PART III
CHAPTER XI
FINDINGS AND CONCLUSION

(a) Summary:

In the foregoing chapters, an attempt has been made to analyse the impact of Community Development Programme in the selected villages and the sample households of the East and South Development Blocks of the Golaghat District of Assam. The Community Development Programme was a multi-level planning in the history of India and the Community Development Blocks were the base unit for executing the plans at grassroot level.

Collective and joint efforts were made by the Blocks and the Panchayats with the help of people to accelerate the process of socio-economic transformation in Golaghat District as well as in Assam till 1974, at full swing. The first decade (1952-62) was a golden glorious period for the C.D. Programme. From 1962 to 74 was a linear period with old provisions of works. Since then, the Block organisation was re-modelled and diversified the plan of actions upon the development departments of the state government.
As such, in this chapter, the findings of the study, the impact of C.D. Programme carried out by the Blocks and development department jointly for upliftment of rural masses has been summarised on the basis of chapters I to XI of Part-I, II and IIIrd and ultimate Conclusion has been drawn in the later part of the chapter.

The chapter first is a introductory chapter. In this chapter, an attempt has been made to spellout the objectives of the study, perspectives of the programme, Genesis and concept of the C.D. Programme.

The objectives of the investigation, which is empirical in nature, are as follows:

To review the working of the C.D. Programme in sample area; to study the types and methods of assistance; to analyse the project-wise achievements; to ensure the manner of participation by the beneficiaries and others; to study the difficulties, problems and bottlenecks in executing the programme.

Finally, to analyse the socio-economic impact of the C.D. Programme in the Golaghat District of Assam.
The perspectives of the programme are comprised of various fields of activities viz., Agriculture and its allied sectors, Animal Husbandry, Health and Sanitation, Social and technical educations and Co-operations and institutional development.

The chapter IIInd deals with the research design and its setting. It has explained the sources of data and the methodology adopted for the collection of data, as well as chapterisation, in a brief way.

**Universe:**

Nineteen villages (9 village from the East Development Block of Golaghat and Sub-Division and 10 villages from South Development Block of the Dhausiri Sub-Division) are formed the universe of investigation. Ten households from each selected village were surveyed in the present study.

The survey was carried out by means of schedule and canvassing questionnaire.

Two types of data have been collected for the study, viz.,
(i) The primary data from the field area, and
(ii) The secondary data from the official records and library displays.

The survey was made by random sampling technique in different selected villages.

Chapter IIIrd contains a brief profiles upon the District of study.

The Chapter IVth has narrated the C.D. Programme and its objectives, contents and the history of Panchayati Raj in India as well as in Assam.

The Chapter Vth presents the organisational structure and administrative pattern of the C.D. Programme in Assam with a comparative analysis of central pattern.

The Chapter VIth gives an analytical study of policy review and development programme implemented for last 38 years. Various development programmes for Rural India were set-up in different plan period. The C.D.P. was started in the first plan. It was an area based as well as sectoral development programme for community's improvements.
During second to seventh plan, some important changes were made in the programme as well as in institutional development for the implementation of development programmes. The Panchayat Raj institution came into the field of development during the second plan.

The policy of development was also changed from the community to area, sectoral and employment generation programme.

During the sixth plan, the target and the poverty alleviation programme like IRDP, NREP and RLEJP were started. And during the seventh plan, the JAY was started.

However, no programmes have been able to change the living conditions of the villages owing to implementing loopholes, that can be ensured from the following para.

The per capita income of Assam has gone down from Rs. 103 (at 1970-71 prices) in 1960-61 to Rs. 85 in 1970-71 and Rs. 76 in 1984-85. Besides as per survey report conducted by Agro Economic Research Centre, Jorhat, 47.51 per cent of the state's population falls below the poverty line. According to Prof. A.N. Bose, 62 per cent of the rural population of the state falls below the poverty line. The number of educated unemployed
as per employment exchange registered till December 1989 was 5.25 lakhs.¹

The Chapter VIIth presents a broad analysis of the changing socio-economic scenario of the sample households in consequent of development programmes. It has showed the different fields of physical achievements in various socio-economic networks under different heads.

