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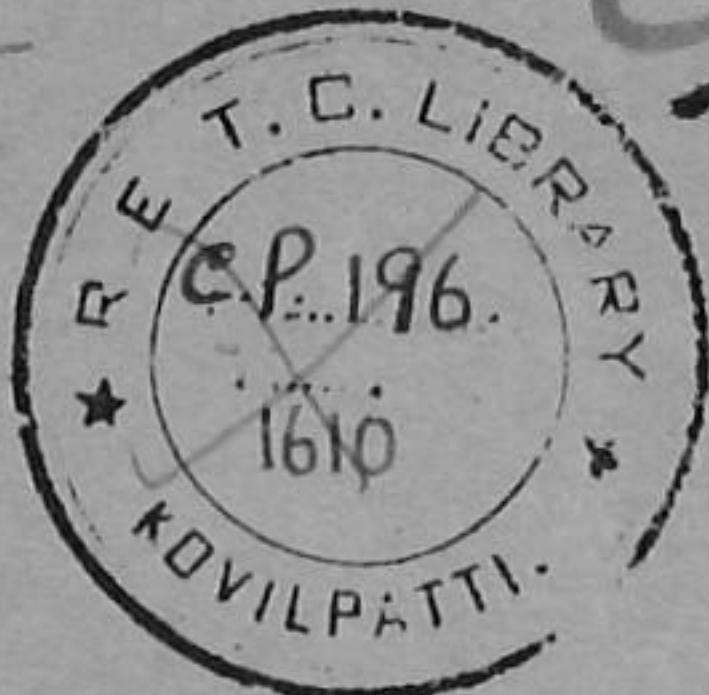
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MINISTRY OF COMMUNITY DEVELOPMENT &
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GOVERNMENT OF INDIA
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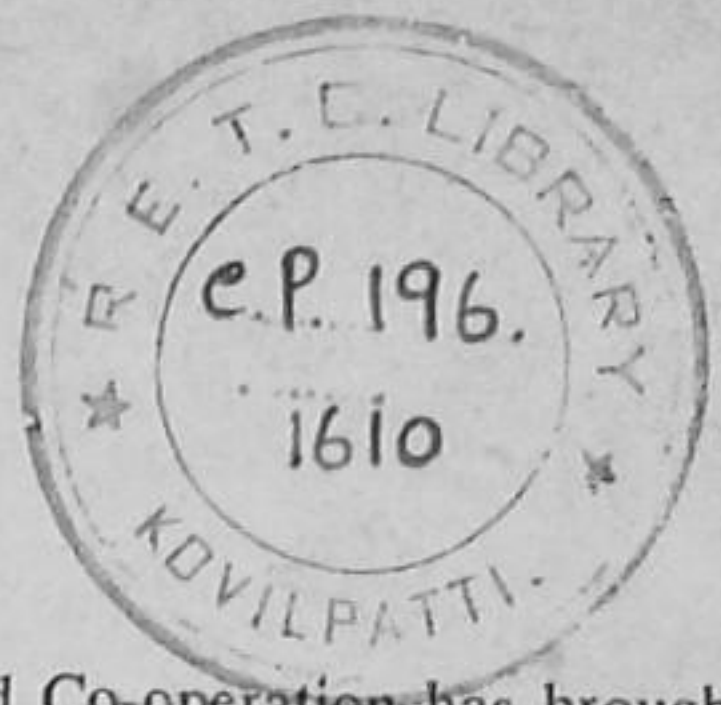
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"All over India we have centres of human activity which are like lamps spreading their light more and more in the surrounding darkness. This light has to grow till it covers the land."

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"Every village should have three things, a panchayat, a co-operative and a school. Only then can the foundation of the country be strong."

JAWAHARLAL NEHRU



INTRODUCTION

The Ministry of Community Development and Co-operation has brought out a number of publications—technical as well as general—on various aspects of the Community Development Programme.

It has been felt that the Ministry should bring out in a single publication important extracts of such literature published so far. This will not only help the workers in the field, but will also help those interested in the growth of the programme to get a fair idea from one single publication.

This publication is a collection of such important extracts. It is hoped that it will prove a useful book of reference to all concerned.

CONTENTS

CHAPTER	PAGE
I. Community Development—A Basic concept	1
II. Panchayati Raj	11
III. Training	21
IV. Agriculture — Key to Rural Development — Fisheries Animal Husbandry	28
V. Industrial Programme	58
VI. Social Education	71
VII. Health Programme in Community Development Areas	78
VIII. Community Development and Gramdan	81
IX. Administrative Intelligence	87

I. COMMUNITY DEVELOPMENT—A BASIC CONCEPT

Why Community Development ?

I do consider that the scheme of Community Projects, is something of very great importance not merely because you can sum up, and write down on paper the material achievements of such a project which I hope will be considerable and good—all the additional food grown, the houses built, schools and dispensaries, better roads, tanks, wells and so on. You can make a list of them and it is pleasing to see that list, but somehow my mind gropes beyond that list to the man, woman or child behind it. The house may be good, but it is the builder of the house that counts ultimately, not the house or even the occupant of the house. Therefore, it is to the builder my mind goes and we want to make the people of India all builders. So, this scheme of Community Projects, appears to me to be something of vital importance not only in the material achievements that they would bring about, but much more so because they seek to build up the community and the individual and to make the latter a builder not only of his own village centre but in the larger sense of India.

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Really, what we are committed to is not a few Community Centres but to work for the biggest community of all, and that is the community of the people of India, more especially for those who are down and out, more especially for those who are backward. Backward people are far too many in this country. There is an organisation, apart from the Scheduled Castes and the Scheduled Tribes Organisations, called the Backward Classes League. As a matter of fact, you can safely say that 96 per cent of the people of India are economically very backward. Indeed apart from a relatively handful of men, most of the people are backward. But anyhow, we have to think more of those who are more backward, because we must aim at progressively producing a measure of equality in opportunity, equality in various things. In the modern world today, you cannot go on for long having these big gaps, big distances between those who are below. You cannot make all men equal, of course. But we must give them equality of opportunity at least. So, I hope that these Community Centres will not merely pick out the best spot, the most favourable spot and help them start, but try to work out the problems of the other spots which are more backward economically, socially and otherwise and thus to gain a wealth of experience of the various types and conditions of India, so that you can tackle this tremendous problem in the best and quickest way possible.

(Extract from the inaugural address at the 1st Dev. Commissioners' Conference by the Prime Minister)

“What is a Community Project?” people ask. As one wanders about for an answer, one gets increasingly perplexed. “What is the community after all?” is the question that immediately emerges. A little reflection reveals that a community is distinguished from the crowd in our society today, identically by the same features, as distinguished an orchard from a jungle.

A jungle is a conglomeration of vegetation developed on *laissez-faire* economy, conforming to the aboriginal laws of nature red in teeth and

claws. The jungle contains all varieties of vegetation from the poisonous weeds to the fruit plants each trying to elbow out the other for space and all ultimately arriving at a natural compromise determined by the vagaries of the soil and weather.

The orchard on the other hand is a carefully ordered jungle in the hand of a master artist who provides room for all growing to full blossom, each in its own place complementing each other in the dance of the cosmos. "Live and let live", with opportunity for growth, each according to its capacity, is the moral mandate. A community of people will have to be guided by the same basic principles as apply to the orchard and the master artist will have to apply his tools in the same pattern.

(Extract from the article by Shri S. K. Dey, enclosure to Community Projects—A Draft Outline)

The Programme

On October 2, 1952 a new scheme—Community Projects—was launched for the welfare of the teeming millions of rural India as a plan of the people, by the people, for the people.

The Draft Outline issued by the Government of India stated—

"The purpose of the Community Projects shall be to serve as a pilot in the establishment, for the men, women and children covered by the project area, of the "Right to live", food—the principal item in the wherewithal for this purpose—receiving the primary emphasis in the initial stages of the programme."

The following activities, given top priority, were intended to answer the purpose :—

(a) Agriculture and Allied Fields

- (i)* Reclamation of available virgin and waste lands;
- (ii)* Provision of water for irrigation through canals, tubewells, surface wells, tanks, lift irrigation from rivers, lakes, pools, etc.;
- (iii)* Provision of quality seeds, improved agricultural techniques, improved agricultural implements, marketing and credit facilities, veterinary aid, breeding centres for animal husbandry, development of inland fisheries;
- (iv)* Soil research and manures; fruit and vegetable cultivation arboriculture, including planting of forests, and reorganization of dietetics.

(b) Communications

Provision of roads, encouragement of mechanical road transport services and development of animal transport.

(c) Education

Promotion of compulsory and free education at the elementary stage, high and middle schools, social education and library services.

(d) Health

Provision of sanitation and public health measures, medical aid for the ailing, pre-natal and ante-natal care and midwifery services.

(e) Training

- (i)* Refresher courses to improve the standard of existing artisans;
- (ii)* Training of agriculturists, extension assistants, supervisors, artisans, managerial personnel, health workers and executive officers for projects.

(f) Village Industries

Promotion of cottage, medium and small-scale industries.

(g) Housing

Promotion of improved techniques and designs for rural housing and housing in rural-cum-urban areas.

(h) Social Education and Community Life

Provision of community entertainment based on local talent and culture; audio-visual aids for instruction and recreation, organization of local and other sports, melas, etc.

(i) Co-operatives

Promotion of co-operatives in villages as economic organs to provide facilities for credit, marketing and technical assistance to all rural citizens, especially the under-privileged.

(j) Panchayats

Promotion of the panchayat as the basic institution of local self-government, which could provide a base on which democracy could grow organically from the family to the nation's Parliament.

The list is formidable both in scope and magnitude. A government agency, howsoever extensive, cannot implement the programme on its own. The existing financial resources can cater only for the essential items of development primarily concerned with the community as a whole, provided every item of expenditure can be supported by the village people with their own contributions in cash or voluntary labour during off-hours and in the off-seasons.

A substantial part of the development necessarily falls on the shoulders of the villagers themselves. The villagers must take the initiative to decide what they need most, and in what order. They have to gird their loins and get down to the ground with the axe and the shovel, and start multi-purpose development on their own individually, collectively and in groups. Government agencies will be there to act as complements to the people, obeying their behests in every phase of the activities and at every stage of the programme.

(Extracts taken from the pamphlet "Road to Welfare State")

National Extension Service

"The Community Projects involve intensive operations spread over a period of three years; but improvement in rural life is a permanent process. For this reason and based on the recommendations of the Grow

More Food Enquiry Committee and the Planning Commission, the Government of India decided early in 1953 that the Community Projects should be supplemented by a less intensive scheme of development to be known as the National Extension Service. This Service was inaugurated all over India on October 2, 1953, a year after the inauguration of the Community Development Programme."

Inter-relation Stages

"It is necessary to explain the inter-relation between the Community Development Programme and the National Extension Service. The movements have identical aims. The NES is a permanent organisation and will cover the whole country. It provides the basic organisation—official and non-official—and a minimum financial provision for development. Further funds will be found from the Central Government's assistance to States for different kinds of development and from the States' own allotments under different heads. N.E.S. blocks in which successful results have been achieved with the maximum popular co-operation are selected for intensive development for a period of three years. These are called Community Projects. How many NES blocks can be taken up every year for such temporary intensive development will depend on the available resources and on local support and enthusiasm.

The aim of the National Extension Service is not merely to provide for ample food, clothing, shelter, health and recreational facilities in the village. All these are there, but what is emphasised is a change in the mental outlook of the people, the instilling in them of ambition for higher standards of life and the will and the determination to work for such standards. This is essentially a human problem—how to change the outlook of the 70 million families living in the countryside, arouse in them enthusiasm for new knowledge and new ways of life. This is truly one of the most difficult problems that has ever faced a nation in the history of the world."

Extract taken from the book 'Community Development in India' by Shri V. T. Krishnamachari)

The Objective

"The objective of the Community Development and National Extension Programmes is, therefore, to assist each village in planning and carrying out an integrated, multi-phased family and village plan directed toward increasing agricultural production; improving existing village crafts and industries and organizing new ones; providing minimum essential health services and improving health practices; providing required educational programme; providing recreational facilities and programmes; improving housing and family living conditions; and providing programme for village women and youth.

