

Chapter - IX

FINDINGS AND SUGGESTIONS : PLANNING FOR FUTURE

- (a) Community Development : A Historical Reorientation
- (b) Planning in India
- (c) The City vs. Country
- (d) The Politics of Rural Development
- (e) Planning for Future
- (f) Community Development in Future

The community development programme was inaugurated 27 years ago with the hope that it would herald a 'silent revolution' in the entire rural India. How far the programme has been effective and successful in relation to rural development is the subject of the present study. It, however, does not require much detailed surveys or evaluation for us to come to the conclusion that, in relation to the most important central objective with which the programme has been started, it has been a total failure. In this context, a rethinking on the future planning for community development will involve a brief review of the previous community development programme and its allied issues; that is national planning and politics of rural development; which are directly concerned with the programme failure. Henceforth, the present chapter is aimed to outline a sketch for the future, programme of community development and rural reconstruction.

Community Development : A Historical Reorientation

The Gandhian philosophy of the village as being the nerve centre of the people's universe gave shape and commitment to a new programme popularly called community development with the village as the nodal point.¹ Since India obtained freedom Gandhiji's long commitment to improve living conditions of the rural people was accepted as a mandate at least outwardly by his followers and seldom challenged by political leaders, planners and government officials. To begin with, in response to war time shortages and the Bengal famine grow-more-food programmes were started in 1943. On the recommendation

1. Sharma, S.K. and Malhotra, S.L., Integrated Rural Development : Approach, Strategy and Perspectives, Abhinava Publications, New Delhi, 1977, pp. 36-39.

of the Grow More Food Enquiry Committee, a programme was brought in the fold of community development. This new programme was to be a process of change from the traditional way of living of rural communities to progressive way of living, as a method by which people could be assisted to develop themselves on their own capacity and resources. Formal launching of the programme as a project took place during the First Five Year Plan in 1952.¹ It was heralded specially by Jawahar Lal Nehru as a landmark and the main objects were identified as : (a) the proper utilisation of the vast unexploited resources lying dormant in the countryside and for harnessing the unutilised energy in the village, (b) to encourage village people to become self-reliant, responsible citizens, capable and willing to participate effectively and with knowledge and understanding in the building of the nation, (c) to inculcate the spirit of self-help amongst the rural population by organising the developmental work through representative institutions like the Panchayats and cooperative societies, (d) to focus continued and heavy emphasis on improving and modernising agricultural practices and methods essential for increased agricultural production, (e) to utilise the free time of the villagers for the benefit of the community as a whole, (f) the largest possible extension of the principles of cooperation by making rural families credit-worthy, (g) a peaceful attack on the five great giants, i.e., hunger, disease, squalor, ignorance and idleness and (h) to upgrade the social status of the village teacher and to enable him to participate in the programme.² The whole country was divided into about

1. The First Five Year Plan, p.223.

2. For detail see 'Social Progress through Community Development', U.N. New York, 1955, p.12.

5,000 blocks each covering an area of about 100 villages and a population of about 50,000 to 70,000. The Block Development Officer was to be the chief coordinator who had been provided with a staff of subject matter specialists, namely the extension officers for Agriculture, Animal Husbandry and Veterinary Science, Cooperation, Social Education, Cottage Industries, P.W.D., Health, etc. The Block Development Committee consists of the Members of Parliament and State Legislature representing the block area, some officers of the block team and non-official members.¹ From 55 blocks in 1952, the programme moved so briskly that it covered a quarter of rural India by 1955 when the nemesis fell. The high expectations which had been raised and the hollow promises made neither improved the rural economy by way of mobilising natural and human resources nor provided genuine and effective local participation.² As a result of the studies undertaken after the programme had worked for some years, several inadequacies came to light. Mr. Dube pointed out that planning appeared from the top down. Because of the unique curbs on projects autonomy, officials hesitated to demonstrate much initiative and tended to accept orders from the State headquarters without question or comment.³ Programme Evaluation Reports also

1. For details refer B. Mukerjee, Community Development in India, Calcutta, 1961, and V.T. Krishnamachari, Community Development in India, Delhi, 1958.