The development agencies were mainly responsible for the failure of the programme. But nobody has tried to pay attention of their problems in implementing the programmes. As such the Chapter VIIth contains the problems faced by change agents during the operations. Discussions were arranged with different agencies to record their problems and to know their opinions about the programmes. It is found that lack of co-ordination and co-operation are the main problems.

As the area of development are the villages and the beneficiaries are the people, therefore, it is of necessity to discuss the people's problems and their opinions about the

¹. The Assam Tribune, July 20, 1990
programme. Hence, the Chapter IXth speaks the opinions and difficulties of the people in receiving the benefits from the agencies. It also highlights the reasons of less participation of people in the development programme and reasons of aversion.

The Chapter Xth is devoted to assess the progress made so far, in achieving the objectives of the Rural Development Programme in field areas as well as the country. Discussions have been made upon the opinions of different authors. Evaluation is made on the basis of field findings and various reports of evaluating organisation. It also contains some concrete suggestions for future development of the programme.

The last Chapter XIth which happens to be this one contains the summary assessment of all the chapters and expresses the concluding opinions by the researcher about the present and future plan of actions. Other important findings of the study has been summarised below:

As regards to organisation structure presented in Chapter Vth and operational problems of the agencies shown in Chapter VIIIth, it has been found that:

(1) No doubt, the organisation is a big organisation and has covered the whole India by their networks. The C.D.P. was
was started in October 1952 and two pilot projects and two blocks were allotted to Assam at the beginning. Since then the programme has been expanding and the whole area of the state covered by 130 blocks till now. In early years, the momentum of progress was satisfactory. The community participation and the community contribution to the programme were highly appreciable. Since 1960, the programme has lost its popularity due to administrative flexibility.

Because, by abolishing the Ministry of Community Development and by creating development department under agriculture, it had lost its importance and assigned it to low priority works.

Negligence of the programme at field level was an outcome of indifference of attitude showed towards programme at the centre. As such, the programme was hanged in the avenue of centre and state.

(ii) Frequent changes in the policy prescriptions and deployment of many programme at a time have posed a problem at field level in selection of procedure of actions.
(iii) Since 1978, the networks of the democratic decentralisation has been decreasing gradually as there was no election and resources to these institutions. As such, there was no people’s agency to motivate the masses.

(iv) Frequent transfer and overlapping of works among the Gram Sevaks or Sevikas and Extension Officers of agriculture department have adversely affected in their plan of actions at village level.

(v) Late allotment of financial resources to the block organisation is also delayed in timely and quickly distribution of benefits to the societies.

(vi) Lack of transport facilities and lack of community assets locally available have prevented the organisation to carry out their routine works.

(vii) Withdrawals of the schematic budget provision for Community Development Programme has significantly affected the tempo of development activities in rural areas.

(viii) By creating separate organisation for rural development programme and separate organisation for Community Development Programme (at present Senior B.D.O. and B.D.O.) at the same block has not caused only disintegration at block level but also affected the continuous flow of services to the people.
(ix) The area of development is so vast that due to shortage of staff, they cannot supervise the programme's implementation regularly at field area.

(x) The Block Development Committees are not regularly held. Even, due to lack of Co-ordination among the development departments, all the departments are not regularly attended. They are more curious to attend the district development committee but do not keep the same tempo at Block level, so the actions plan taken at Block level are not properly implemented due to lack of co-operative efforts.

(xi) Although, the success of the programme is mostly dependent upon the involvement of the community but the bureaucratic organisation is more interested to fulfil the target without due consideration of the local problems and actual beneficiaries. Budgets are not allocated according to local necessity. The plan of actions are taken without consulting with the local people.

Hence, the overall picture is not commendable but complacency only.

The findings of the Chapter VIIth and IXth have been summarised in the following paragraphs :

(b) Population:

The total households surveyed is 190 numbers out of 19 villages with a population of 1310 numbers. Thus, the
mean value of the population is 6.7 nos. The ratio between 
the above 18 years to below 18 years is 411 : 244 as revealed 
by the table 7.2 (page 204). Besides, the ratio of male 
population to female is 659 : 651.