To achieve the above-outlined broad objective, many more specific objectives of the Community Development and National Extension programmes must of necessity be kept in mind. Some of the more important of these objectives are :

1. Changing the outlook of all village people is an essential objective of the programme. Unless the people develop rising expectations for a higher level of living, there will be no motivation

- for the people to provide the required leadership to assure that village development will become and continue to be a people's programme.
2. The development of responsible and responsive village leadership, and of village organisations and institutions, must be accepted by all as being vital to the success of the programme. If the programme is to become a sustained, living, village self-help programme, it is essential that the leadership for planning and implementing programmes in the villages come from the present and yet-to-be-developed leaders of the villages. Likewise, much of the responsibility for continuous planning and development must come from village-created and village-led organisations, including among others such groups as panchayats, co-operatives, youth clubs, women's organisations, farmers' associations, recreation clubs, village development councils, etc.
 3. When all is said and done, the most important of our resources are our people. It, therefore, logically follows that the Community Development and National Extension programmes must for ever keep in mind that the basic objective must be to develop the village people to become self-reliant, responsive citizens capable and willing to participate effectively and with knowledge and understanding in the building of our new Nation.
 4. With the rising expectations of village people for more and better food, clothing, education, health services, shelter, roads, wells, and recreation, the community programme must keep as a central objective, the necessity of helping the village people increase their income. This means first that continued and heavy emphasis must be focussed on improving and modernizing agricultural practices and methods essential for increased agricultural production. Second, it means that concerted attention must be focussed on improving existing and organizing new village crafts and industries to produce the new things villagers will want and need, and on providing employment opportunities for the present large number of idle hands.
 5. In accepting the responsibility for helping to rebuild each of our villages as significant functional democracies, the community programme must assume responsibility for training village youth to assume citizenship responsibilities through early and continuous involvement in youth programmes and activities and all-round village development.
 6. If village people are to be guided in the expression of their rising level of living and aided in effectively converting their increased incomes into better living, the Community Development and National Extension programmes must of necessity have as a programme objective organized assistance to village women and village families. Needs for food, clothing, shelter, recreation, health and religion are crystallized within the family and the motivation for their achievement comes from within the family.
 7. Essential to the success of the Community Development programme is the close inter-relation of the village school and the village teacher with all the phases of village development. If

the community programme is to succeed in making its maximum contribution to the recreation of a significant village culture, the full participation of the school and the village teacher is essential. If the village teacher is to be restored as a self-respecting citizen and eventual village leader, his socio-economic status in the village must be upgraded. It therefore follows that the upgrading of the teacher's status must be accepted by the community programme as one of its objectives, and that related objectives must be to train the village teacher, and once he is trained, to assist him in playing an active role as village social educator, contributing effectively toward village development.

8. If India is going to cut down on the high toll caused by illness, and early deaths which are due to infectious diseases, then the villagers must be helped to learn the causes, to construct the simple facilities necessary and to practise clean habits which will prevent this deplorable and unnecessary misery. Facilities which are absolute musts are those for truly safe water supply, for disposal of human waste, for house and village drainage and for abatement of smoke nuisance within houses."

(Extracts from the book "A Guide to Community Development" by Dr. Ensminger)

Administrative Set-up

The organisation for implementing the programme is as follows: In every State there is a Development Committee consisting of the Chief Minister and the Ministers in charge of Development Departments, for laying down general principles of policy regarding the implementation of the National Extension Service programme.

The Development Commissioner in the State is the Secretary of this Committee. At the official level, the Development Commissioner, for purposes of coordinating, is the leader of the team consisting of the Heads of Departments or Secretaries to Government in the various Development Departments. He acts as the Co-ordinating Officer for all these Departments in order to ensure that their work proceeds along the lines indicated in the overall plan of the State. He is not the head of an independent Development Department of his own but regards himself, for the purpose of ensuring co-ordination, as the Head of a team consisting of the Heads of all the Development Departments.

In view of the difficult nature of the work with which the Development Commissioner is entrusted it has been found necessary for him to be a very senior officer in the State. In some States, the Chief Secretary himself exercises these functions. In other States, these activities have been entrusted to a very senior official of the rank of Additional Chief Secretary. To achieve co-ordination at the District, Sub-Divisional and Block levels, functions similar to those of the Development Commissioner have been entrusted to the Collector, Sub-Divisional Officer and the Block Development Officer, respectively. The technical officials belonging to different developments are subject to the supervision, for purposes of coordination, of the General Administrative Officer of the appropriate level, namely, a Block Development Officer at the block level, the Sub-Divisional Officer at the Sub-Division level, and the District Officer at the District level. The multi-purpose Village Level Worker or Gram Sevak

who is the last link in this administrative chain is treated as a part of the District Administration. He is, however, to receive instructions and guidance in the technical matters from the Technical Officers at the various levels.

The significant feature of the administrative arrangements indicated above is that they aim at the transformation of the existing general administrative cadres of Government into welfare cadres, rather than the establishment of a separate welfare cadre distinct from the normal machinery of the Government. This implies that the machinery which was at one time devised to look after the functions of revenue collection and maintenance of law and order is being changed into a welfare administration, and the resources of all the Development Departments of Government are being utilised to the maximum advantage for a concerted attack on the problem of rural development.

(Extracts from the book "Community Development in India" by Shri V. T. Krishnamachari)

Staffing Pattern

In a National Extension Service Block the staffing pattern consists of a Block Development Officer, 6 Extension Officers (for Agriculture, Animal Husbandry, Cooperation, Village and Small Scale Industries, Social Education Organiser Men, Social Education Organiser Women), Overseer with public health bias, one Progressive Assistant and 10 Village Level Workers. In a Community Development Block the staff consists of 2 women village level workers, 2 Stock-men (Veterinary), 2 Messengers (Veterinary), a Medical Officer, a Compounder, a Sanitary Inspector, a Lady Health Visitor and 4 Midwives in addition to staff already provided in the National Extension Service stage.

"The key functionary of the programme is a multi-purpose village level worker who maintains a direct link between the people and the Service departments of the blocks."

Non-official Leadership

"Alongside the administrative organisation, the N.E.S. programme aims at the closest cooperation with the best non-official leadership at every stage. In essence the N.E.S. organisation is both official and non-official; both have to work together. Development programmes are drawn up after the fullest discussions with the people and their representatives at various levels. At the village level, the statutory village development councils known variously as well as the implementation of the programme. In areas where such Panchayats do not exist or are ineffective, efforts are being made to encourage the growth of *ad hoc* non-statutory village development councils known variously as Gram Vikas Mandals, Gram Mangal Samitis, Gram Sevak Sanghama, etc.

Plans drawn up by these village institutions are considered by Advisory Committees at the Block level. These consist of representatives of Village Committees, the members of the local Legislature and Parliament, representatives of co-operative societies, progressive farmers, etc. The development programmes of the Block drawn up by the Block Advisory Committees are then integrated into the District Plan by a District Development Committee consisting of some prominent non-officials and heads of various technical departments at the district level.

Thus, at every stage the official and the non-official organisations work side by side for evolving and implementing the programme. The whole movement is based on self-help."

(Extract taken from the book "Community Development in India" by Shri V. T. Krishnamachari)

Rephrasing of the Programme

The Community Development programme was being carried out till recently in three phases—N.E.S., Intensive (commonly known as C.D.) and Post-Intensive. The N.E.S. stage normally ran for three years during which a limited programme of development was executed with a budget ceiling of Rs. 4 lakhs. This was followed by another three years of intensive development with the full complement of staff and a budget provision of Rs. 8 lakhs. Thereafter, the block entered the post-intensive stage when only Rs. 30,000 was available for expenditure annually.

In place of the above, the team led by Shri Balwantray Mehta, which was appointed by the Committee on Plan Projects to study the working of the Community Development programme, recommended a revised programme envisaging two stages of five years each, and abolishing the distinction between the N.E.S., Intensive Development and Post-Intensive Development stages.

The following note indicates the decision of the Government of India on these recommendations :

"Community Development is the method and Rural Extension the agency through which the Five Year Plan seeks to initiate a process of transformation of the social and economic life of the vil'ages."

In order to evolve a programme to give effect to this principle three distinguishable aspects should be recognised :

- (1) Introduction of the National Extension Service as the permanent agency in the rural areas, with the Block as the unit for planning and development.
- (2) Promotion of Community Development as the method for :
 - (i) achieving unity of thinking and action between all development agencies of Government, and between the official agency, the people's agency and the people;
 - (ii) transformation in the social and economic outlook of the people chiefly through village organisations, e.g., Panchayats, Co-operatives, Youth Clubs, and Mahila Mandals; and
 - (iii) intensive area development based on multi-purpose approach.
- (3) A programme that consolidates and reinforces the 'agency' and the 'method', and seeks to promote all aspects of rural life such as will become the normal pattern of the welfare state in action.

If these three aspects are recognised, there is no need for any distinction between the N.E.S., Intensive and Post-Intensive Stages. An essential feature of the revised arrangement would be that at the Post-Intensive stage, development departments should be required to make increased block-wise allotment of funds in their charge, in order not only to maintain the tempo of progress but also to achieve progressively increased development in the areas. In regard to subjects which do not specifically fall within the charge of any single department, adequate funds should separately be made available.

In the Third Five Year Plan, it would be necessary to secure that for all blocks, including the Post-Intensive Blocks, necessary funds will be provided by pooled blockwise allotments from departmental allocations and other sources. In short, the Third Five Year Plan should actually be built from block plans.

Budget Provision

The Team has suggested that during the First Stage, the financial provision for a block should be Rs. 15 lakhs for a period of six years, and that during the second stage it should be Rs. 5.5 lakhs, again for a period of six years. This has been carefully considered and the Government of India feel that these stages should each be of five years' duration, in order to maintain the urgency and dynamism of the programme. Where, however, in specific cases, extension of the period of operation of Stage I is necessary, this should be freely given up to one more year.

As regards financial allotment, having regard to past experience of rate of expenditure, it is felt that a provision should be made of Rs. 12 lakhs for a five-year period in the First stage, and Rs. 5 lakhs for the five-year period in the Second Stage.

The following objectives should be kept in view while formulating the programme and budget estimates for each block :

- (i) In every block, from the very beginning, the block organisation and village organisation should be regarded as basic units for formulating and carrying out different programmes;
- (ii) the foundations for the block development programme are the village panchayat, the Village Co-operative, and the Village School as well as a statutory body at the Block or District level to which full responsibility for planning and implementing the programme should be transferred. The aim should be to ensure that these institutions are established in the course of two or three years, and begin to function well before the end of the First Stage;
- (iii) the programmes and activities of agencies included in the schematic budget, as well as of departmental agencies which may not form part of the schematic budget, should be fully integrated into the block development plan. No development activity for which any official agency is responsible should fall outside the block plan; and
- (iv) as far as possible, those provisions should be included in the schematic budget which are intended to attract local community participation in labour, money and other ways. Provisions

other than these should, in principle, form part of developmental budgets to be used, according to the approved scheme of development, in the blocks.

Two stages in the programme, namely, Stage I and Stage II, have been proposed and are distinguishable. Stage I is the intensive development phase in which people's participation would be promoted as the method of Community Development, and Panchayats intimately connected with the formulation of plans for their respective areas. The degree of success attained in the First Stage will be evidence of the growth and functioning of self-reliant rural communities, which is the basic objective of the programme. Accordingly, Stage II, which is the Post-Intensive phase, has been designed to intensify the operation of the method of Community Development in its fuller amplitude, and the comparatively small schematic budget purports to make provision only for such items in which the emphasis is more on Community Development rather than on development programmes as such. It would follow from this pattern for Stage II that the programme in the blocks in Stage II should from the very beginning be entrusted to statutory bodies at the block or district level.

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Pre-extension period for each block—it has been decided that in view of the renewed emphasis on agricultural production, each block allotable from April, 1959, should have had a one-year period of pre-extension activity exclusively in the field of agriculture. Provision should be made therefore for one Block Development Officer, one Agricultural Extension Officer and five fully-trained Gram Sevaks for each such block. This staff would be absorbed later in the staffing pattern for the block when it enters the First Stage.

(Extract taken from the book "Community Development in India" by Shri V. T. Krishnamachari)

The Government has now made the Block Panchayat Samiti responsible for the implementation of development programmes in the Block. In this context, the following extract from circular letter No. 4(6)/60-Panch., dated March 30, 1960, may be noted :

"With reference to the role of Block Panchayat Samitis, it was agreed that, subject to guidance and supervision by Government, the ultimate responsibility for programmes in the block should be that of block panchayat samiti. The State Governments should be requested to follow this policy progressively to a greater and greater extent. . . ."

