

**Organization & Working Of Community
Development Programme In Uttar
Pradesh With Special Reference
To Pratapgarh District.**

Thesis Submitted for the Degree of
DOCTOR OF PHILOSOPHY in Political Science.

Under the Supervision of

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PREFACE

- * The Problem
- * Need and Significance of the Study
- * Purpose of the Study
- * Research Design
- * Methodological Reference
- * Area of Study
- * Limitations of the Study

Nations big or small all over the world are in the pace of making headway in the fields of industry and technology for the development of their resources. Although natural resources in India are sufficient to make it rich but the man power is not utilized for a programme of industrialisation of the country. Henceforth the country is often referred as an under-developed one due to its mass poverty, disease, hunger and ignorance of the people. The need to create an awareness for development among the people and to find out new ways for development of local resources is a major demand for resetting the course for progress.

During the Second World War 'Community Development Programme' emerged as a technique for development for under-developed, agrarian economy based countries. It was opted as an alternative to class struggle and people's violent demand of their own well-being.¹ It was a method of accelerating the process of social, economic and political growth of the under-developed region of a country.² Thus the programme assumed significance because of the necessity to take people into confidence, make the government more broad-based and ensure enlightened public participation in the affairs of the nation.³ During the independence struggle, national leaders of the movement pledged to the people, who had for centuries lived deep in poverty, disease and ignorance

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1. Bhattacharyya, S.N., Community Development : An analysis of the programme in India, Academic Publishers, Calcutta, 1970, p.1.
 2. Jain, S.C., Community Development and Panchayati Raj in India, Allied Publishers, Bombay, 1967, p.3.
 3. Bhattacharyya, *ibid.*

that after independence the new Government would mobilize and direct the resources in a manner, which could help in removing the poverty of the general masses and provide them scope for a better life. In this sense, the community development programme, officially launched on Gandhiji's birth day, October 2, 1952, was an attempt to fulfil the pledge given to the people of India by their national leaders.¹ Thus in India community development evolved as a technical assistance at the village level to encourage people for working together for their betterment of life.

The programme as such since 1952 has been in focus during the past five Five-Year Plans of the country. But a drastic and revolutionary change in the living conditions of the rural masses of the country is a point of dispute and a major allegation against the regime of thirty year Congress party rule, among the national leaders of political parties and in the consensus of the people. Henceforth scientific re-evaluation of the programme, specially keeping in view its organizational and functional perspectives, is the greatest necessity of the time, in order to provide an infra-structure to the follow-up rural development programme, to which the present Janta Government is committed to emphasize in the sixth Five-Year Plan.

Need and Significance of the Study

Even today India's major portion of population lives in villages although due to intense industrialization during post-

1. A Guide to Community Development, Ministry of Community Development, Government of India, 1957, p.1.

independence periods, urban population has been increasing constantly at a rapid rate. In past, villages were the basic unit of social and economic life in India. Rulers changed with time, but the village life in India remained intact to a noticeable extent. The different sections of Indian village community irrespective of the occupation pursued were interdependent and lived under an integrated social, economic and administrative organisations of the local community. The villages had their own judicial system (Panchayats) and the village life was self-sufficient at the economic and social levels. Charles Metcalf noted Indian village communities as sovereign Republics.¹

After independence the problem of economic and social reorganisation of Indian villages was of great importance because during the British rule, the self-sufficiency at village organisational level had gradually declined. The political subjection and economic exploitation ^{by} of the British Government deprived the village people of their initiative and sense of responsibility to the community. The referred republican character of the village was replaced by an individualistic orientation and village people forgot the benefits of cooperative efforts and community enterprise. Gradually the older self-sufficiency of the village disappeared and they turned to ^{by} dens of poverty and miseries. Further the poverty of the Indian peasant led to social and cultural backwardness of the ^{villages} ~~people~~ beside hindering their economic development.