The religionwise classification as shown in table 7.3 
(page 204) reveals that the Hindu population is the dominant 
class in the study area which is 1161 nos. (viz. 88.6 per cent) 
The village and sexwise classification as shows by 
table No. 7.4 (page 205), presents that the Baghedhara Missing 
gaon is more populous in east block claiming 111 nos. and 
Kordoiguri in South block having 84 nos. among the surveyed 
villages.

In case of south block the number of female popula-
tion is more than the male population. It has been observed 
that the lower caste and poor people working as daily wage 
earners outnumbered the higher caste and rich people.

The castewise classification as shown in table No. 7.5 
(page 207) reveals that the people belong to whom community 
has higher number having 250 nos. (19%).
The agriculture is the main and only occupation in the study area. Almost 71 per cent of the total population has been employed in agricultural activities. Although, there is an ample scope for expansion of the tertiary sectors, yet there is no agro-based industry found in the study area. A negligible per cent is employed in other sectors which is shown by table no. 7.6 (page 208).

(d) Landholdings:

It has been found that the marginal farmers having (0-7 bighas of land) are the pre-dominate class in the study area. The percentage of marginal farmers is 31 in east block and 45 in south block as shown in table no. 7.7 (page 209).

(e) Land utilization:

Land has been utilised sufficiently. Nevertheless, the production is not increasing due to adhering of traditional mode of cultivation. Modern method of cultivation is yet to be developed. Fragmentation of landholdings is one of the reasons for not accepting the scientific method of cultivation along with poor living condition and natural calamities.
The table no. 7.8 (page 210) shows that the net area sown is 925 bighas in East Block and 863 bighas in South Block. Moreover, the table no. 7.9 (page 211) shows that 29 households of East Block having 4 nos. of fragmentation and 41 households of South Block having 3 nos. of fragmentation.

(f) **Modern Agricultural Practices**:

The cowdung is the main manure and natural water is the primary source of irrigation which are shown in table no. 7.10 (page 212) and 7.11 (page 213) with modern agricultural practices. Only a limited well-to-do families have been utilised the scientific technique for commercialisation of agricultural output.

The main thrust of agricultural development was given upon the introduction of high yielding varieties. The study reveals that only 36 households have adopted the high yielding varieties to some extent. The reasons for not adopting are that the seeds are not available locally; the irrigation project has not covered the whole field agriculture; the fertilizers are not available at local place. It has been found that only 24 households have got the irrigation
facilities. However, those who have been practicing the improved seeds, they derived satisfactory results from these varieties.

(g) **Assets creation**

More or less, all types of assets are prevailing in the study area. But larger assets are a symptom of well development and less assets meant underdevelopment of society which is applicable in the present study. Some assets like goats, pigs, poultries and ducks are saleable and other assets are usable. In this study found that almost all cultivators have adopted the old technique of production as shown in table 7.12 (page 214). No improved animals and birds are found. Only a limited middle class families have been practising with power tillers, tractors, crushers and sprayers. It is also found that the shuttle looms, provided by the agencies are not using for commercialisation of product. Some of them produce clothes for their own use. There is neither loom industries nor co-operative shipinee organisation for producing clothes for commercialisation. But some of the widowers of Kaibarta gaoen and poor families of Adarsha gaoon reveal that they
have earned at least 2 to 3 thousand rupees by selling the products of the looms.

(h) **Consumption of fertilizers** :

The consumption of fertilizers is accessible to 3.5 kg. in East Block and 2.69 in South Block per bigha as shown in table no. 7.13 (page 215) during the year 1987-88. Besides, those who use the fertilizers, have no knowledge of process of distribution of fertilizers in agriculture fields. Inadequate and untimely distribution of agricultural inputs are the reasons of sluggish development of agriculture that creates bitterness among the farmers and ultimately the give-up the use of chemicals and adhered to old method of cultivation.