II. PANCHAYATI RAJ

Village Self-Government in Democratic Planning

“...More than 40 years ago, when a mild instalment of responsible government was contemplated, the authors of the Montague-Chelmsford Report said : “Everything that tends to awaken the ryot’s intelligence, that helps him to be an independent, self-determining man, will hasten the day, when self-government will be attained”. This is unquestionable now when full self-government has been established in India. We cannot build self-government on any other basis. If self-government is to be a reality, we shall have to ensure that the villager’s “Intelligence is awakened”, and that he becomes an “independent self-determining man”. In other words, he must be enabled to manage his own affairs.

The foundation of any democratic structure in India must be in the village. You are all familiar with the part played by the village in India’s polity through the ages. The village is the oldest unit known in the country and has survived through many centuries. Those of you who have read Shri Jawaharlal Nehru’s book ‘Discovery of India’ will recall his reference to what the Nitisara of Shukracharya has said of the position of villages and village councils more than ten centuries ago, and of the large measures of village self-government that prevailed in those early days. You will also remember that, much later, Sir Charles Metcalfe wrote of the “little republics having nearly everything they want within themselves; and almost independent of foreign relations; they seem to last where nothing else lasts. This union of the village communities, each one forming a separate little State in itself is in a high degree conducive to their happiness, and to the enjoyment of a great portion of freedom and independence.”

Continuity of Village Organisation

I do not want to paint a picture of a golden past. There were defects factions, caste tyranny, stagnation, etc. But it is true to say that it was owing to the life in the village communities and the measure of autonomy they enjoyed, that we achieved social cohesion and stability and succeeded in preserving our traditional cultural values over many centuries. This survival of our values during long periods of foreign dependence is certainly due to the continuity of the village organisation. We must, therefore, recognise that modern democratic government can have a solid foundation only in the village democracy.”

We should build up village life so that it may meet adequately the demands of a modern technical and scientific civilisation. In more concrete terms, we should make every effort to reorganise village self-government so that the village may function as the primary unit for carrying out the philosophy and programme of Community Development.

(Extracts taken from “Community Development Programme in India” by Shri V. T. Krishnamachari)

Panchayats in ancient India

“Old village of India was more or less a self-supporting, miniature republic. It produced its own food and clothing. It managed its own affairs

and meted out justice to the satisfaction of villagers. The panchayat was responsible for all-round development, peace, order and happiness of the community.

Panchayats under the British rule

Under the British rule, the panchayat lost its power and prestige. Administration and justice became centralised. As a result of the new system of land tenures, people got individually rather than collectively, connected with the new ruler and his local representative. Rapid growth of communications and the impact of industrial revolution in the West hastened this process of the decay of panchayat.

Panchayat slowly became defunct and obsolete. For the time being there was a vacuum. But the spread of western education created a political consciousness among the urban people. There was a desire on their part to be associated with the government. Some sort of local self-government was introduced by the creation of local boards and municipalities. These naturally followed the British pattern—based on their concept of democracy. After some time this experiment of self-government was extended down below, to the rural areas, in the form of panchayat.

Panchayat, in this context, was supposed to carry out municipal functions only. Even the panchayat legislation drew inspiration from urban municipal legislation already enacted. It did not deal with the village life in its totality. It did not represent the wishes of the people, and as such lacked in inherent strength.

Moreover, people in this new set up, depended too much on the Government. Self-help and self-reliance, which alone could make the panchayat effective, were sadly missing. People looked to the officials for patronage rather than coming forward and joining hands to tackle their own problems.

Another cause of failure was that the local self-government units—panchayat, local boards or district boards—were not linked up with one another as an organic whole. There was no guidance and supervision from the higher bodies. Each one looked after its own field, quite unconcerned about the activities of others.

Panchayat in post-independence era

Our elected representatives of the Constituent Assembly framed the Constitution. The country was declared a Republic. Article 40 of the Directive Principles of the Constitution laid down that: "This State shall take steps to organise village panchayats and endow them with such powers and activity as may be necessary to enable them to function as units of self-government."

In other words, the panchayat should be decentralised unit of administration with adequate resources and sufficient powers to work out a progressive socio-economic programme for the community.

(Extracts taken from the book "Three Basic Institutions")

Philosophy and Objectives

Panchayati Raj is a culmination of the recognition given by our Constitution to the role of panchayats. One of its Directive Principles enjoins that the "State shall take steps to organise village panchayats and endow

them with such powers and authority as may be necessary to enable them to function as units of self-government." The devolution of powers is an implementation of a Directive.

Panchayati Raj aims at making democracy real by bringing the millions into the functioning of democracy. It is a system of grass-roots democracy which seeks to link the individual family in the remotest village with the Central Government.

The basic unit of self-government is the family. The family has been guaranteed certain fundamental rights which cannot be interfered with by the State. But there are certain spheres of activity which can only be executed by several families collectively. These activities will obviously have to be left to an organisation called the village panchayat. It is essential to build up the panchayat as a dynamic organisation which can look after all the facets of life of the village community. It has to draw its strength and sanction from the village people as a whole simultaneously working in close cooperation with self-governing bodies at higher levels in an organic set up.

The Panchayat must constitute a strong base for a three-tier structure of self-governing institutions located at block and district levels. Responsibilities and activities which fall beyond its scope will be surrendered by the panchayat to the next higher body which is called the Panchayat Samiti. While the Samiti will look after these activities, it will also try to use the Panchayat as its agent for some of its numerous tasks.

The Panchayat Samiti will be linked to the next higher body at the district level known as the Zila Parishad. The latter will guide the former in technical and administrative matters and engage in activities which only a district organisation can discharge effectively. This process of assuming responsibilities with the requisite authority within its own sphere and surrendering those which involve inter-unit cooperation are the main features of the Panchayati Raj system. In other words, as one steps down these three-tiers, the coordination and policy making functions decrease correspondingly to the executive responsibilities which increase till at the village level, the panchayat becomes mostly an executive body.

It will be seen that by this pattern, Panchayati Raj will bring about a complete link-up of the millions in this country from the Gram Sabha to the Lok Sabha. It seeks to bring to the individual family the highest guidance available from the Parliament downwards. People will be free to handle matters with specified spheres without interference from others. This freedom to think, plan and work will draw out the latent initiative and ability in every individual for the growth and welfare of the family and the community. Panchayati Raj is thus a way of life and involves a new approach to government.

The Balwantrai Mehta Committee had recommended democratic decentralisation by the association of people's representatives through the three-tier system. The new Panchayati Raj legislation has been enacted in Andhra, Rajasthan, Madras, Assam, Mysore and Punjab. Andhra and Rajasthan were the first to implement their legislation and they have completed one year of operation under this system. Assam, Madras, Mysore and Punjab have also started setting up such institutions. In Madhya

Pradesh, Bihar and Uttar Pradesh, legislation is shortly expected to be introduced while Gujarat and Maharashtra have set up high-level committees to recommend the type of institutions which will suit local conditions.

The growing concept of Panchayati Raj will bring in its wake a number of problems, the most important of which will be rural industrialisation. The needs of the millions of families, artisans, traders and small industrialists will have to be complied with. As a result a rapidly growing cooperative sector is envisaged specially in agriculture, small industries, trade and spheres of social services. This sector helps build up Sahakari Samaj in the economic field as a complementary counterpart of the three-tier democratic system of Panchayati Raj.

(From 'Panchayati Raj in Action')

Recommendations of the Balwantrai Mehta Team

".....The Balwantrai Mehta Team appointed by Committee on Plan Projects in 1957 recommended that Government should divest itself completely of certain duties and responsibilities and devolve them to a body which will have the entire charge of all development work within its jurisdiction, reserving to itself only the functions of guidance, supervision and higher planning.

Panchayat Samiti at Block level

They recommended that this body should be at the block level with its jurisdiction co-terminus with that of the block and should be an elected self-governing institution constituted by indirect election from the village panchayats. The body could be called the Panchayat Samiti. Its functions should cover the development of agriculture, improvement of cattle, promotion of local industries, public health, welfare work, administration of primary schools and collection and maintenance of statistics. It should also act as agent of the State Government in executing special schemes of development entrusted to it.

The team recommended giving various sources of revenue to the Panchayat Samiti and adequate grants by the Government so that it may have enough finances to discharge its responsibilities. They also recommended that all funds spent by the Central Government or the State Government on rural development in the block areas should be spent through the Panchayat Samiti.

The Team recommended that at the village level should be the Panchayat which should be directly elected by the entire adult population of the village. Its duties should include provision of water-supply, sanitation, lighting, maintenance of roads, land management, collection and maintenance record and other statistics and the welfare of backward classes. It should also act as the agent of the Panchayat Samiti in executing schemes entrusted to it.

At the District level the Team recommended constitution of a Zilla Parishad consisting of the Presidents of the Panchayat Samitis in the district, M.L.As. and M.Ps. representing the area and the district level officers. Zilla Parishad will coordinate the functioning of the Panchayat Samitis.

In the three-tier pattern of local government recommended by the Mehta Team the body at the block level is to be the most important. It was their view that the block offered an area large enough for functions which the village cannot perform and yet small enough to attract the interest and

services of the residents. The team, however, did emphasise that there should be organic relationship between the three-tiers of local government, to be secured by indirect election from the one to the other.

The Panchayati Raj is an altogether new concept of local government that has emerged and is now being applied to the country. This has become necessary because of the situation created by the Community Development programme. In the past, panchayats and other forms of local self-government had been treated more as instruments or agencies of the State Government or of the administration than as self-governing institutions of the people. It could not have been otherwise when there was no self-government in the country. This has been one of the reasons that these self-governing institutions of the past have not commanded the respect of the people. The Panchayati Raj is not to be regarded merely as a method of decentralising authority to local agents of the State Government, but should be regarded as the creation of democratic institutions of the people chosen by them and answerable to them so that Government at the local level determines local policies and becomes responsive to the needs and wishes of the local people. These local authorities should plan and execute their own programmes of development in conformity with the basic needs of the community. That is also a basic principle of Community Development. Here we see again an essential link between local government and Community Development. Both have to be rooted in the fundamental principle of democracy that the ultimate sovereignty resides in the people. In theory democracy or the sovereignty of the people is not divisible, but in practice when the State takes up programmes of economic and social development the sovereignty of the people will have meaning for them when the people living in the small communities are able to plan and execute their own plans of development through democratic institutions elected by them, responsive to their needs and wishes, and answerable to them. This is what the Panchayat Raj aims at achieving.

By providing the organic link between the democratic institutions of the people formed at the different levels, the village panchayat, the panchayat samiti and the Zila Parishad, shall be ensured the unity of national policies and of the National Plan. This will also provide the link between the people living in the small village communities and their representatives functioning at different levels, going right up to the National Parliament. The link between the Zila Parishad and the State Legislature and the National Parliament is provided by the representation of the M.L.As. and M.Ps. in Zilla Parishad. The aspect of the Panchayati Raj is of fundamental importance when contrasted with the previous picture of local self-governing bodies, such as were the District Boards and Local Boards.

While accepting these principles of Panchayati Raj and proceeding to implement them, State Governments are devising a form best suited to their local conditions. Though there was some variance in the initial stages regarding the structure, there is now general acceptance of the three-tier system.

(Extracts from the publication entitled "Panchayati Raj in progress")

Panchayats and their functions

The development of panchayats on right lines has significance for several reasons. In emphasising the interest of the community as a whole and in

particular, the needs of these sections which are at present handicapped in various ways, village panchayats along with the cooperatives will play a considerable part in bringing about a more just and equitable social structure in rural areas and in developing a new pattern of rural leadership.

Panchayats will be able to perform their civic functions satisfactorily only if they are associated with an active process of development in which the village panchayat is itself given an effective part.

The panchayat at the village level to be the basic institution for planning and executing the development programme, should be autonomous in matters which have, by status, been placed within the purview of its authority.

Programme and Planning

Panchayats will have two-fold programme of their work:

- (i) Production programme and
- (ii) Social-welfare programme.

In between these two, the priority will have to be given to production programme because that has been given the first priority in the National and the State Plans.

Another important function of the Panchayats will be to prepare village plans.

The plan for additional agricultural production would be worked out on a national basis, keeping in view the possibilities and practicability for improvements under each crop and the measures to be adopted for improving them.