2. Refer C.C. Taylor, D. Ensminger, H.W. Johnson, and Joyee, J., India's Roots of Democracy, Delhi, 1965.

3. Dube, S.C., India's Changing Villages, New York, 1959.

testified the inability of the programme to help the economically handicapped classes, bringing out succinctly that those who were benefiting from these programmes and improving their economic and social conditions usually belonged to those sections of the villagers who were already somewhat better off than others in the village. However, the major indictment of the programme came from the Balwant Ray Mehta Committee which emphasised its inability to ignite popular sentiment. According to the Mehta Report : "Admittedly, one of the least successful aspects of the C.D. and N.E.S. is its attempt to evoke popular initiative. An attempt has been made to harness local initiative through the formation of ad-hoc bodies mostly with the nominated personnel and invariably advisory in character. These bodies have so far given no indication of durable strength nor the leadership necessary to provide the motive force for continuing the improvement of economic and social conditions in rural areas. So long as we do not discover or create a representative and democratic institution which will supply the local interest, supervision and care necessary to ensure that the expenditure of money upon local objects conforms with the needs and wishes of the locality, invest it with adequate power and assign to it appropriate finance, we will never be able to evoke local interest and excite local initiative in the field of development.¹

After 1962, community development programme was oriented towards increasing agricultural production. The programme laid more

1. Committee on Plan Projects : Reports of the Team for the Study of Community Projects and National Extension Service, Vol. I, II and III, Delhi, 1957.

emphasis on the preparation and implementation of village agricultural production plans as the principal means for mobilising all the farm households in the village for maximising production, viz.

(a) provision for agricultural development for state budget was from the beginning the single largest head of development in the block budget. Thus, about 50% of the block budget including salaries was spent on agricultural development and allied subjects; (b) five out of eight extension officers provided under the block staffing patterns have been for agricultural production and allied programmes; (c) the village level workers have been increasingly given exclusive agricultural functions; (d) the outlay on the community development has always been treated as a part of the agricultural outlay; (e) the extension staff has helped the farmers in realising the importance of better seeds, pesticides, fertilisers and other agricultural practices. The community development organisation has played a very significant role in spreading H.Y.V.P. and fertiliser use and plant protection measures; (f) the block agency is virtually the only field agency for carrying out agricultural programme to the farmers. Supply of funds for the blocks remained mainly the responsibility of the Central Government till the end of the Third Plan (1966), but from the beginning of the Fourth Plan (April 1969), the financial arrangements became the responsibility of the states. In short, community development programme has with this background, gone through its rather condensed stage of adolescence.¹ There has been a continuous shift in the focus of the programme. Agriculture in its wider conno-

1. Hussain, Iltiya, Community Development in India, A.M.U. Press, Aligarh, 1962, p.9.

tation is the base still of life in India. It is coming progressively to its own. Technical expertise is growing slowly and perceptibly. Ministries in the Centre and their counterparts in the States dealing with individual subjects of development are getting well abreast of their responsibilities towards life of the rural people. Democracy was hanging loose in the Centre and in the State capitals. This has now been organically linked up to the level of the family. Panchayati Raj, the inter-related system of democracy, is already on the march. It will cover all States sooner than we are ready to believe. Community development was no talisman. We have learnt to our cost, talisman does not work in this stage of atomic science.¹ Panchayati Raj will turn to be a hoax to our expectations if we look at it through coloured glasses. Panchayati Raj is an extension of democracy, which is just beginning to take root in the Centre and is going through severe teething pains yet in a number of States.² No system of administration can be a substitute for the enlightened support of people to the practices of democracy and deterrents to its opposite. No system of democracy can endure long in the absence of popular action on popular programmes independently of governmental initiative.