(i) **Cropping pattern** :

It was observed in table no. 7.14 (page 216) that 93 per cent of net cropped area of the sampled households was devoted to the production of paddy crops. The production of all other crops are insignificant. Among the paddy crops, the percentage of sari paddy was 81%. There is a insignificant development of multiple cropping due to under
development of modern methods of agriculture. The majority of farmers have followed the single cropping pattern. They have little knowledge of possible rotation of other crops. Some farmers having irrigation facilities are adopting the high yielding variety which is 8 per cent only but nobody have tried to produce wheat as additional crops. Small and marginal farmers are generally adopting the single cropping pattern and medium farmers have the awareness of the double cropping pattern. The yield rate of crops is 293 Kg. per bigha as shown in table no. 7.15 (page 217). The yield rate of indigenous varieties is very low in comparison to H.Y.V. Even then, they have been practising it due to lack of suitable varieties under the existing physio-climatic conditions.

(j) **Livestock**

The cattle are another input of production. They not only help in agricultural operations but also act as a source of supply of nutritive foods. However, the draught and milch animals of local variety are very weak for ploughing and for producing milk than the exotic breeds. The milk production is very meagre as average production of milk is 1.3 litres. The low production of milk is due to
weak condition of animals and shortage of food and fodders in the rural areas. The animals are frequently suffering from diseases and starvation. Treatment of animals at right time is beyond the capacity of the poor people. Veterinary hospitals are non-existent at nearest distance. Life saving drugs are not available in rural dispensaries. The table no. 7.16 (page 218) shows the livestock population and production of milk which is a very meagre in terms of population.

(k) Social Education and others:

It is evident from the tables no. 7.17, 7.18 and 7.19 (page 221, 222 and 223) that there is absence of higher education in rural areas. But the awareness about the minimum education is satisfactory.

Schools and colleges are increasing to a remarkable mark, nevertheless, the majdoor families are not aware of it. The total illiteracy rate is 27.89 per cent. However, the majority of illiterates belong to these families. The higher education is still backward. The percentage of graduate and post-graduate is 10 and 0.53 per cent respectively. It has been observed that after educating up to L.P. level, the talented children have also left the school
because of poor conditions and shortage of labour for agricultural production.

The receipt and payment accounts show that the expenditure on different items are higher than the income accrued from different sources. Hence, the question of saving does not arise except for few medium landholders. It is also evident from the table no. 7.21, 7.22 (page 226, 228) that the consumption expenditures are much more high than the sources of earning.

The table no. 7.23 (page 230) speaks regarding drinking water facilities. It is found that the progress of drinking water facilities in South Block is satisfactory, whereas, in East Block, the majority of people have been taking-up the ponds as their source of drinking water which is not at all hygienic. They expressed the view that the tube-well, water is also full of iron for which it is also not proper for drinking. The water supply is available only to those people who reside in the roadside. The remote areas are mostly untouched.
The standard of living can be measured by seeing their living conditions. The poor living condition is symptom of low income and underdevelopment of the society, which has been mostly found in the sampled areas. The table no. 7.24 (page 231) has depicted the basic amenities in the study areas. It shows that 46.84 per cent lives in katcha houses, 33.16 per cent in thatch houses, 66.32 per cent has no electricity connections and 52.63 per cent has no latrines. The hospital facilities are available at a distance of 5 Kms. The roads are not paved. During rainy seasons, the roads are not even suitable for walking. The markets and banks are situated at a distance of 5 Kms. to 10 Kms. Of course, the post-offices are situated at the nearest distance.

There is no scientifically organised community centres in the study area. Of course, the religious centre viz. ‘mesghars’ are existed in every village. The adult literacy department has not been able to break the mountain of inertias.

It is also revealed by table no. 7.26 (page 236) that all household of the sample area are member of the consumers’ co-operative societies. But there are no farm and industrial co-operative societies in the study areas. Only three house-
holds reveal that they have sold their goods to the Co-operative Sugar Mill. Hence, the Co-operative organisation fails to inspire the people in rural areas.

The Regional Rural Bank (Lakshmi Ganga Bank) has been playing a major role in providing the credit facilities to the rural people. It is evident from the table no. 7.27 (page 237) that the credit facilities provided by other Banks and Co-operative Societies are insignificant. However, the repayment of loan is very much discouraging. It is because of non-utilisation of loan properly by the beneficiaries. As there was no agency to feedback the programme, so majority of the loan has been diversified to some other purpose. Even then, the bank's network is not at all satisfactory, because only 62 nos. (32.6%) of families have been benefited from the banks.