The Panchayat plan would clearly reflect the measures to be adopted for mobilising local enthusiasm and initiative for building up of community assets that would belong to the village as a whole.

Once the resources and requirements of the village have been worked out, the panchayats will have to draw up a list of priority—the order of priority in which various schemes have to be undertaken. The members of the panchayats, will, therefore, convene a meeting, periodically, of their electorate and obtain their verdict on matters of broad policy, future plans and budgeting. The people should thus be associated at all important steps. There is considerable force in the thinking, which goes to the extent of saying that no work should be taken up in a village if there is even a single dissenting voice. That being the ideal—the first practical step in this direction would be that in all matters of importance, the people should be taken into confidence and their active association secured. Once the people are a party to such decisions, they will always help the panchayats in the proper implementation of the plans.

The plans prepared by the panchayats will, by and large, have to fit into the framework of the overall state and the national plan. This will have to be a two-way traffic. Certain priorities fixed at national plan will have to go down to determine the priority of village plan and certain schemes of villages will have to be taken into consideration while the plans at the district and the State level are prepared.

As far as possible, the local people should be associated mostly in an honorary capacity to do the organisational work and it is only for the little clerical work that a paid employee need be engaged.

How will Panchayat Samitis work

It was with the background of Cooperation as against competition that Community Development programme with a philosophy of its own to instil in the people a will to better life was introduced in 1952—It has also confirmed the views of those who thought that for the success of the programme the people's representatives should be made fully responsible for drawing up and executing plans and programmes for their welfare. The decision to constitute responsive and democratic institutions at the block level, is the natural result of the programme. The Block will be the administrative unit for all works of development with necessary executive and technical machinery and adequate resources at its disposal. The administrative and technical knowledge of the State departments will be available to this body for drawing up its plans and programmes.

Functions of Panchayat Samiti

The Panchayat Samiti will have its staff both at the block level and the village level. The Block Development Officer will be its Chief Executive Officer and will have administrative control over the staff. Most of these officers will be lent to the Panchayat Samitis by the State Government.

The Samiti should instil among the people, in its jurisdiction, a spirit of self-help and self-reliance and initiative. It should be able to harness the enthusiasm and resources of the people to raise their standard of living.

The Panchayat Samitis will function through (1) functional sub-committees and (2) Village Panchayats.

The Panchayat Samiti having approved of the coordinated programmes based on the recommendations of the functional committees and the village panchayats will entrust the work of village programmes to the village panchayat concerned. The Samiti will then only exercise general supervision and give guidance, but in no case interfere with the execution of the programme.

Role of Zilla Parishad

The Zilla Parishad will consist of experienced men in public life and it will be in the interest of the Panchayat Samiti to give full consideration to the advice given by the Parishad. Of course, it should guard against any encroachment on its powers by the higher body. A healthy convention will have to be built.

The Chief Executive Officer should be the trusted agent of the Panchayat Samiti. Similarly, once the budget has been approved, the Samiti should not deal with funds. No member of the Committee should handle cash. The Executive, as the name indicates, is meant to carry out these functions.

Unanimity—Why?

The travellers who visited this country have mentioned about the importance of the village institutions. In the days when the rural institutions were at the highest glory the need of unanimity in the selection of candidates, and the importance of unanimous decisions were almost universally recognised. The representatives here are very near the people and have, therefore, full opportunity to understand their needs and their aspirations. But nearness, sometimes, also creates prejudices. Prejudices, in their turn,

create local factions. These have to be avoided at all costs if the local institutions have to grow and the village community has to remain intact.

New Role for All

Assigning to the villagers themselves the responsibility of managing through their representative local organisations not only affairs of day to day administration but also of planning and executing their local programmes, it just helping them to come into their own. It is making the realisation of Gandhiji's dream of a free India possible.

This great change makes it worthwhile to examine the new role that each one of us, officials and non-officials, from top downwards, are called upon to play. And these roles need adjustment in relationships, not only administrative adjustments but psychological too. A psychological adjustment compatible with the changed conditions around us, should have primacy over other adjustments. A new hierarchy based not on power but on the depth of professional wisdom and richness of experience has to be set up. Those at the top having more of these, will give to those down below to strengthen them in their roles.

Village Level Worker and Panchayat

Among officials at the village level the most important ones in direct touch with the stream of community life, and whose professional roles have a straight bearing on it, are the Village Level Workers, the school-master and the Patwari. The villagers know the Village Level Worker as the Gram Sevak. He has now to be alive to the significance of this popular designation. Instead of merely persuading people on behalf of an outside agency to accomplish programmes planned elsewhere, he has to help the Panchayat to develop initiative in planning and to guide it in executing its plans. His technical skill and knowledge are to be at the disposal of the Panchayats and his achievements and his failings are to be assessed in terms of approval or otherwise of these bodies.

Role of a school-master in village development schemes

The village school-master's role has lately narrowed down to that of a mere class-room teacher. At present he considers teaching on the basis of the prescribed syllabus as the end all of his role. Only a few decades back he used to be the veritable leader of the community he was working in, and his advice was more readily and more universally accepted than that of any other person. He acquired this unchallenged power of leadership over the people through his serviceability to the community in a variety of ways. This has had a very unwholesome effect on community life. He has to be re-established in his old role. Side by side with the role in the class room, he has to generate and develop people's appreciation for education or else much of our colossal effort in this direction will have gone waste. By percept, example and continued effort, he has to strive to become the accepted guide and counsellor of the community.

A New out-look for Patwaris

The Patwari has also to assume a new role. In doing his professional work, he has to change his entire approach. He cannot function in the old groove. He should exploit his centuries-old prestige with the people for confirming their faith in progressive ideas and practices, and incorporate in his professional role, the role of an extension worker also.

Block Development Officer & Panchayat Samiti

At the block level the Block Development Officer will have to play a very different and delicate role. All his experience, training and administrative acumen have to be placed in an unreserved manner at the disposal of the Panchayat Samiti.

His role as a coordinator will be to guide the Panchayat Samities in the formulation of block plans in the light of the bigger plans at higher levels as also of those made by the Panchayats at their own level. He may have also to guide the Samiti to appreciate the need of coordination with other agencies and organisations engaged in one or the other spheres of development and suggest steps to make such coordination possible.

In relation to his extension officers, the Block Development Officer will continue to play the role of the Captain of the team, each extension officer receiving from him the necessary guidance to contribute his utmost in the accomplishment of what has been planned by the members of the Samiti in the field of his speciality.

The formation of the special sub-committees for the execution of different parts of the programme and the Extension Officers' association with these committees will make them conscious of their role as technical guides both in the planning and execution of plans at the block and the Panchayat levels.

Tehsildar as servant of people

The Tehsildar in the capacity of the Chief Executive of the Samiti will have to play the same role as the Block Development Officer. The Tehsildar may, however, find it more difficult to achieve the necessary psychological adjustment than the Block Development Officer. The regulatory element in the Tehsildar's role has to disappear and has to be replaced by that of obedience and service to the people.

Collector's role as Distt. Dev. Officer

At the district level the Collector has his dual role to play. As one responsible for law and order, he has to discharge the regulatory functions of his post. He, as district development officer, has to keep his eyes upon and see how the best he can help each Panchayat Samiti to develop its functional character and attain individuality as an administrative unit. At his own level he will also have to see that each district head of development assumes and fulfils his role as an adviser to the Panchayat Samiti and contributes to the development of the technical efficiency of the officer down the line at the block level.

The district level officers in the role of technical advisers, in respect of programmes falling within the administrative jurisdiction of the Panchayat Samitis, will function through the extension officers.

Role of non-officials at different level

While briefly referring to the roles of different functionaries at various levels, we cannot forget to see what role the non-officials at different levels have to play. In fact their role is the most important, and unless they have a clear realisation of it, all this change will have lost its assence. For example, the Panchas and the Sarpanchas have to understand that 'Lok' means the people, the people including the last man in the last line also.

Once elected, he represents the entire population, and he has to unreservedly seek the opinion of all and everyone. The representatives of the people should be able to see the total personality of the village reflected in the plans they are to execute.

The members of the Zilla Parishad at the district level are elder statesmen in relation to the members of Panchayat Samitis and Panchayats, and have as such to help and guide the younger ones in their functions, and advise them in their decision. Each body (and, therefore, its members) has its own importance at its own level. The role of the member of the Zilla Parishad will be mainly advisory and they should develop by observation, study and discussion their personality as advisers. The member of the State Legislature has to remain so occupied with thinking of legislation on policies, that he will not have much time left for attending to the business by bodies at the lower levels. With the Panchayat Samitis coming and this worry ending, he will be able to concentrate more on his role as a legislator. He has to resist the temptation of influencing decisions of the lower bodies by his vaster personality. For the sake of their growth, initiative has to be left to them.

The role of a social worker is, by and large, to introduce progressive thinking among the people and to popularise changes in social behaviour so that it is in consonance with the impact of new forces.

The heads of the various departments of the Government at the State and district levels have now onwards to play their role mostly as advisers to the functionaries down in their respective lines.

The Government servants at the block or village level have to work as advisers and guides to the peoples organisations in the planning and execution of programmes by them. Towards the official, who is now, in very significant terms, the people's servant, they have to adopt a cooperative approach so that he gives the best in him to make rapid progress a practical reality.

(Extracts from the book "Towards a New Democratic Order")

III. TRAINING

The Training Programme

One of the reasons advanced for staggering the programme of Community Development, *i.e.*, of covering the entire country with development blocks beyond the original target date of 1961 to 1963 was the shortage of properly trained personnel. This stresses the importance attached to the availability of trained personnel. It is realized that the success and progress of the Community Development programme depends on the availability of such personnel in adequate numbers. In fact, the Prime Minister has observed, "Ultimately, it is not for lack of money that our work will stop. It will be for lack of trained personnel in some field or other".

At the end of the First Five Year Plan over 50,000 persons were employed ranging from Block Development Officers to Messengers (Veterinary), etc. By 1963 when the entire country will be covered with the Community Development programme, another over 110,000 administrative and technical personnel will be employed.

Every effort is made to give proper training to the above mentioned personnel before assigning them to their jobs in the field.

Objectives

Community Development has been described as the method and National Extension Service the agency for rural development work. Thus the training of Community Development Personnel has a twofold objective, one relating to community approach and the other to specialist job-training in different fields. It is recognised that the content of training of all types of personnel should include both special and general elements. Elementary or more advanced skills in the technical subject-matter comprise the special elements. The general elements relate to mental attitudes and to broad methods and techniques of education and of organisation.

Previously Job-Training and Orientation Training were combined in the same course in the same case of all categories of personnel. Now the training programme has been reorganised and Orientation Training relating to the general type is being imparted to block level personnel through a common course and Job-training is given to different categories of personnel in special institutions which have been set-up throughout the country. The purpose of the whole training is to help the Community Development personnel get an insight into the nature of duties they have to perform, the problems they are likely to face and their possible solutions. The trainees are helped to acquire the necessary knowledge, skill and competence to do their job. Orientation Training helps them to develop a broad-based aptitude, approach and outlook which is so essential in extending improved knowledge to the people in different fields. It also helps in creating among the community workers a clearer understanding of the programme and strengthening their faith in the objectives of Community Development so that they can make their contribution to the welfare of the area in which they are operating through proper approach to the village family and the village community. The whole approach of Community Development workers is directed towards making the village self-sufficient

in the primary needs of life, such as food, clothing and shelter and developing self-reliance in the individual, and initiative in the community to help the people to manage their own affairs.

(I) CENTRAL INSTITUTE OF STUDY AND RESEARCH IN COMMUNITY DEVELOPMENT

Perhaps this is the only institution of its kind in the whole world where experienced administrators and technical officers are given training to play their role as welfare officers and not purely as executive officers. It was realized early with the rapid expansion of the Community Development programme that its success would ultimately depend on the guidance received from the Senior personnel and the supervision exercised by them. It became essential for such personnel to understand the sciences of human relations and human values if they were to function as social servants and extension workers. It was not enough for them to be well-versed in the administrative fields and the 'know-how' required for development in the physical and economic fields. They had in addition to acquire knowledge in sociological sciences such as sociology, social psychology and social anthropology which specifically study and analyse group behaviour, group relationships and group processes.