In addition to it it is another notable issue that community development programme in India has always been taken as a part of national five year plans. Henceforth, an analysis of the planning

1. Meddick, Henry, Democracy, Decentralization and Development, Asia Publishing House, 1961, p.1.

2. Day, G.K., "From Local Government to the Centre", The Indian Journal of Public Administration, Vol.XVI, No.3, July-Sept. 1970.

in India will essentially reveal some of the facts which may prove valuable for planning a programme of community development and rural reconstruction in future.

Planning in India

Planning plays an important role in providing for future requirements and taking care of the increasing variety of facilities made available through progress in science and technology. It is intended to relieve tension in life generated with the growth of population and increasing social demands. Its function is indeed indispensable for developing countries like ours where the achievements of a higher standard of living and prosperity, the lessening of pressures due to increasing population, and an advancement in our defence and industrial requirements are so vitally important.¹

Planning has received a high priority in the list of national programmes, which have been spelled out during the post-independence period. Progress has, therefore, been made in multifarious developmental activities which have mostly sustained and absorbed continuous impacts resulting from rising population. This factor of growing population, however, could also be a cogent reason for not yet becoming self-sufficient in various fields and our dependence on foreign aids.

India has an experience of more than twenty seven years of democratic central planning. Five Five Year Plans and three Annual Plans were formulated and, except in regard to the Fifth Plan, were

1. Narain, Iqbal & Mathur. V.M.. Panchavati Rai. Planning and Democracy

seen through for the specified tenures. Even prior to Independence the Indian leaders had been thinking about planning as the panacea for all our economic ills. But how far the Five Year Plans have succeeded in removing the economic ills and have helped in social uplift of the Indian masses is disputable. In this regard an analysis of the Indian planning presented by Mr. Brahmananda in his book¹ helps us to conclude that during the Five Year Plans although agriculture received some attention, specially in second Five Year Plan but overall a primacy to industrialisation has always been given in the policy making of various Five Year Plans. Such an ambivalent attitude of our planners helped very much deepening the gulf between the city and country; and finally between the have's and have's not's. The root cause of much drawback with special context to the planning of the C.D. programme lies with the policy process and fixation of goals. During the plans, the policy process of the C.D. programme lacked a clear specification of the goals, which were to be pursued in each plan period. Further, these goals were stated in qualitative terms rather than in quantitative ones. In addition to it, the C.D. policies to implement the goals were not precisely identified and clarified which later resulted in disillusionment regarding the various aspects of community development.² The planners have been in too much of a hurry, and they have been so, because, notwithstanding the lip-service to human values, their real concern was about maximising the material output in shortest time. This may be a laudable ambition in itself and is particularly understandable in an impoverished country. But if this was to be the primary

1. Brahmananda, P.R., Planning for a Futureless Economy, Himalaya Publishing House, Bombay, 1978, pp.61-73.

objective, community development was the wrong method to choose. The logic of community development attaches every importance to material improvement as an indispensable condition and support for human growth. But, however, essential they may be, economic goals and targets have to be regarded as the means to achieve human ends and cannot claim any significance in their own right.¹ Their role must, therefore, be always subordinate to the requirements of the ends they are to serve. It is to be feared that the planners reversed this logic and thus fell into an error. They hoped that the tempo of human growth could be made subservient to the dictates of economic policy.

Another issue, in addition to planning and policy-making with regard to future planning of the U.D. Programme, is related with the present debate on the priority of the city/country developmental models, and current emphasis on agriculture and cottage industries rather than on industrialisation in its true sense.² In order to plan a programme for future which may be commensurate with the present trend of development; a brief discussion on the issue stated above is a matter of necessity, which requires elaboration.