1. Charles, Metcalf, Minutes of November 7, 1830, Economic History of British India, p. 386.

Today India is facing two major problems - (i) over population, and (ii) ineffectiveness of its social and economic institutions to meet the material and other requirements of the people. Besides this a process of introducing modern ideas and techniques of development in a tradition-bound society is another point of attention. The per capita income of the people is 365.9 rupees.¹ A major part of Indian masses suffers from mal-nutrition and illiteracy. Such evils in the realm of social and economic life have made people apathetic and they have almost lost their ambition to improve their present living conditions. Therefore, a programme which could help them in solving their social and economic problems is of great necessity.

An objective analysis of village condition would reveal that the subservient sections of the village community are becoming conscious of their present plight. There is a desire in the people for better food, good clothing and a decent life. The old village setting is crumbling and an awakening and restlessness in the down-trodden people have emerged. The imperative need of the time is to help such people to achieve a better way of life and to provide opportunity to fulfil their ambitions. But this help should be sustained and substantial in order to bring out new synthesis of relationships and a marked improvement in all aspects of rural life.

The vast illiteracy ^wof the country is a vital factor leading to poverty and ignorance of rural people. As such it is

1. India 1977 and 78 - Economic Structure, p.161, Publications Division, Ministry of Information & Broadcasting, Government of India.

a tremendous task to make all of them understand the world around them and make them able to adopt themselves to the new circumstances that have emerged since Independence. Rural areas are sunk so low that agencies which are raised ~~against~~ ^{for} removing poverty and ignorance fail to make village people competent enough to stand on their legs to compete with other nations of the world in the industrial race. One of the attributed reason for such lacuna is that the country-side is not yet conscious to the full utilization of freedom in the process of development. The rural people are yet ruled by officials in their traditional bureaucratic fashion in spite of the will and wishes of the people expressed through their representatives in the Legislature. The Montague Chelmsford Report states that "Everything that tends to awaken the intelligence that helps him to be an independent, self-determining man, will hasten on the day when self-government will be attained."¹ Therefore, the foremost task is to awaken the villager's intelligence and to see that he becomes independent, self-determining man to enjoy the fruits of freedom.

Since, all the aspects of rural life are inter-related, the need to study rural problems and requirements in a global perspective in order to find out solutions which would be suited to the betterment in the ways of life of the village people is of great importance. Any programme of development should be such that it could succeed in developing certain skills in people for helping themselves, and should be able gradually to build up their morale,

1. Kurukshetra - A Symposium on Community Development In India, The Publication Division, Govt. of India, p.340.

their economic life, their social outlook and finally their collective rural life for coping with the demands of the contemporary Indian society. Thus the main task before the present government is to "reorganise the social and moral ideas of modern life and transform them into the rural people. The main problem in India as elsewhere in non-Western societies, is to find a social ideal which could combine all the aspects of their own traditions for contemporary development."¹

The Indian constitution envisages a democratic form of government for the country. The solid foundations of the democratic form of government cannot be laid until the villages start functioning as the basic unit for carrying out the development policies and programmes of the government, both at the Centre and the State levels. If democracy is to be firmly established in the social structure of villages, the village Panchayats should not only be strengthened but also helped in developing a harmonious village life on the basis of agro-industrial economy. Gandhiji wished that Independence in India should be rooted at the bottom, so that every village again gains an opportunity to be a mini republic having full powers for its all round development. His dream can be realised only when the Indian villages and their masses would catch up the pace with the development of the country and attain the same standard of life that is now found in urbanized industrial economy based societies.

1. Rao, J.S., Impact of Panchayat Raj on Socio-Economic Development in Mathur, M.V. & Iqbal Narain (Ed.) Panchayati Raj, Planning & Democracy, ed.I, 1969, p.173.