Aims and Objectives

The Central Institute which was established by the Ministry of Community Development and Cooperation in June 1958 has two wings—one devoted to study and the other to research. The objective of the study wing is not to provide organised training of the normal administrative pattern since all the personnel attending the Institute are well-experienced in their own fields. What is aimed at is to stimulate thinking in the key-personnel—both administrative and technical—so as to create in them a better understanding of the objectives of the Community Development programme and of the approaches, techniques, etc.

Research Wing

In an ever-growing programme related to human behaviour, problems from the field are being constantly thrown up. Such problems to which solutions have been found are easy to tackle but there are many more demanding fresh solutions. For scientific approach proper research is required both regarding the method of community development and its applications in the field.

It has, therefore, been recommended that research should be divided into—

- (i) Fundamental and basic research,
- (ii) Research work connected with current problems arising from the operation of the programme.

The first type of research will be the responsibility of Universities and other research organisations. The second type will be organised by the Central Institute of Study and Research through the Training Centres.

(ii) TRAINERS' TRAINING INSTITUTE

As in the case of Senior Administrators and Technical Officers, it was thought necessary to have an institution for trainers working in various

training centres. The object is to develop among the trainers the realisation and understanding of the responsibility they have to discharge in training workers as promoters of social change in bringing about all-round development. The trainers are required to generate among community development workers the following five faiths :—

- (i) a faith in rural development,
- (ii) a faith in the capacity of the rural people,
- (iii) a faith in science and technology,
- (iv) a faith in social justice,
- (v) a faith in democratic values.

It is necessary to build up in the trainers a homogeneous approach regarding the use of various media and techniques in a concrete form and not in generalities. The trainers have to have a thorough understanding of the processes of economic development, social change and evolution of democracy.

(iii) ORIENTATION TRAINING CENTRES

When Orientation Training Centres started functioning from October, 1958, they replaced old Development Officers' Training Centres which were meant exclusively for the training of Block Development Officers. Unlike the Development Officers' Training Centres, the new Centres have two fold functions to perform. They give job training to Block Development Officers and Orientation Training to supervisory personnel at the Block level through a common course.

The need for setting up Orientation Training Centres was felt because previously job and orientation training was combined.

Block Development Officers

In addition to 1½ months' orientation training, Block Development Officers get job training for 1½ months at the Orientation Training course.

The need for setting up Orientation Training Centres felt because previously job and orientation training was combined. The result was that Orientation Training dealing with the fundamentals of Community Development Programme including its philosophy, concept, etc., was taken up with the subject-matter of the various types of supervisory personnel in their respective institutions. To meet the ever-growing needs of Community Development personnel from the field, these subject-matter courses had of necessity to be brief in the beginning. In these courses, therefore, full justice could not be done to orientation which is basic to equipping the personnel in the fundamentals of extension techniques. Since orientation forms part of training of all categories of personnel, it was decided that orientation training to Block level personnel should be given at the Orientation Training Centres through a common course of six weeks. Thus orientation training has been separated from job training which is given to Extension Officers in different institutions set up for the purpose. The new system for the first time, affords an opportunity to different types of personnel at the Block level to come together at the Orientation Training Centres and imbibe the spirit of team approach to problems in the field.

The main objective of orientation training is to give to the Block Extension personnel a clear idea of the history and the concept of Community Development so that they can better understand its aims and objectives. It is emphasised on the personnel that their function is to bring about a vast human change through a proper study of social conditions and human approach. This develops in them the capacity to organise rural people and stimulate leadership among them and helps them to utilise the services of cooperating people to build up extension programmes and execute them. They are told how to relate their subject-matter skills to extension methods. Orientation Training helps the personnel to evaluate progress correct interpretation of the data available.

Being the head of the extension team, one of the main functions of the Block Development Officer is that of administration. As such it has been recommended that this new key functionary at the block level should be drawn from the junior administrative cadre of the State which should be enlarged to meet the additional demand. At present the posts of Block Development Officers are filled by Officers on deputation from the State Administrative and Development Departments or by promotion from the ranks of Extension Officers. A substantial quota, however, is reserved for recruitment from the open market through Public Service Commission. Aged between 20 and 40 Block Development Officers are required to possess a University Degree and have market rural background with knowledge of agriculture.

In addition to being an Administrator, Block Development Officer must have the necessary human approach and an understanding of the lives and aspirations of the village people to bring about a social change in the rural areas. To a great extent the example set by the Block Development Officer determines the pace of progress in a block through cooperative and democratic methods.

A Block Development Officer arranges programmes so that the rural population can be enlightened about the Community Development programme and understand the aims and objects of community work. Through a proper survey of the needs and resources of the area, he draws up village plans with the help of village people and ensures their execution through people's institutions like Panchayats, Block Development Committees and Co-operatives. These village programmes are then consolidated into block plans with the help of Extension Officers. The budget estimates for the various programmes are drawn up by the Block Development Officer who also acts as the Drawing and Disbursing Officer.

(iv) SOCIAL EDUCATION ORGANISERS' TRAINING CENTRES

Extension is intimately connected with "education"—education in its comprehensive form of helping the people to live a better life. Therefore earlier when the Block team was constituted, it was felt that a specialist was needed who could make the people more receptive to the development programmes. Thus a functionary known as the Social Education Organiser was appointed who could present the programme to the people in its totality and encourage group formations for community action. It became his job in cooperation with other Extension workers to create the necessary consciousness and attitudes among the people to undertake development works.

In the new context of Panchayati Raj the Social Education Organiser takes steps to promote associate organisations, youth organisations, women's

organisations, farmers' organisations, etc., to work together with various functional sub-committees of the Panchayat. He promotes the programme of education for citizenship which the Panchayati Raj offers in its implementation.

The role of Social Education Organiser assumes additional responsibility to promote training of non-official and youth leaders in development programme. Since the programme is progressively taking on the shape of a people's movement, the social education organiser has to reply increasingly on Panchayats, its associate bodies and functional sub-committees for pushing through programmes of social education. Thus the S.E.Os. are required to work increasingly through people's bodies such as Panchayats, Cooperatives and schools.

A Block Development Officer arranges programmes so that the rural population can be enlightened about the Community Development programme and understand the aims and objects of Community work. Through a proper survey of the needs and resources of the area, he draws up village plans with the help of village people and ensures their execution through people's institutions like Panchayats, Block Development Committees and Co-operatives. These village programmes are then consolidated into block plans with the help of Extension Officers. The budget estimates for the various programmes are drawn up by the Block Development Officer who also acts as the Drawing and Disbursing Officer.

Before orientation training centres were set up Block Development Officers were given a combined course of orientation and job training at the 4 old Development Officers' Training Centres. Now after orientation training, Block Development Officers are getting job training at the 8 Orientation Training Centres. So far 2,934 Block Development Officers have been trained and 183 are under training.

Through lectures and field work, Block Development Officers are told about different facets of the programme like land reform and tenancy laws and problems of soil, better techniques of production, forestry, relationship between plant husbandry and animal husbandry.

The programme for women and children in the community development areas is conducted by the Mukhya Sevika, who was previously known as the woman social education organiser. She is responsible for promoting and developing in village women the urge for better living, organising and promoting family and child welfare activities, establishing women's organisations through cultural, recreational and other programmes and promoting education among girls and popularising crafts.

Men social education organisers are required to be University graduates. These conditions can be relaxed in the case of Mukhya Sevikas if sufficient number of graduates are not available. In that case Intermediate candidates can be considered and all such Matriculates who possess 3 years experience of social work. The selection of social education organisers and Mukhya Sevikas is made by State Governments through specially constituted Boards including both officials and non-officials.

(v) TRAINING CENTRES FOR EXTENSION OFFICERS

Extension Officers at the block level are subject-matter specialists in different fields drawn from their respective departments. They are persons

who have received their technical training in institutions and colleges established for the purpose before being appointed by their parent departments. However, when drawn into the extension team they are given 1½ months' orientation training, as already described, in the Orientation Training Centres. In case of some categories of Extension Officers a brief job training is also given to relate their professional skill to extension techniques and field programmes.

(vi) EXTENSION TRAINING CENTRES

Gram Sevaks

The Village Level Worker or the Gram Sevak holds a key position in the Community Development programme. He is the representative of all the development departments at the village level and acts as a liaison between the villagers and the Block Level Extension Officers. To perform his multi-purpose role a Gram Sevak is given working knowledge in the fields of animal husbandry, public health, village industries, cooperation, panchayats, etc. Yet it has been laid down that the main job of the Gram Sevak will be in the field of agriculture. Therefore, the major portion of his training is devoted to agriculture including minor irrigation and animal husbandry.

Following the recommendations of the Study Team appointed by the Committee on Plan Projects an integrated training course has been introduced for the Gram Sevaks and, as such, training in extension techniques and basic agriculture starts from the beginning of the course with integrated syllabus. In the reorganised pattern Gram Sevaks undergo training for two years.

There are 91 Gram Sevak Extension Training Centres functioning in the country. The list of these is given in Appendix V. Up to September, 1959, 36,557 Gram Sevaks had been trained and 6,104 were under training.

The Gram Sevak is usually required to be a matriculate or a diploma holder in agriculture with marked rural background. In the case of ser-vice-men these conditions can be relaxed. The selection is made by the State Governments through specially constituted boards.

The training of Gram Sevaks included class room study and practical training in the field. Besides this, Gram Sevaks are required to work almost independently so that they may gain self-confidence in field work before they leave the Training Centres. The first stage of training, that is, institutional training, is for 15 months. In this period Gram Sevaks are given instructions on agriculture including soils manuring, agricultural engineering and crop husbandry, horticulture and plant protection, animal husbandry, cooperation, panchayats, public health, etc.

In Service Training

In a Programme of the, nature of Community Development, the training of different categories of personnel can at no stage be considered as final. In a developing programme new ideas, new methods keep coming to the forefront. It is, therefore, necessary for the Community Development personnel to keep abreast of the latest developments.

Various media are employed to impart knowledge to the personnel while in service. Refresher courses are arranged for them and study tours and group discussions are organised. Refresher courses keep the workers informed of the latest technical developments and keep them in finding solutions to practical difficulties experienced in the field. For extension Officers, 12 Centres have been selected for in-service training. Study tours afford an opportunity to the participants to exchange their experiences and acquire first hand knowledge of the progress of the development programme in other areas.

Group discussions are based on problems which are thrown up from the field and the literature which is received from the Ministry of Community Development and Cooperation and the State Development departments from time to time. The Ministry of Community Development and Cooperation is publishing a lot of useful literature not only of specialised nature but also of general type for popular study. These include handbooks, manuals, pamphlets, posters, etc. Highlights of different aspects of the programme are also portrayed to the staff through the help of films, films-strips, etc.

(Extracts from the book "Study, Research and Training for the Community Development Personnel")

IV. AGRICULTURE—KEY TO RURAL DEVELOPMENT

When we talk of the National Extension movement and the stages of N.E.S. Blocks, Community Project Blocks, etc., we should always remember that these do not represent special programmes with temporary objectives. This is a movement only in the sense that, when it is introduced in an area, it carries with it a radical departure from prevalent outlooks and modes of thought. In fact, it is the permanent pattern of the Welfare State. It works for social change. It recognises that rural improvement is a continuous process covering all aspects of rural life and is the main concern of every branch of administration reaching down to the district and village, and enlisting at every stage the assistance of the best non-official leadership. The entire responsibility for working it rests with the States' normal agencies. It is an integral part of their system, not something outside it.

A Decisive Period

The Second Five Year Plan seeks to initiate this "decisive transformation" which will be carried forward by the next three or four Plans. When these Plans are successfully implemented, growth can become "self-sustained" or more or less automatic". It is in the years during which this "transformation" is taking place that we shall face many difficult problems and it is in them that the country will be called upon to make the largest effort on a national scale. The rate of development envisaged in the next twenty years can be seen from the following table taken from the Planning Commission's Report on the Second Five Year Plan :

*Growth in Income and Investment—1951—56 to 1971—76
(At 1952-53 Prices)*

Item	First Plan 1951-56	Second Plan 1956-61	Third Plan 1961-66	Fourth Plan 1966-71	Fifth Plan 1971-76
1. National income at the end of the period (Rs. crores)	10,800	13,480	17,260	21,680	27,200
2. Total net investment (Rs. crores)	3,100	6,200	9,900	14,800	20,700
3. Investment as percentage of national income at the end of the period	7.3	10.7	13.7	16.0	17.0
4. Per capita income at the end of the period	281	331	396	466	546

I would like to emphasize that this "take-off" is a necessary stage in the development of every country that seeks large-scale developments. During the period of 20 years we seek to ensure annual rates of invest-

ment rising from 10 to 17 per cent of the national income. If we are successful in this, we shall nearly double our per capita income at the end of the fifth Five Year Plan, *i.e.*, 19 years from now. This is a modest objective; at present, there are only a few countries in which per capita income is below Rs. 546, the level we aim at after 19 years.