The City Vs. Country

The post-independence power-elite in India was almost exclusively urban oriented. The State and Central Legislatures as the public services were all dominated by residents of urban areas,

1. Hicks, U.K., Development From Below, Clarendon Press, Oxford, 1961, p.487.

2. Sivaraman, B., "Rural and Industrial Development in the Developing Countries - An Indian Case Study". Man and Development. Vol.1.

or by people who had migrated there. Rural India was, therefore, neglected, almost unconsciously from 'Post-War Development' schemes, which were mostly concerned with the development of power, roads, higher technical education and industrial development. Even the schemes relating to agriculture, were concerned mostly with educational institutions, from which the staff of agricultural assistants, supervisors and jamadars could be produced. And the personnel taking advantage of these schemes all came from the urban areas.¹

The divergent interests of town and country, industry and agriculture have been a perennial issue since the rise of modern industry. Occasionally in the course of social and political struggles, the two sections have joined hands but the union proved to be only temporary. As soon as the common objective was achieved, the chronic antagonism between the city and country asserted itself in ever actuer form.

Everybody admits in theory that since India lives in her villages, the village must be the State's first and foremost concern. But when it comes to the abolition of privileges, possessed by the cities at the cost of the villages, and its inescapable corollary that public money should be spent on the villages in the same proportion in which it was collected from the villages, even the most well intentioned wobble and take refuge in sophistries and plausible excuses which the philosophy of 'progress' readily provides.

1. Kavoori, J.C., "Objectives of Community Development and Democratic Growth", in Community Development and Democratic Growth, Inamdar, N.R.(eds.) Popular Prakashan, Bombay, 1974, pp.3-5.

Gandhiji, unlike the elite, did not despise the peasant way of life which was to be made endurable by doling out 'urban amenities' to the villages. Nor was the peasant in his eyes the foolish incurable reactionary of the socialist philosophy, "at his best.... a rural worker, at his worst... one who but wins a subsistence from the soil irrespective of any right or needs of others to the soil and its production".¹ Gandhiji was forthright that "the cities with their insolent torts are a constant menace to the life and liberty of villagers."² He further narrated that "if the cities want to demonstrate that their population will live for the villagers of India, the bulk of their resources should be spent in ameliorating the condition of... the poor."³ Gandhiji desired that if a social order is founded upon vigorous communities of peasant craftsmen, it would prove a veritable bulwork of democratic freedom and provide a natural guarantee against any aggressive or expansionist tendency on India's part. It would be a tremendous asset to world peace.

But Gandhiji's dream did not become a reality during more than thirty-two years of freedom, the gulf between the rural and urban people-income as well as life style- had widened over the years. Villagers could no longer compete with the urbanities because of the cost difference in educational standards. In urban areas 52 of every 100 were educated against 23 of every 100 in villages. Painting a grim picture of rural misery, Mr. Charan Singh has stated that 1.16

1. Pyarelal, Towards New Horizons, p.10.

2. Young India, March 17, 1927, p.86.

3. Ibid, April 23, 1931, p.81.

lakh villages do not have drinking water facility. In 1960-61, when the income of the farmer was Rs.198/- a month that of the city dweller's income was 200 to 300/-. In the last 25 years the urban dweller's income had increased four fold, while that of the farmer had remained almost static.¹ Further in order to understand the impact of the city/country priority dispute upon the C.D. Programme and village development a separate discussion on the politics of rural development will highlight new orientations for planning a programme for the future.

The Politics of Rural Development

It has now become old fashioned to talk of community development but one fact that it showed more clearly than any other programme is the dysfunctional nature of the administrative system. The same old procedure of filling in of endless number of out-of-date forms which nobody would see, the conflict between the B.D.s and the extension staff which highlighted the magnitude of lack of coordination and the various other factors retarded the programme implementation. The administration in India remained a status-oriented system and in the rural areas in a more exaggerated fashion.