Purpose of the Study

The present study is an attempt to pinpoint the over-all picture of the organization and working of Community Development Programme in Uttar Pradesh, specially in the district of Pratapgarh. The broad objectives of the present research work are as follows:

- (1) To present a global view of the community development programme in Pratapgarh district.
- (2) To describe the organizational set-up at the governmental and local agency level in community development programme with reference to Pratapgarh district.
- (3) To discuss the implementation of the programme in Pratapgarh district with special emphasis on the areas covered for development in community development programme.
- (4) To evaluate the success/failure of the organizational set-up in the overall achievements of the community development programme in Pratapgarh district.
- (5) To assess the working and the impact of the programme on the development of the district selected for the study.
- (6) To ascertain the success/failure of the programme in the total context of district Pratapgarh.
- (7) To suggest measures for the follow-up rural development programme.

In essence, the present investigation aims to generalise the impact of community development programme on the living of rural and semi-urban people of Pratapgarh district and on their uplift, as the programme achievement.

Design of Research

So far the objectives of the study are concerned, they are primarily oriented towards a critical evaluation of the community development programme in district Pratapgarh. Henceforth it is necessary that the design of research should be such which succeeds in investigating the problems of local setting (Pratapgarh with special reference to the impact of the programme. In this manner the present research work is based on the 'action research model'.¹ Further, the study can be classified as a community study, which aims to present a thorough description and analysis of a group of people living together in a particular geographical location of Pratapgarh in a corporate way.

In this descriptive research work, the investigator seeks to find the answers of queries² through the analysis based on the

1. "Action research is focussed on the immediate application, not on the development theory, nor upon general application. It has placed its emphasis on a problem, here and now in a local setting. Its findings are to be evaluated in terms of local applicability, not in terms of universal validity."-John W. Best, Research in Education, Printice Hall India, New Delhi, 1977, p.12.

2. Please refer to the purpose of the study, stated earlier.

following paradigm:

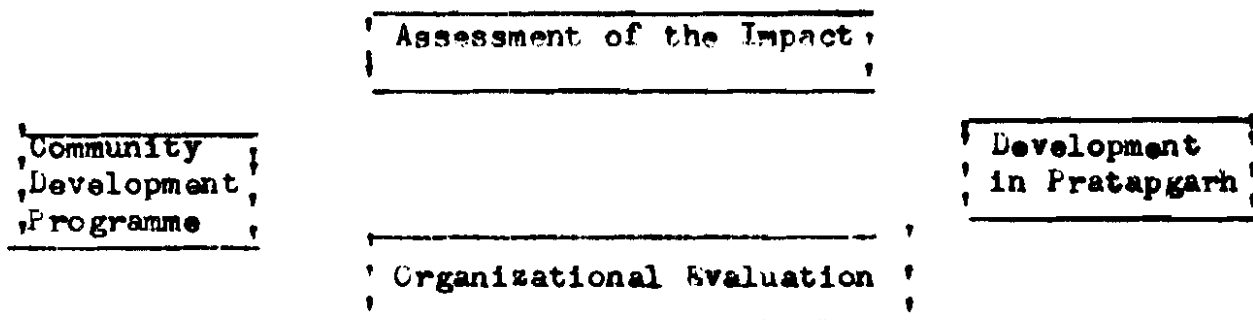


Chart (I) Research Design

In short, applying a methodology of descriptive research in this study an attempt has been made to determine the relative importance of these factors.