Agriculture in a Planned Economy

In all countries undertaking large-scale development, the question arises—what contribution should agriculture make towards the financing of industrial development? The experience in this respect is summed up in the following passage from “The Theory of Economic Growth” by Professor Arthur Lewis :

“...in a number of cases an increase in the productivity of farming has been accompanied by heavy taxation of farmers, which has been used to finance capital formation in other sectors, and it has been true to say in these cases that far from agriculture absorbing capital from other sectors, it has been the farmers who have been forced to finance the industrial revolution. Japan is a case in point. In that country productivity per person engaged in agriculture doubled between 1885 and 1915, but much of the increase was taken from the farmers in higher rents or taxes and used to finance the rest of the economy. The U.S.S.R. is another case where farm incomes per head were kept down, between the world wars, in spite of farm mechanization and the considerable release of labour to the towns. This was done jointly by raising the prices of manufactures relatively to farm products and by levying heavy taxes upon the collective farms. Current examples are provided also by the Gold Coast, Burma and Uganda, three countries whose governments have withheld from their farmers a very large part of the increase in the price of farm produce since 1945 and who are using part of the proceeds to finance economic development in other sectors of the economy.”

Unprecedented Outlay

The book value of all major irrigation works that fell to India's share at the time of partition was about Rs. 110 crores. The expenditure incurred in 1950-51 to 1955-56 on such works was about Rs. 400 crores. The expenditure in these five years on minor irrigation works and tubewells was Rs. 110 crores. We added, in this period, 3,350 tubewells to the 2,500 that we had at the commencement of the Plan. On minor irrigation works—apart from tubewells—we spent more than was spent in all decades previously.

Under the Second Five Year Plan, the total provision for all programmes of rural development is Rs. 1,026 crores as against Rs. 770 crores in the First Plan. The annual expenditure provided is thus Rs. 205 crores. This does not include the funds allotted to rural electrification, cottage and small-scale industries, sugar factories in rural areas, rural water supply schemes, etc. It is also certain that, in future plans, progressively increasing allocations will be made for these purposes as our policy continues to be a balanced development of all sectors of the economy. No

programme for industrialisation can succeed unless it has, as its counterpart, a programme for a large increase in agricultural production. The large industrial development envisaged under the second and future plans is bound to lead to rapidly increasing demands for agricultural products and these will have to be met by expanding production. There should also be an additional margin for exports for earning foreign exchange, the demand for which will also increase as our Plans progress. Further, it is only by increased production that the inflationary pressures caused by deficit financing can be held in check.

By far, however, the most important reason for rapidly expanding agricultural production is the need for increasing the per capita income of the rural population. Increase in agricultural production and greater employment will promote savings and thrift and strengthen the sense of security in the community. On the other hand the widening of the gulf between rural and urban incomes will produce internal stresses and strains and endanger social stability. It must also be remembered that rural areas benefit by large industrial projects and development programmes in towns. The integration of the life of the new industrial towns with the surrounding countryside will lead to increased rural incomes. This will also be the effect of the general process of the linking up of life in urban areas with that in rural areas which is one of the aims of the N.E.S. movement.

We have, therefore, to ask ourselves two questions :

- (i) What is the order of increase in agricultural production at which the nation should aim over the next fifteen to twenty years? In other words, if the aggregate national income is to increase in the manner indicated, what should be the increase in the national income from agriculture and allied pursuits?
- (ii) If 10 to 17 per cent of the national income has to be saved by the nation for investment in the coming years, how much of the additional incomes generated by the large expenditure in the rural sector, to which I have referred, should be turned into savings for financing the Second and later Plans?

The following are the measures to which State Governments should devote special attention :

Use of Irrigation Facilities

Firstly, there is the need to utilise fully the irrigation facilities that have been made available as a result of the expenditure incurred in the First Five Year Plan. I have had a statement prepared showing for each State the total areas under command by major and medium irrigation sources completed under the First Five Year Plan; the area which, according to the Plan of the State, ought to have been brought under irrigation by 1955-56; and the area actually brought under cultivation.

It shows that out of 6.3 million acres which the State Governments expected to bring under irrigation, only about 4 million acres have been actually irrigated. This is a waste of national assets, water impounded at enormous cost being left unutilised. State Governments should see the National Extension or Community Project blocks are set up in these areas, among the first duties of which would be to see that the lands under command are actually brought into cultivation within the minimum possible time.

Further, during the Second Five Year Plan, 12 million acres are expected to be provided with irrigation facilities. Here again, National Extension or Community Project blocks should be established immediately so that they may assist in the construction of canals, in the preparation of land for cultivation and in the actual use of water as soon as it becomes available. I would like to elaborate this point somewhat further. I would remind you that many of the large irrigation projects included in the First Five Year Plan had been sanctioned, and work had commenced on them, before the Planning Commission was set up. In some cases, it has happened that, owing to defective phasing of works, water has been stored at considerable cost which can irrigate millions of acres, but the canal system needed for conveying the water to the fields is still not ready. I have not included such cases in what I have said above. There are also projects in which, in the Planning Commission's view, the time table prepared by the State Governments for spreading irrigation facilities already available is not rapid enough. These cases have not been included. I have based my remarks on the programmes for spreading irrigation which the States considered practicable when we prepared the First Five Year Plan. You will notice that in actual performance even these targets have not yet been reached in many cases. I feel that urgent attention should be devoted by States to this problem of eliminating the interval between actual availability of irrigation and its use.

Secondly, National Extension or Community Project blocks should be opened at once in the areas under wheat, rice and jowar for which improved strains of seeds are available, where such areas have not already been included. The movement should see that improved seeds become available within the Five Year Plan period to all such villages, and that they are actually used by every family. Along with improved seeds, every acre of land should use fertilisers and organic and green manures in suitable proportions. It is for the movement to see that through the agency of village panchayats and village cooperative societies (i) every village has permanent arrangements for producing seeds of high quality that it requires, (ii) every village has permanent arrangements for the organic and green manures that are needed for efficient cultivation, and (iii) that every village obtains in time its requirements of fertilisers. The Japanese method of cultivation of rice and improved methods of wheat cultivation should be extended so as to cover practically the entire area.

Thirdly, in the Second Five Year Plan, Rs. 27 crores have been provided for contour-bunding and soil conservation schemes. State Government should utilise the maximum local effort in the working of these projects so that much larger areas can be covered by the sanctioned outlays.

Fourthly, there are the programmes for integrating rural life with urban life which are essential parts of the NES movement. This is specially important in the areas round industrial plants already set up or which will be set up under the Second Five Year Plan. Every one of these programmes should be worked out carefully with the co-operation of the NES and the authorities in charge of the industrial townships. There are also the general problems of bringing into closer relationship the life of rural areas and that of urban areas. These problems have to be studied carefully. I may give the instance of milk supply and dairy schemes for large cities and towns, for which Rs. 9.6 crores have been provided in the Second Five Year Plan. Every one of these schemes requires skilled planning and

should include (i) the formation of cooperatives for milk production in a large number of villages, and (ii) arrangements for collecting milk in suitable centres and sterilising and bottling it and for distribution. Similar schemes are those relating to "regulated" markets, construction of warehouses etc., for which again there are allocations in the Plan. All such schemes should be planned after careful surveys so as to secure the maximum advantage to villages and towns.

Vital Role of Cooperatives

I should like to emphasise at the outset that cooperation is the most important agency through which social change can be brought about in rural India. The credit aspect is important: but other aspects—the encouragement of thrift and the creation of a sense of unity of interest among the people—broadly termed as "moral" aspects, are more important. The aim is that there should be societies, members of which know one another and have a feeling of community interest. The societies should see:

- (i) that every loan—in money or kind—is linked up with a plan for increased production;
- (ii) that every family is assisted to come into the movement in its own right by using loans for productive purposes;
- (iii) that every family makes a saving out of increased production and invests it in the society so that within a short time all the credit needed by its members may be provided by the village itself; and
- (iv) that every family makes a saving for investment in the National Small Savings Movement.

Building up Permanent Assets

In the coming years, these efforts should be organised with the aim of building up permanent assets for villages like small irrigation works, afforestation and soil conservation, fuel plantations, improved village pastures, etc. A five-year programme should be prepared for each N.E.S. block in which programmes of works for (i) individual villages, (ii) groups of villages, and (iii) the entire block should be prepared on a co-ordinated basis and each village authority should carry out its own share of this comprehensive plan.

AGRICULTURE

Improving the Soil

In India, out of a total area of 811 million acres, some 315 million acres are under cultivation for producing food and other raw materials for the industry. This cultivated area supported nearly 360 million population of the country. If one were to calculate the per capita land available on the basis of the entire population, it will come to .8 acre, and if the population depending only on agriculture is taken into account, the per capita land comes to 1.25 acres. Thus the average size of holding per family comes to about 7.5 acres. Obviously, this is much too small a holding for economic cultivation. The result is that agriculture in its present state cannot sustain the existing pressure of population.

Scattered Holdings

Inequalities in land in respect of productivity, social customs and laws and also non-availability of alternative means of employment have enhanced the process of fragmentation. Scattered holdings result in much waste of time and labour. They make supervision and control irksome and finally render investment under irrigation, drainage and land improvement difficult, if not altogether impossible. The topography of the fields also adversely affects the consolidation. These conditions are partly responsible for falling productivity.

Stray Cattle and Land Erosion

Many pastures have been ploughed up to provide food for the man, and the remaining pastures are overgrazed and unsystematically managed. The practice of letting loose numerous cattle after the harvest of the main crop prevents the wider adoption of double or multiple cropping. There is a great scarcity of fuel, resulting in the burning of cowdung and crop residues, which should have been better utilised for maintaining the fertility of the soil. The water, which is a limiting factor to our expanding agriculture, sometimes causes erosion, water logging and salinity. There are areas where wind erosion also accounts for a heavy toll on the productive capacity of the land.

This replanning of our land use will consist of the following :—

1. Consolidation of holdings,
2. Soil and water conservation measures.
3. Re-alignment and re-modelling of water course to increase the efficiency of irrigation and drainage and to accelerate the wise use of water.
4. The classification of land according to its suitability for different crops, and adoption of better land use methods.
5. Reduction in the number of marginal holdings and provision of adequate credit facilities coupled with saving campaigns and reduction in unproductive social expenditure.

Consolidation of Holdings

“Fragmentation of holdings has been responsible for the backwardness of our rural areas in general and for unintelligent use of our soil in particular. After consolidation the village presents a new picture altogether. Since fragmented holdings are put together and converted into blocks, fewer wells, tubewells, and pumping sets can irrigate a large area; investment on irrigation, drainage and land development becomes worth-while. Out of the common pool of land roads, channels and drains can be demarcated. Sites can be set apart for schools, play-grounds, libraries, dispensaries, panchayatghars and compost pits etc. Grazing Grounds and fuel plantations can also be provided.”

Precautions Necessary

“Prior to taking up consolidation work, it should be ensured that indiscriminate cutting and falling of trees in the holding is prevented and compensation of trees is fixed in consultation with the village panchayats.

Consolidation disputes should also be settled within a reasonably short period, as pending these, no development work can take place."

Soil and Water Conservation

"The severe erosion of soil, particularly in hilly, undulating tracts, is responsible for the loss of fertile top soil. Large areas in Bombay, Hyderabad, Assam and some other parts of the country have suffered badly in this manner. Contour bunding and terrace cultivation are necessary for the reclamation of undulating eroded land. Such areas should be surveyed to locate compact blocks of eroded soils and contour bunding or terrace cultivation should be practised. Land development and soil conservation measures of this type should be organised on the basis of complete watersheds and not for individual holdings.

Heavy gully erosions have also thrown out of cultivation large areas on the banks of some of the rivers that traverse the soft alluvial tracts of Northern India. The severity of the erosion of this kind has only to be seen to be believed. Hundreds of thousands of acres, out of the deep ravines, are found eroded along the banks of rivers like Mahi, Chambal, and Jamuna etc. The reclamation of such deeply eroded lands by mechanical means or paid labour is a very costly proposition. Where landless labourers are available in abundance, they may be found willing to reclaim such eroded land, if it is allotted to them and assistance is given to them by way of providing bullock power, seeds, fertilizers, manures, etc., for bringing under cultivation the land which they may gradually reclaim with their limited resources. Reclamation of this type should invariably be accompanied by proper anti-erosion measures in the adjoining cultivated lands to prevent further erosion.