Yet, reliance on the administrative machinery had to be heavy. The political leadership at the Centre cannot, except by advising or appealing, command the political leadership in the State to do as they were told. Only at an informal or party level could decisions of the Central level regarding plans be implemented at the State level. Though the States had to rely on the Central assistance for

1. Singh, Charan, December 23rd, 1978, Kisan Sammelan Speech, Times of India dated 24-12-1978

finances, yet when it came to the question of implementation of the State plans, there was always a gap in compliance of the Central directives. This gap is filled by the administrative machinery. The Central Secretary could get the programmes through by instructing the members of the I.A.S. in the States. The same thing more or less holds good with regard to the relation between the State ministries and the Panchayati Raj leadership. Except through party directive there is no other formal way of bringing about compliance to the State directives in the local areas. Even the compliance is based upon mutual dependence. The State leadership depends upon the support given by the rural leaders for their sustenance and in return they bestow some favours on the local leadership.¹

The Congress Party's strength was in the support given by the entrenched rural elites, who whatever the failures of the government, are able to perform at the hustings. The local leadership, as has been shown else where, also does not evince much interest in the implementation of any programmes. Their 'interference' mostly is confined to getting a few advantages for themselves, their friends and supporters and in distributing patronage to their lackeys and effecting punishment on their enemies. The institution of elected leadership at the local levels which was meant as a cure for the ills of the dysfunctional status oriented bureaucracy proved to be a different malady altogether. The linkage again happens to be the administrative structure since the State level administrator can command compliance of the local level administrator. The attempt

1. Sarwarlatif, "The Politics of Change", The Hindustan Times, Weekly Review, March 7, 1971.

at leavening the bureaucratic methods by decentralising the authority at the local levels and conferring it on the local elective leadership has not been as complete a success as visualized. Some reliance on the specially created developmental services has to be placed.¹

Can the rural bureaucracy created specially for the purpose of bringing about change in the rural areas be able to do so? Here, we are not thinking of the revenue collecting officials nor law and order maintaining services. We are concerned with the services created for implementing the policies of the local institutions. Are they able to function as change agents linking up the local participation with the fulfilment of the plans at the higher levels? These extension officials take their directions from the State Directorates which coordinate the various activities of their staff and also work under the direct supervisions of the area managers like the collectors of the development officers who coordinate the activity of the different departmental staff.²

What is the image that these officials have created in the minds of the rural people? Many studies have analysed the opinions expressed by the officials regarding their motivation, problems faced by them, causes of the often strained relationship with the non-officials etc. These studies have shown as to how these categories throw the blame upon each other. The important

1. Sheshadri, K., Political Linkages and Rural Development, National, Delhi, 1976, pp.100-103.

2. Local Government Institutions in Rural India, NICD Hyderabad, p.67.

thing is not what these officials feel about the non-officials nor what the developmental officials feel about non-development, but what the people feel about the usefulness of these services.¹

It is well known that when the community development and national extension services were implemented it was realised that without people participating in them no programme could be successful with official initiative alone. It was in this context that democratic decentralisation was adopted and people's representatives were given sufficient administrative support for carrying out the programmes. But soon, as many studies brought out, lots of frictions developed between the administrators and the popularly elected leaders which in the popular Indian jargon came to be styled "official - nonofficial relationship". If senior men at the secretariat level could adjust themselves to the new political situation why should not the local levels also do so? As democratic experiment began to work slowly both the officials and the non-officials adjusted themselves but still as far as the programmes were concerned a great deal had been left unfinished.

These problems, though very important, are not relevant for this study. The popular leaders who were expected to lead the people in participating in the planned programmes, completely betrayed this trust, as they were busy feathering their nests and consolidating their power. All the while they throw the blame on the officials for not taking interest in their work. Officials,

1. Vaish, R.P., Reorientation in Administrative Strategy and Planning, S. Chand & Co., 1970, pp.28-30.

on their part, blamed the non-officials of interference and used it as an excuse for their inaction.