The universal problems of the villages were concerned with the following issues:

(a) Ignorance of the people about the different development programmes.

(b) Fear to approach the bureaucratic personnel and poor extension services of the agencies.
Landless is a major problem to 14 households.

Upland is difficult to cultivate due to lack of irrigation and lowland is full of water logging.

High cost of modern inputs and inadequate supply of fertilizers and pesticides.

Pre-dominance of traditional methods.

Poor qualities of domestic animals and absence of grazing and pasture land for rearing the animals.

Unemployment and absence of subsidiary occupations

Capital deficiency and natural calamities.

Little knowledge of family planning methods.

Poor health as a result of poor diet and fresh water.

Low wage rate in tea garden services.

Katcha road and thatched huts and unhygienic surroundings.

Absence of dedicated workers in the villages.

Poor mobilization of credit facilities.

Non-existence of rural markets.

It has been noticed in table no. 9.1 (page 272) that almost 91.6 per cent of the households reveal that they do not know about the C.D. Programme. Those who have an idea they also prefer the IRDP instead of C.D.P. Because, the
C.D.P. is a service oriented and IRDP is resource created programme.

The programme failed to make any impact to take up the extension services. Respondents reveal as per table no. 9.2 (page 273) that 37 households had never visited the Block and 92 households did not receive good response from the block's authorities. The block's staff generally visit the villages occasionally which practically serve no purpose.

The table no. 9.10 (page 296) shows that among the sampled households, about 55 per cent of the heads prefer the political leaders. Because, at present, all works are politically motivated. Even, bureaucratic organisation is also afraid of political power. If the supporting party is in power, then they will get more benefits than the non-supporting party. As such, the block's authority is also rendered services under political pressure.

Official formalities are too lengthy for actual distribution of benefits to the needy farmers at high peaked season of rural masses.
(1) Conclusion:

The Community Development means the development of entire community of the country including rural and urban as seen in other countries of the world. But in India, it has been applied for rural communities only. Hence, the rural development and community development are differed in its own meaning. On the other hand, the meaning of community may be a particular community or development of particular area of the community living as in found in India. As such, the C.D. Programme encompasses a generic meaning of growth, evolution and progress of rural community. It is a continuing process for upliftment of rural masses not a fixed programme for a certain period.

As such, the name may be differed in the process of development, but community development will be continued till the existence of community in the countryside.

Taking into considerations of the drawbacks as discussed in the foregoing chapters, the following guidelines for strengthening and making success of the programme have been prescribed:
(1) The nature of problems in the study area is multitudinous problems of varied nature. It needs a concreted action of all the development departments. The block organisation alone with the existing staff cannot tackles the vast and gigantic task of rural development. So the programme should be reorganised and organised channels should be strengthened and co-operative efforts be made with the peopled organisation for the success of the development plans.

(2) The unqualified and untrained village level workers should be replaced by qualified extension officers of dedicated nature. Their works would be emphasized for motivation suggestion and demonstration. The system of rewarding the field workers might be introduced for best result shown by them in their respective area.

(3) The Panchayat Raj institutions are to be revived with three tier system and give them ample scopes for rural development. They will formulate the unit plan of their respective area. After the unit plan, the block organisation will have to make the concerted plan at the very beginning of the year. The Panchayat will work with the concerted efforts of the extension workers.
The development programmes are to be implemented in processwise without going haphazardly. The Blocks, with the help of Panchayats should undertake the survey of villages and households facing problems and make a list of poor people depending upon the resources and not on caste basis. Two types of benefits should be given viz., one, involving all the people for development of infra-structures and other for the upliftment of poor only.

An organisation is necessary for supervising and inspecting the programmes. They will report to the higher authority after inspecting the field activities. It is desired to prevent submission of the false progress report by concerned agencies.

There should be a public notice board in every villages, under the submission of the Panchayats. The description of the programme, mode of implementation, types of helps and timing of implementation should be hanged on the board in local language, so that people can read and take steps accordingly. It will solve the problem of publicity campaign. Because, the present media of communication viz., T.V., Radio and Paper is too costly for rural people.