In Rajasthan, Kutch and parts of Uttar Pradesh and Saurashtra, the gradual extension of desert conditions has driven large areas out of cultivation. The prevention of the march of desert is necessary for reclamation of such land. Planting of belts of quick-growing trees will stem the expansion of the desert areas."

"In some areas, hill slopes denuded of forest cover, will require attention. In such cases, trees should be planted in contour trenches dug on hill-sides across the slope. If the soil is highly eroded and unfit for the growing of field crops, the planting of belts of leafy trees, which will protect soil from the impact of heavy rain, should be resorted to. Trees firmly hold the soil and humus, thereby helping water conservation and increasing soil fertility. Trees should also be planted on boundaries of fields and around irrigation wells. The trees should be such as would meet the requirements of the farmers in respect of fuel, fodder, timber, green manures, fruits and shade for cattle. In addition, there are areas where cultivation of crops is not at all a practical proposition. The same can be afforested to check soil erosion and to provide fuel and timber requirements of the community.

Proper soil conservation and reclamation of land is absolutely necessary. Contour-bunding, terracing, compartment-bunding, contour-ploughing, strip-cropping and proper manuring are the principal measures that should be adopted in this connection. Provision of proper drainage in the rainy season and repeated cultivation in the summer months will prevent soil becoming weedy again."

Proper Use of Water

Though water is so precious, its waste is appalling. In humid areas there is a loss of more than one-third of our annual rainfall through run-off, and at the same time farmers elsewhere in the country suffer severe crop losses because of inadequacy of rainfall. In many irrigated areas, half of the water diverted from the rivers and streams is lost in conveyance and half of the water given to the fields is lost before it gets to the roots of the plants. Moreover the water that reaches the roots of the plants does not yield optimum benefit due to variations in fertility from field to field.

If the maximum utilisation of water, from the time when the rain falls and snow melts and until the water finds its way again to the sea, is to be achieved, water management must start with an appreciation of the special requirements of each type of land, and the implementation of measures for the conservation of water and the prevention of erosion. The latter especially, results in sedimentation which silts up reservoirs and increases the cost of desilting canals. Water management and development are intimately connected and are inseparable from land management and its use.

It is widely, though incorrectly, believed that once irrigation water has been provided, permanent stability and prosperity result. In fact, the provision of irrigation water creates new problems with which the farmer is not often familiar. Drainage to a greater or a lesser degree is a necessary part of irrigation system. Seepage from canals, surface run-off and deep percolation from lands contribute to the accumulation of water in lower areas and cause water logging and salinity.

The specific steps to be taken for obtaining optimum agricultural production from the point of view of the present rational utilisation of water resources that might be suggested are :—

- (1) De-silting of canal water.
- (2) Adjusting the size of irrigation plot according to the ground fall.
- (3) Shortening of too long water courses in sandy areas to avoid loss through seepage.
- (4) Providing separate water courses for high and low lands to prevent interception of water by more favourable lands at the expenses of the less favourable ones.
- (5) Study the operation of distribution and the management of water distribution to improve the efficiency of irrigation.
- (6) Levelling of the fields and consolidation of the bunds to reduce the loss of water through seepage and leakage.
- (7) Introducing block system of irrigation where compact blocks under the same crop are planted and harvested at the same time. This will avoid delay in planting of the succeeding crop and speed up water utilisation through timeliness of operation.
- (8) Educating farmers to grow two different irrigated crops in separate blocks so that the peak demand for the water is reduced and its consumption properly utilised.
- (9) Introducing and educating farmers in fuller exploitation of water through heavy fertilisation of land.

- (10) Organizing of cooperative marketing system for the speedy disposal of the farm produce to secure better prices which will induce farmers to use large quantities of irrigation water and fertilisers.
- (11) Preparing advance calendar programmes for making irrigation water available to farmers in time and consequently to obtain fuller utilisation of the same.
- (12) Making canal banks suitable for all weather traffic and linking them with the existing thoroughfares to improve the communication which helps in a speedy transport of the produce from the field to the thrashing store and from the village to market. This serves as an incentive for production of crops and consumption of more water.

Wise Use of Land

To obtain maximum crop production from land, it is necessary that our land resources are classified according to their suitability for different crops. There will be, for example, areas where paddy crop can be grown with advantage, but there are now considerable areas where precarious crops of paddy are unwisely raised. There will be other areas which can produce better maize, millet, wheat, gram, etc. There will still be areas where only one crop can be grown like maize, kullhi, jowar, arhar, etc. There are some black soils in Hyderabad, Madras and Bundelkhand (U.P.) which are better suited to cotton. A survey has therefore, to be made with particular reference to the suitability of the soil for growing particular crops, and accordingly programmes should be drawn up to encourage cultivation of these crops. If it is not done, the crop planning will remain defective and it will not be possible to obtain maximum results.

Under wise use of land, while the soil produces most of that crop for which it is best suited, it does not deteriorate in its fertility. The first and foremost question in this respect is one of maintaining the fertility of the soil. Because fertility of land is low, the average farmer cannot save enough money for investing on the development of agriculture. The non-availability of alternative fuels and the lack of means of purchasing these compel a large number of farmers to burn cattledung as fuel though they are quite aware of the value of dung as manure. They are caught in the vicious chain of falling fertility and falling production.

Fertilizers

In recent years, some of our farmers have discovered that the only way out of this dilemma is the use of fertilizers for increasing crop production. It is because of this that extensive credit facilities are provided for the purchase of fertilizers and fertilizer-promotion campaigns are launched.

In India, not only we use much less fertilizer but we also use it in a very unbalanced manner. If only one element is applied to the soil there will soon be no response or very low response because of the deficiency of other plant nutrients. Some farmers, who have used only nitrogenous fertilizers for a period of five years or more, complain that their yields are declining even though they are applying more fertilizers to the soil than before. Many of these cases are due to the non-application of phosphatic fertilizers and, in some cases, of potassium also.

Often, experiments on Government farms show that it is not necessary to apply phosphatic or/and potassic fertilizers, but when similar experiments are repeated on farmers' field, it is found that the application of phosphatic or/and potassic fertilizers is necessary. A very large number of experiments have been carried out on farmers' fields and they have emphasized the anomaly between the results on the farmers' fields and Government farms.

The explanation for these differences is very simple. On Government farms no cow-dung is allowed to be burnt and all of it goes for application to the land. Moreover green manuring, rotations of crops and use of composts are much more widely prevalent on Government farms than on the average private farm. These practices prevent the depletion of soil fertility on Government farms, but the situation is quite different in the case of farmers' fields.

With the application of balanced fertilizers, the fertility of the soil improves. In fertilized fields, the grain as well as straw production increase. The latter particularly benefits cattle, and the quantity of dung also increases. In fertilized fields, not only the crop above ground grows luxuriantly, but also the roots below ground which are not visible. In fertilized fields, more stubbles and roots are left in the soil than in unfertilized fields, leading to improved soil fertility.

Many a time it is thought that the use of fertilizer should be limited to irrigated land or areas which have adequate rainfall. This is incorrect. Even in areas of inadequate rainfall fertilizer application can yield profits under the dry farming conditions. Both phosphate and potash hasten the maturity of the crop and reduce the water requirements of the plant, thus increasing the yield under any farming conditions. Both these fertilizers are not likely to be lost from the soil under such conditions. In the dry farming areas, an application of a small quantity of nitrogen can even given spectacular results, provided phosphatic fertilizers are also applied. Fertilization of legumes including green manures with phosphates at the time of their sowing has given spectacular benefits. This is a relatively new and uncommon practice and needs to be popularized.

Arrangements have been made for supplying the fertilizers to farmers on credit either through cooperative societies or takavi loans. The Extension Organization should persuade farmers to repay the fertilizer loans in time, as, otherwise, the entire credit system will fail and agricultural improvement delayed. At the time of the issue of the loan, the Extension Agency should educate the farmers regarding the proper doses to be used and the need for timely repayment of loans. Informal written understanding regarding the doses to be used and the time of repayment have helped very considerably.

Green Manures

Green manures used in conjunction with chemical fertilizers on the same field result in remarkable improvement in the yield, amounting to about 3 to 4 times the average yield. Experience has shown that a regular addition of even 3 to 4 thousand pounds of green manure or green leaf each year is adequate when practised in combination with balanced chemical fertilization. Under tropical conditions the organic matter of the soil is depleted very rapidly. The addition of 12,000 lbs. of green manure once in three years does not, therefore, yield the same result as the addition of

4,000 lbs. of such matter each year. As this fact is not adequately appreciated green manures are recommended to be applied once in three years instead of a lighter dose each year. When we look for green manures which yield a high tonnage, the selection of green manure crops naturally becomes restricted. This is one of the factors which has hampered the wider adoption of green manuring.

Dhaincha and Sunn-hemp are the two green manure crops which give a very high yield per acre. The seeds of these two crops are not available in enough quantity. Their production in larger quantities is handicapped because the producer of seeds is not sure of the demand, and the seeds of these crops cannot be used for any other purpose except green manuring. They are not eaten by men and commonly not fed to cattle. In popularising Sunn-hemp and Dhaincha, it is necessary to ensure that the production of seed is taken up in each village so that the village is independent of outside seed. Just at present, the farmers who wish to use these two crops as green manures desire to secure the seeds at a low price. This discourages production of the seed. It is, therefore, necessary that the farmers agree to pay a reasonable price for the seed so that it becomes worth-while for their brother farmers to produce the seeds.

Many of the Kharif pulses which are commonly grown in different parts of India can also be used as green manures, provided the idea of a high tonnage is given up. Crops like Kulthi, Meth (Moth), Urad (Kalai), Moong, Lobia (Vigna Katjang Maskalai) can be used as green manures. The advantages are that the cultivation of these crops is already known to the farmers, the seeds are locally available and the seed rate is somewhat lower than in the case of Sunn-hemp. These crops if sown after the first good shower yield in a period of four to five weeks adequate green matter. In areas where paddy is transplanted and where paddy nurseries are raised with the help of rain and not with the help of irrigation water, there is generally a gap of four to five weeks between the first good shower and the transplanting time for paddy. It is so because it generally takes three to four weeks for raising a paddy seed nursery. When the seedlings are ready and there is enough water for transplanting, the green manure crop should be ploughed in the field without waiting for further growth of the green manure crop. By this time most of these crops will have grown sufficiently, to yield 3,000 to 4,000 lbs. per acre. Even in the case of Sunn-hemp, it is not necessary to wait till the flower buds appear as this waiting delays the transplanting and prevents the wider adoption of green manuring.

“Where fields are located near forests, jungle leaves can very well be used as a green manure. The leaves are collected and applied to the paddy fields at the time of puddling. Four to five days after puddling, the twigs and branches are picked up and the leaves would have rotted by then.”

Compost

“To supplement the green manuring programme, it is desirable that all farms and village waste material along with cow-dung, cattle urine, human urine, etc. should be composted properly. The use of composted night-soil should be introduced as quickly as the conditions permit. Demonstrations in the proper methods of composting and propaganda in digging and filling of compost-pits in rural areas should be taken up on a large scale, and for this, special campaigns, should be organized when

there is leisure in the village for the filling of compost-pits with farm waste, tree-leaves, weeds, cattle dung, etc. The aim should be to produce adequate compost to apply to all the non-green manured lands every year. The compost production should be related to the land under cultivation. Instead of applying a heavy dose once in three years, one-third dose should be applied every year. The compost-pits should be located in or near the fields so that all available waste is utilized and long distance transport of compost is avoided. The quality of compost is generally very poor and it can be improved considerably by adopting sectional filling and proper covering."

(Extracts from the book "Better Use of Land")

Improved Seeds

"Unfortunately, until, recently adequate arrangements for supplying good seeds did not exist and the farmers had to use non-descript and inferior quality seeds."

The scientists have studied the characteristics of different types of seed sown all over the world and by a series of experiments discovered what seeds possess a constant character and are best suited to a given kind of soil, temperature and humidity. This method is technically known as 'Selection'. There is another method of evolving good seeds in which two seeds of the same crop but with different qualities are crossed with each other so as to produce a new variety with the good qualities of both. This method is known as 'hybridization'.