The implementation of the programmes, the education to be imparted to the village people do fall on the bureaucracy while the popular leadership's role is only one of legitimising the administrative action and affording leadership. If one goes deeper into the various problems regarding interference of the officials or lack of coordination etc., which are said to impede proper implementation, one would find that the fault does not lie so much in the institutional arrangement as it does in the human failure. Most of the interference alleged by the officials has not much to do with developmental work. Howsoever arbitrary the non-officials may be, their actions usually are confined to certain transfers, appointments etc. rather than extend to developmental activities. Hence if the bureaucracy wants to implement the schemes and is dedicated to change it is not difficult to succeed in the attempt. As a matter of fact in many cases wherever red-tape comes in the way of the bureaucracy to implement any programme, the non-officials come in handy to take up responsibility to cut the red-tape and get the ratification from the State Government because of their political contacts.

Apart from these, it has to fulfil the function of acting as important communication medium that would link up the rural people with the State level and Central programmes like the five year plans, nationalisation of banks, family planning, irrigation schemes, warehousing scheme, Marginal Farmers and Agricultural Labourers Developing Agencies, Small Farmers Developing Agencies, Rural Electrification

Scheme and Crash programmes, etc. wherever they exist. Giving information is almost half implementation and trying to see that the various irritants in the way of rural population getting the benefit of these schemes are removed would go a long way in realising the goals set forth.

In view of the above discussion regarding the overall assessment of C.D. Programme in India and the role of planning and politics, we have a clear picture of a programme already implemented, through both the ends of success and failure. It is hoped that such an analysis would help us in outlining a programme for future, which may have more probability of success than the previous one.

Planning for Future

In an undeveloped country like ours, there are grades of backwardness. Among these is the striking difference noticeable through the last few decades in the development of urban as distinct from rural areas. Hence the need for a special programme for the development of rural areas is a matter of immediate necessity. The earlier implemented C.D. Programme aimed at all round development of all parts of rural India, unlike the other rural development programmes of the past which were more in the nature of test tube experiments.

Community development programme was started most enthusiastically with a bang but the later disillusionment with it was equally disappointing. It is true that the programme had its failings and

inadequacies but the contribution in generating general awakening among the rural masses and putting before them the goals of progress and development were not insignificant either. Thanks to various measures, there is a ready-made well-knit infrastructure amalgamating the official hierarchy with the rural institutions and other voluntary organisations. A new programme should not rise like phoenix out of the ashes of the old but the earlier experience of implementation and existing institutional support should be fully exploited in favour of the new strategy.

In particular, first, there should be more training, comprehensive and relevant to the block functionaries. Trained functionaries must have sympathy with the last man of the society. Second, future recruitment to senior positions in agriculture should be based on proper qualifications which should include some understanding of rural and social sciences and commitment to the welfare of the rural masses. Third, machinery for distribution of various inputs like seeds, fertilizers, etc. is to be overhauled. Fourth, custom services for various agricultural operations such as threshing application of pesticides, etc. have to be organised. Fifth, use of student power in the village uplift be explored. Mahatma Gandhi's scheme of harnessing the energy of the students to the development of the villages can be fruitfully tried. Sixth, people's participation has to be secured in all developmental programmes in a village to the fullest possible extent by putting more life into Mahila Mandals, Yuvak Mangals and Farmers Clubs etc. Lastly, the Extension Wings of the Agricultural Universities and the State Departments of Agriculture have to work in close collaboration with

the community development machinery so that there is continuous transfer of the latest advances in agricultural technology to the farmers.

Further the Community Development Organisations must in future pay more attention to family planning programmes. Controlled population growth will reduce the need for more agricultural production and more employment opportunities to manageable proportions. In rural areas there has been a surprisingly appreciative reaction wherever the family planning programme has been properly introduced. As in many other sectors, the numbers to be handled are staggering. Individual approach is essential as in other programmes like agricultural production. Good organisation, effective methods and efficient implementation of the programme can lead to success. There are critical times ahead. The community development programme can do a good deal to assist the country to forge ahead in spite of the difficulties. But it can do this only if it moves with a proper understanding of the urgency for action. Success will depend on a good programme, trained men and timely action.