Methodology

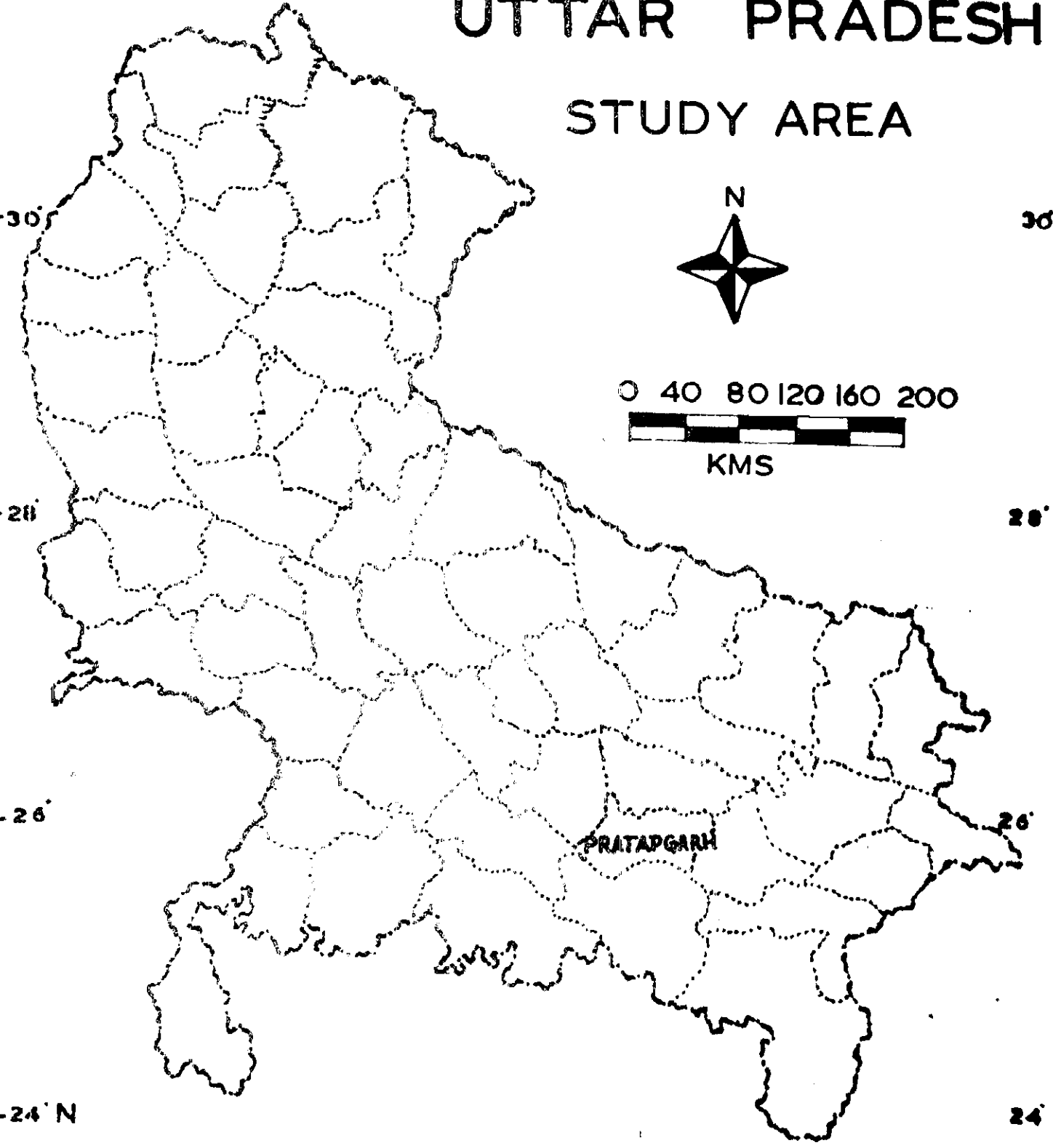
In accordance with the research design stated above, the best suited methodology for the present investigation is of (a) Survey and (b) Observation research methods.

In survey, it is possible to gather data from a relatively large number of cases. Further, with the help of generalised statistical techniques such a data can easily be abstracted into concrete results eliminating individual characteristics or cases. Since the community development programme had been wound up, our survey is mainly based on the data provided in genuine Government reports and projects taken up by various private and government financed agencies.

