.D. organisation has propagated lofty ideals and has sought to pose a rosy picture before the people which is still a distant dream.

Thus, the criticism of community development has become a national sport. The view often subscribed is that it has become a total failure. According to Dr. Ensminger, failure is measured by expectation. And that was too high. Too much was expected too soon. This was patently unfair. The larger objectives of community development could be activated only through generations of time. Further, he has traced the disillusionment in the programme to the reasons that
community development was moved across India too fast with the result that the programme was diluted and less effective in getting response from the people, it lacked focus in that it worked on too many programmes simultaneously and community development failed to solve India's food production problem. But the programme can not wholly be blamed for the latter. Any way, there is great need of attention while formulating the future policies regarding the programme in the light of above points. Now it has been recognised that community development is a means to achieve the desired aim of rural transformation. "Community development derives its abiding sanction from its being conceived of as a particular means. To say now that means is not important is to argue not for a refinement of the idea but for its abandonment."  

But community development programme is not a total failure. Some good work has been done under the programme. The basic contribution of the programme has been its creation over time a general urge and enthusiasm for economic development. It has prepared tradition bound communities to accept new tools and techniques. It has introduced them to new patterns of self-help and it has enabled them to be aware of an inspiring and widening range of possibilities. Its impact could not be felt because of the smallness of the programme in comparison to the vastness and immensity of the problem. There is no doubt, that as a result of it the village is on the move and the time is fast coming when the

present administrative efforts will prove considerably fruits bearing. The only remedy is to pass on the tasks to him i.e. to make the villager progressively take over more and more decision making as well as the management of his problems and giving him the necessary resources, legal status and encouragement. It brings us to the conclusion that no Government in the stage of a developing economy could afford to raise the standard of the people without such sharing in the tasks by the people.

It must be well recognised that programmes of rural reconstruction which are inconsistent with the basic attitudes and cultural values of the people have little chance of adoption or acceptance. "In the ultimate analysis the utility and productiveness of the community development programme will be judged by lasting and permanent changes it succeeds in bringing about in rural India. The community development programme and N.E.S. are temporary devices aimed at providing the initial generative push in the shape of new ideas and techniques which may later become self-generative in the community."

1. The numerous empirical studies of cultural change point to one important lesson: that an innovation, whether an idea, a tool or a technique, can be self generative only if it is institutionalised. It has been and is the main weakness of the community development programme that it has not only failed to utilise the existing institutions

but also has not succeeded in creating any new ones. Hence it is quite imperative that while implementing the various activities of the programme the basic attitudes and cultural values are not ignored.

The new community development policy must aim at streamlining the administration and most important issues of the programme. It is to be observed that real spirit of the programme should not wither away. The community development programme in India has attracted world-wide attention and it has come to be regarded as a signal contribution to the sociology of development in developing countries. Gradually the C.D. approach has been attempting to break what in many ways is a vicious circle in the economic and social situation of the rural areas.

But the fact remains that the enthusiasm visible in the programme in the year 1952, when the foundation of democracy was laid in the country has reduced in the later years and the people's belief in the integrated rural development has been gradually diminishing with the time. It also became evident that the implementation of the programme was not consistent with the ideal policies and aims. One of the causes attributed to the failure of the programme is that in the absence of block personnel devoted to the hard and sincere work, the plant of community development withered away before it got the sound and sustaining roots. Therefore, what is mostly required today is to remove the feelings of indifference and want of confidence of people towards community
development programme. It is possible only when the development work actually takes place in the villages and does not rest more or less in the official files and benefit accrues to all.

About the future trend of the programme, in the area, it was thought that after the post stage II, the programme will become self-generating and the people will themselves undertake the activities of village development without any external impetus. But the study of such blocks reveals that self-generating force has not been achieved and people even need guidance and help in village transformation. Therefore, the machinery of community development must continue to help the villages through its activity though not so intensively. It is expected that some solid steps will be taken in the Conference of Chief Ministers of the States to be held to discuss the future trend of community development programme in their respective States. The area Northern Mahakoshal is not different from the rest of the State hence future policies and trends of the programme will be applicable to the above region like State with small variation in the different stages of the blocks.

According to the latest developments it has been learnt that at present the Madhya Pradesh Government is exploring the possibilities of reviving the community development blocks and the post of B.D.Os. in the State which was abolished by Shri D.P. Mishra, the then Chief Minister of
Impact of Community Development Programme

on the Rural Economy of

NORTHERN MAHAKOSHAL (M. P.)

Madhya Pradesh. In this connection Government has decided to send a delegation of experts to Maharashtra and Mysore to study the administration and working of the blocks there and learn from their experience in this field. It is now realised that due to the withdrawal of Block Development Officer, the tempo of development could not be maintained in the rural areas which has rather reversed. It is envisaged that efficient working of the block unit is necessary for achieving success in "Grow More Food" campaign. Government has come to know that at present the sub-divisional officers who are already over-burdened with administrative functions, are not capable of controlling the blocks and it has created an instability and stagnation at block level. It is understood that the reconstruction of the blocks in the State will take place at an early stage particularly of tribal area blocks. The Government may also increase the powers and responsibilities of these block units to make them more capable and efficient.