Community Development in Future

The Community Development Programme in future will envisage the ideal state of village development and in this respect it would be closely related to Gandhian concept of Ramrajya. Gandhian philosophy of Ramrajya includes certain considerations of moral, ethical and religious significance, which are of profound concern to man as an individual and also as a member of society. When every educated man thought of development in terms of big cities and large enter-

prises, he stirred India by stating frankly that his mission was to help build India through its villages. He charged the then rulers with the lack of social application of the economic truths of the day. A number of things stand out in his programme as he outlines his concept,- the transformation of Man's inner soul through faith in sacrifice and self-reliance. He also demanded from the people a readiness to work hard for changing the social and economic conditions in which they were living into a more cooperative one. Development is to mean the development of mind of man and not merely the development of his surroundings.

The moral, ethical and social implications of modern economic life, according to Gandhiji, reduced man into a microbe or automation.¹ Very little care was taken to ensure the preservation of the human factor in all development programmes. The quality of the individual counted most in his idea of village reconstruction. If everyone worked hard and revealed a quickening spirit of sacrifice and self-confidence, the rigours of poverty, ignorance and unemployment and their impact on society would be mitigated. Multiplication of wants was not the criterion of good life, so much as contentment in society. This could be ensured more easily by a reduction of wants and a simultaneous programme of a series of economic and social reforms. If pressures and needs of people were simple and limited, the people could be easily grouped together to work for the realisation of them and the item of self-sufficiency in villages would not sound extraordinary. It would create a society in which every one would voluntarily work for the benefit of all and all the efforts would be

1. Sathi, J.D., Gandhi Today, Vikas Publishing House, Delhi, 1978.

directed to benefit each one and help to build an ideal economic and social structure. There was no force to be used to build an ideal economic and social structure. There was no force to be used for getting results either.

It is thus evident that in Gandhian concept of Ramrajya, four basic assumptions were involved.¹ They were the concept of an ideal State of economic and social development, a theory of non-exploitation, a spirit of true brotherhood and the need for a community of interest.

It is not difficult to indicate that the community development programme is to a large extent making an identical approach to a large extent making an identical approach to the problems of the day. There is a rather idealistic conception of village development in the content of the programme. In the achievement of this ideal, there is no element of exploitation. All the deliberations and decisions shaping the guiding course of the programme are taken by the local people themselves in a spirit of perfect brotherhood, through the local associations set up for the purpose.

The economic development envisaged in the future programme will not be predominantly a material interest. It would not primarily be based on commodity and exchange values. The main considerations are in the realm of attitudes and relationships. Our concern in the programme is more food, clothing and housing and better living.

1. Ibid, p.85.

not as ends in themselves but as means to an end. That end is to free the people from the throes of disease, unemployment and poverty, to liberate their minds from the fear of insecurity and to give them opportunities to take in the beauties of life, as they work hard in the villages and workshops. The formation and functioning of innumerable organisations for men and women and the promotion of activities like mass campaigns for road building, recreational activities, sports and group games and dances, tree planting etc. introduce the group technique in the people's approach to current problems and gradually train them up to work in a spirit of cooperation and brotherhood.

The conferment of powers, responsibilities and resources to these organisations, which were hitherto vested in the higher authorities also make them more responsible in the matter of local development according to the needs and wishes of the local people. When these institutions are grown up and the process of decentralisation of powers and responsibilities to them is completed, the logical sequence would be that each village would look after its own affairs through its own people and will be nearer to the idea of self-government and sufficiency. Thus each village will become self-sufficient unit, with its own administrative and development organisations as we find in case of Gandhian concept where the units of administration and justice are to be controlled by the local people.