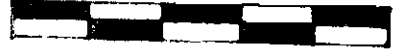
In addition to it, to ensure the reliability of the findings and validity of the research work, the personal notes based

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UTTAR PRADESH STUDY AREA



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on the observation and interviews of the investigator¹ are further collaborated in the discussion and interpretation. Here the investigator wishes to highlight that the methods of laboratory experimentation only seeks to describe action or behaviour that will take place under carefully arranged and controlled conditions. But many important aspects of human behaviour cannot be profitably observed under the contrived conditions of the laboratory. The method of 'descriptive research' seeks to describe behaviour under less rigid controls, under more naturally occurring conditions.

Area of Study

As the focus of the present study was 'organization and working of community development programme in Pratapgarh district', the areas selected for the present investigation were determined by the developmental block limits in district Pratapgarh. There are 15 blocks in the district. In this research work, a humble attempt has been made to investigate the progress of community development programme in these blocks. A detailed analysis of the area under study has been given in the forthcoming chapter six.

Limitations of the Study

The problem selected for the study has a very wide scope, henceforth in order to complete a research project at individual level for academic pursuit, it was necessary to limit the scope of

1. The investigator was a member of the Legislative Assembly of the State of Uttar Pradesh from a constituency in Pratapgarh in the year 1974-77 and has extensively toured the regions of Pratapgarh district.

the study, assuring that any major area of study had not been left untouched. In addition to the determination of the canvas for the study, other field problems which are also relevant and affect the reliability of the study and validity of the results, they need to be highlighted here to ensure that the discussions to come will be interpreted in their desired or true perspective.

(a) The study has been conducted area-wise in various phases, therefore it may sometime happen that a global view may not emerge some where, but the linkage of facts and sequence in interpretation has always been maintained. The report in its total form would enable one to unearth the facts and findings of the working and organization of community development programme in Pratapgarh district, sections or chapters of the present thesis are not the separate entities for interpretation.

(b) The philosophy of the rural research methodology on which the present research work is based, has deviated from the traditional pattern. It is the belief of the investigator that open-ended, semi-structured interview methods are more useful in rural researches because the greater permissiveness of the interview situation appears to favour spontaneity on the part of the respondents. Client-centred techniques which possess a marked therapeutic orientation seem to offer considerable scope and vision in problems related with village community. Secondly, the respondents on whom the impact of the programme has been evaluated were not literate, henceforth questionnaire and other techniques were not appropriate to the research situation.

(c) It was not possible to meet all the government personnel concerned with community development work in Pratapgarh district at one place and at one time. Further, the investigator was also unable to contact each and every official, therefore if any lacuna in organizational evaluation has occurred, it is due to the above referred limitation.

(d) The cooperation extended by the officials of the district, block and village levels during the study was not satisfactory. They took research enquiries in a casual manner, henceforth the informations supplied by them might affect the reliability of the research findings.

(e) To obtain the statistics related with the implementation of the programme in the district through the offices of Block, District Statistical and A.D.M. (Development) was a hard task during the study. Several letters and personal appeals were always met with a cold response from the referred authorities. Such an attitude might have an adverse affect on the validity of the data, used in the present research work.

Lastly, there has been a long gap due to some unavoidable reasons between the field investigation and the report writing. Even then an inclination to make the present work reliable and valid has always been maintained, despite all above referred difficulties which were beyond the solving capacity of the investigator.

Acknowledgements

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I owe a great debt of gratitude to Raja Dinesh Singh, M.P., ex-Foreign Minister, Government of India, for helping me in collecting material and information from Parliament Library and various publications of Government.

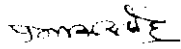
I heartily thank Dr. Rajendra Jaiswal, Lecturer in Sociology of our college for extending me most valuable help, suggestions and advice in making this thesis upto date. I will be failing in my duty if I do not thank my colleagues Messers Ramvilash Sharma, Brijkishor Sharma, Ramesh Chandra Dwivedi and Shiva Narain Shukla and the clerical staff who have inspired and helped me in completing the work.

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