The benefits of the programme should be distributed in the village's centres not in the office rooms. It will solve the problems of corrupt practices and unequal distribution also cut short the lengthy procedure of distribution.
(a) The agricultural production is increasing to some extent but degree of impact is not very much encouraging. As the agriculture is the only source of incomes of the rural masses, so it needs more extension services to expedite the works in the field of agriculture and its allied sectors. As such, the following further steps are necessary:

(a) The land legislation should be amended to restrict the utilisation of agricultural land for non-agricultural purposes. And in the same way the grazing land should not be utilised for agricultural purposes and the industrial place should be earmarked.

(b) The family planning system has done some remarkable work in urban areas. It failed to popularise the system in rural areas. Hence, a bold step is necessary to control the population in rural areas. It needs a good propaganda to educate the rural people about the value of the system.

(c) The credit institutions, agriculture and the irrigation departments are to work together in providing services to the farmers. The block authority should co-ordinate among the agencies and the masses so that the lengthy process can be avoided.
To boost-up the agricultural production in Assam the high necessity is to control the flood of Brahmaputra river. If it is not controlled, then all measures for agricultural development will be ineffective. The flood is a sorrow of Assam. But such a gigantic task cannot be done by the state government alone for which central government should come forward to solve this longstanding problem.

There is need of people's education to practice the intensive cultivation with high yielding varieties of paddy, wheat, sugarcane and other cash crops which yields more output than the traditional varieties. Besides, more stress should be placed for larger cultivation of rabi crops which can absorbed the surplus labour and land during the winter season. Further, it needs irrigation, seeds, fertilizers for which different involved agencies should come forward to provide those in time.

The technical persons should visit the field area at regular interval to examine the running condition of the pump-sets provided by the agencies. Because, most
of the pump-sets distributed to the farmers have been laying unutilised due to the technical defects and non-maintenance. As such, the provision should be made for immediate repairing by the agencies.

(11) To solve the problem of small fragmented land-holdings, the Co-operative farming societies should be formed for practising modern methods of cultivation.

(12) To improve the poor conditions of animals, adequate supply of fodder is necessary. Either it can be supplied from the veterinary department at low price or in every villages, a certain land should be kept as grazing land for rearing the animals. During the flood season, the veterinary department will provide adequate fodder to the cultivators till the green grasses comes-up. The unproductive cattles should not be kept as households burden. These extension officers should go from village to village for distribution of medicines and treatment of animals. As such, the department be provided with full of modern equipments so that they can provide best services to the societies.
Panchayat being the apex body of village's plan and people's court for justice at the grassroot level, so, adequate provisions should be made for holding of regular election.

The rural masses are to be motivated for taking-up the co-operative works by opening co-operative dairy, fishery, handlooms industry and co-operative farming which will not only supply the adequate nutritious foods to the villagers but will earn gainful amount for the improvement of standard of living. It will also help to break the self-mind for the greater interest of the society.

More encouragement is necessary in case of village and small scale industries to solve the unemployment problems of the rural areas. The credit institution should come forward to invest in the rural sectors as the farmers are exploited by the village money lenders by dubious means.

A rural marketing organisation is necessary for buying and selling of rural surpluses. It will help to drive away the middlemen from the village's fields
and a confidence will be created among the growers that their product will get ready and timely market.

Any programme for rural development should not be framed as a mere political commitment, but be framed for village upliftment. The problems of rural development relate to the basic causes of underdevelopment. Apparently, the chief obstacles of the rural development programme are the underdevelopment of agriculture, industry and communication. Thus, for understanding of these basic problems, it is not only depended on the geo-physical aspects, but also with the emotional appreciation of the spirit, culture and aspirations of the rural people. To conclude, the planning for the rural poor needs multi-frontal attack by effective mobilisation of resources and a suitable population control policy and full concentration on those who are economically poor or are below the poverty line. Therefore, a big thrust and good dedication are invariably necessary in making the community development programme a successful one in the study area as well as in the whole country.