In essence, in future community development would provide an outlet whereby human beings would work out a more orderly economic and social existence. It offers organisation and techniques that will

enable the people to get the benefit of what they create or produce. But it is more than a way of making a living it is a way of life. It exalts human values. The most important consideration in the future programme would be the human beings who compose it. In economic language, they are "real capital" in the big enterprise. It cannot rise any higher than the motives, characters and actions of the people who compose it. But there is one difference. The main incentive is the good of all and not of one. It calls for a type of working together which is not much developed among the people but which is so essential to maintain a peaceful, orderly life. In regard to the old problem of poverty and ignorance and disease, it seeks a remedy by looking at these problems from a new perspective. That perspective lies not in merely carrying out economic and social reforms. Rather it lies in some constructive thinking on the re-adjustment of human relationships of people to one another.

Educated youth can do lot of useful work if in future the C.D. Programme is orientated as Youth Programme. If young graduates get training in public work through the movement of Panchayati Raj they will help much in establishing new relations. Before awarding the degree to a graduate there should be a statutory law for compulsory social service for full one year in a development block. Some remuneration may be given as pocket expense.

Further, there can also be a compulsory national labour service for specified age groups and those who are young and devote at least a year in development work should get preference for government jobs, entrance to technical, medical and engineering institutes

and universities. In continuance with this discussion some more specific suggestions can be concluded as the major outcome of the present research work. These are as follows:-

- (1) A fresh blue-print for the national programme of Community Development should be prepared on the basis of past experience and future expectation.
- (2) There should be a local plan for each district and it should be based on the local needs of the area and demands of the people.
- (3) The programme should be such which may inculcate a change in the outlook of the people and understanding of the national affairs.
- (4) A separate service cadre of personnel to be named as 'State Development Service' on par with the Provincial Civil Service, should be raised for proper and fruitful implementation of the programme. Time promotions be granted to this new cadre of personnel in order to attract best brains.
- (5) University and college graduates should be involved in the programme through the provision of 'Compulsory Rural Service'. Such a service should be taken as a prerequisite for the award of a degree by an academic institution.
- (6) Agricultural development should also incorporate industrialization specially in the areas of village and

- (7) A well-designed, scientifically oriented training programme of the personnel is another necessity of future.
- (8) All sections of society or village community should be involved in the programme irrespective of their sex, caste and creed. Special emphasis is to be given to the participation of women in the programme.
- (9) Compulsory education upto junior high school level is also necessary for the success of the programme, since it helps in removing the prejudices and traditional beliefs which hinder the change of outlook and acceptance of new ideas and methods.
- (10) The physical mobility of village level personnel is often affected by the geographical surroundings of the locality, specially in village so far road communication has not developed. Henceforth, block staff should be provided loans for purchasing bicycles, scooters and motor cycles, which will make them more mobile in their personal capacity and less dependent on official transport.
- (11) The evaluation of programme and the work of presenting suggestions for improvement should not be only left to the governmental committees and evaluation departments. Academic institutions should come forward in this direction and engage themselves in researches related with various aspects of the programme and should help in finding solutions to the problems, which arise during the programme implementation.

- (12) A separate research work programme may also be started at Training Centres. It may help the centres to make a follow-up programme for the trainees, and the acquaintance of the training centre staff with the day-to-day problems will help them in designing the training programme.
- (13) In order to provide impetus to development programme the State Cabinet should meet at District Headquarters from time to time and give an opportunity to hear the views of M.Ps. and M.L.As, President of Zila Parishad, Block Pramukh and Pradhans etc. regarding development work in their respective areas.
- (14) An establishment of the 'People's College' in rural areas for providing adult education, information for agricultural improvement is further suggested. Such an institution may also serve the purpose of providing useful higher education to villagers and Gram Sevaks interested in higher studies in the fields of rural sociology and social education.
- (15) An involvement of political parties and their leaders is essential to provide a realistic view to the programme. A combined effort from all the sectors would certainly help in improving the long-pending miserable conditions of rural masses of India.