By carrying out such experiments over long periods of time, the scientists have evolved thousands of new strains to suit any normal condition of soil and climate. These have been given technical names like N.P. 700, H.R. 5, C.H. 10, and so on. Attempts are being made to develop new varieties of seed which, while promising richer yields, may also prove resistant to plant disease and pests."

Multiplication of Improved Seeds

The crux of the problem in regard to the distribution and use of improved seeds can be stated as follows. There is an acute shortage of improved seeds for the major food crops. It is quite obvious that the research stations cannot produce these seeds in adequate quantities. They can only provide nucleus seeds.

The question now is, how to multiply these seeds fast enough to meet the vast need of this country?

Unfortunately, there are no commercial organisations in India to take up this task. At present, the work is being done by the State Agricultural Farms, which exist practically in all the States. The nucleus seed is sown at these farms. In Uttar Pradesh a wooden dibbler has been evolved which has reduced the seed rate considerably. In the case of wheat, for example, the seed requirement has been reduced from 40 seers to 6. After sowing, the standing crop is regularly inspected for roguing, *i.e.*, to remove from the crop stray plants which are not true to type or have been produced from seed other than improved, owing to accidental admixture. The crop is then thrashed separately, care being taken to see that it is not mixed up with other seeds. The produce is carefully stored in suitable stores and

protected from insects and pests, humidity and inclement climatic conditions. Afterwards, the total quantity of seed is distributed among selected growers, called 'A' class farmers, who are required to multiply it further on their fields. The 'A' class growers are normally big cultivators who take an interest in improved agricultural operations. They are given seeds at market prices even though the cost of production may be higher. The crop on the fields of 'A' class growers is carefully rogued and steps taken to see that the seed produced is pure. For this purpose their fields are frequently visited by inspectors and the thrashing is supervised properly.

As the number of 'A' class growers is normally limited, the multiplication of seeds is not large enough to cover wide areas with improved seeds. The produce of 'A' class growers is, therefore, carefully stored and issued the following year to 'B' class growers. These are comparatively small cultivators. They are advised to multiply seeds in the same manner, all precautions being taken about roguing and separate thrashing. The seed is supplied at the market rate and taken back at a premium. Experience has shown that at this stage of multiplication, sufficient quantities of improved seeds become available for further distribution.

It should, however, be noted that it is always better to restrict the number of intermediate growers. The quality of seed tends to deteriorate in such multiplying operations. It is, therefore, necessary for fresh nucleus seeds to be obtained from the farms producing such seed every three or four years.

In the Community Project areas model farms have been established in many villages. These farms grow the nucleus seed and have it further multiplied in one or two stages through approved registered growers. In cases like tobacco and cotton, where uniformity of produce is very important, the growing of a particular variety is obligatory. In some States such legislations has already been adopted. To facilitate the multiplication and distribution of improved seeds, the Ministry of Food and Agriculture have proposed to start a 100—acre farm in each district of the country. A Seed Certification Scheme, is also proposed to be put into effect in the Second Plan period.

The Japanese Method of Paddy Cultivation

The Japanese method of paddy cultivation, which has led to extraordinary results, is not a complex method. It is well within the capacity of the Indian farmer.

The first thing to do in this method is to plough the field soon after the previous harvest is over. This is meant to expose the lower layers of the soil to the rays of the sun. A green manure crop is then grown and ploughed under. In Japan the crop is usually cut and dried for three or four days before it is ploughed into the field. Both operations have been known in India for long; only they are not practised widely.

The principle involved is simple. The food we take from the soil, in the form of crops, needs to be put back in one shape or another. In India, many generations of farmers have drawn on the same land, without putting enough back into the soil.

There are ways to enrich the soil and keep it productive for all time. One is green manuring, which is suitable for many soils. Green leguminous plants, roots and leaves, when ploughed under, decompose and make

the soil porous and sponge-like. In such soil air moves freely and water is absorbed. The decomposed matter adds a great deal of nitrogen as well as a number of minerals to the soil. The most useful legumes are sanai, dhanicha, berseem, methra and Khesri and pulses and beans like urd, moong, guar, lobia, kulthi, arhar, masur and matar.

After the soil has recovered some of its lost vitality, it needs to be further enriched by applying compost or cowdung. The next operation is to plough again and turn the manure under.

While the field is thus being made ready for the crop, the seed-beds need to be prepared. According to the Japanese system, these should be four feet wide, raised three inches high, with each bed one foot away from the other. Such beds promote the growth of seedlings in a loose and pulverised soil, and facilitate inter-culturing and drainage of water.

On these beds is applied finely-sieved compost manure in a layer about one-eighth of an inch thick which enables the roots of seedlings to remain in the top-soil, facilitating easy pulling out for transplantation. Ash is then spread in a thin layer and the beds are covered with yet another thin layer of fertilizers.

Meanwhile, the seeds to be sown are selected. They are poured into salt water and the useless ones which float on the surface are skimmed off. Water from the washed seeds is then drained out. The Japanese farmer soaks the seed in water for a week or 14 days before sowing. Generally, slightly germinated seed, when sown, gives better results.

The seeds are also soaked in 'agrosan' solution. For 15 minutes and dried in a partly shaded place. The seeds are now ready for sowing, either in lines or broadcast. Sowing is done at the rate of seven seers per acre of the main field. Thin seedling is good for getting sturdier seedlings.

When the seeds have been sown, the farmer has time for repairing the field bunds—filling the cracks and holes.

The field now needs further attention. It needs some more food, which should be in the form of about 20 cartloads of compost or other organic manure to an acre.

In the meantime, the seeds sprout into seedlings which should be protected from insects by spraying.

The main field which has been puddled needs to be fed on another 200 lbs. of fertilizer mixture per acre. This makes the field ready to receive the seedlings.

The seedlings are lifted off the seed-beds carefully and gently without damaging the roots. The soil clinging to the roots is washed and not knocked off. The seedlings are then planted in the main field, ten inches apart, in straight rows ten inches wide. The number of seedlings in a bunch, and the spacing between plants and rows are, however, not uniform. For example, at certain places six to eight seedlings and at others three to six seedlings are put. Similarly, in certain areas a distance of eight inches is kept between the rows and between the plants, depending on the requirements of the soil. While planting, care is taken to hold the seedlings along the fingers. The fingers are pushed into the mud, which leaves the plant standing straight up.

It is commonly held that line-sowing costs more. This notion is erroneous. Farmers have found from experience that line-sowing in fact requires less labour, provided one knows how to do it.

After two weeks of transplantation, the fields are weeded well. At the end of a month, the seedlings are found to be showing good growth. At this stage, 200 lb. of fertilizers of mixture is applied again and is worked around the roots by hand. In every 15 to 20 days, the soil is loosened with a convenient tool.

On account of heavy rainfall, or for some other reason, the plants may bend and the earheads, if steeped in water, may decompose. To prevent this, ropes tied to sticks at regular places in the field are used to rest the flattened plants on them. This is about all that is required to be done to grow more by the Japanese method. It does not involve the use of any costly foreign equipment and can be followed by any industrious farmer.

The secret of success mainly lies in raising sturdy seedlings, adding adequate organic manures and fertilizers and taking care in the preparation of the fields. Inter-culturing and weeding also play an important part. The labour is well rewarded."

(Extracts taken from the book 'Better Seeds')

Improved Implements

The implements which are in common use all over India are few and simple. This mould-broad ploughs, bakhar or blade harrow, wooden seed-drill, cultivators, harrows, sickle, etc. constitute the average farmers' agricultural implements. In certain areas use of chaff-cutters has become common. For sometime past oil-engines, pumps, cane-crushers, thrashers, rice-hellers, etc. are also gaining popularity. But the use of improved implements has not yet reached the desired level. Their use results not only in the saving of time but also of labour and money. It also helps better cultivation and thereby increases the yield. The country plough at present in use for multi-purpose operations like ploughing, harrowing, hoeing, burying green manure, etc. does not dig deep enough. The land has, therefore, to be ploughed many times for preparing the seed bed, destroying the weeds and breaking the clods. If mould-board plough is used, it inverts the soil and buries the weeds in one operation. One ploughing with the mould-board plough following by three or four harrowings can replace ten to twelve ploughings with a country plough which are given for preparing the fields for sowing a Rabi crop. This will reduce the pressure of work, prevent the delays in sowing of Rabi, and often enable the raising of Kharif and Rabi crops on the fields which are now kept fallow during the Kharif.

In paddy growing areas, a larger number of bullocks are maintained by farmers to finish quickly the puddling of fields so that transplantation of seedlings is finished in time. The bullocks have to work very hard during these operations. But thereafter they remain idle and consume lot of feed. The green manure trampler which has been developed in South India can trample green manure crops like Sunn-hemp and Dhaincha with the mud and covers an area of two and a half acres to three acres in a day. Similarly the wet land puddler can do the job of a green manure trampler in addition to puddling in nearly two acres of land in a day.

The blade harrow, commonly known as Bakhar or Guntaka, is another implement commonly used in Bombay, Bundelkhand (U.P.), Madhya

Pradesh and Madras. It can be used for pulverising the soil after the land is ploughed in. In many parts, and particularly in clay soils, the use of blade harrow is ideal for the first operations in cultivation. It is also used for interculture between groundnut and cotton. It cuts the roots of the weeds. One pair of bullocks with a blade harrow can do the work of five pairs of bullocks.

Cultivators and harrows are very useful implements for hoeing and weeding of crops. Bullocks-drawn cultivators and harrows cover more than two acres in a day. Ridgers are quite economic and labour saving implements in areas where sugar-cane and maize are cultivated. In dry areas, use of bund-formers saves lot of manual labour and time for forming bunds and beds in fields.

Next to seed bed preparation comes sowing operation. There are many types of seed drills used, indigenous as well as improved. A seed drill saves seeds and enables quick and early sowing. Sowing of crops in lines reduces the cost of weeding and good weeding increases the yield. Deva's seed-drill developed in Madhya Pradesh can be fitted on a country plough. One acre can be sown in five hours. There are other seed-drills, which can sow three or four times as much and can be worked with one pair of bullock, thus saving much time and labour per acre.

The Rice Land-Weeder, though a Japanese implement, has become quite popular in areas where Japanese Method of Paddy Cultivation is processed. A man can weed from half an acre to one acre a day with this weeder. It is really an implement which must be had by paddy growers who want higher yields. Another implement for paddy growers is a Japanese Pedal Thrasher. It costs less to thrash paddy. This is simple in construction and can be conveniently carried from one place to another.

Otpad-thrashers or Narag Thrashers are very popular in Punjab, U.P., Rajasthan and Madhya Pradesh. Their use has saved much time, labour and bullock power. Similarly, the use of other improved implements will show that they are labour and time saving. Tractors and tractor drawn implements should also be used where necessary.

To popularize them, large scale demonstrations should be carried out on farmers' fields. It would be further useful to arrange for the training of village blacksmiths and carpenters in the manufacture, repair and maintenance of these implements. The equipment of village smithies and carpentries should also be improved and wherever possible cooperatives should be organized for the fabrication of such improved implements. These multipurpose cooperative societies can also undertake the supply of improved implements. Where necessary, short-term credit should be provided to these societies for stocking and sale of implements.

Improved Technique

Defective agricultural technique and improper use of land are in most cases responsible for low crop yields. The Introduction of improved crop rotations and particularly the inclusion of one or more leguminous crop in the programme will balance the fertility of the soil and produce good results. In Bombay, Madhya Pradesh and Hyderabad, it has been observed that a rotation of ground-nut and cotton has increased the yield of cotton crop by 15 to 20 per cent. Similarly in Uttar Pradesh, the rotation of moong and wheat has increased the yield of wheat crop. Similar results have also been obtained by the mixed cropping of cereal crops with pulses.

There are areas where preparation of land is haphazard and hurried. Land is ploughed only once in 3 or 4 years and often it receives no cultivation. After the rabi harvest and until the first showers are received in the following monsoon, ploughing and still deeper ploughing in summer is beneficial. Repeated ploughing produces better tilth and thereby encourages crop growing and increases yield. In tracts where broadcast sowing is commonly practised, a high seed rate becomes necessary. The close cropping of plants in broadcast crops affects their growth adversely and reduces the yield. Sowing of crops in lines will mean economy of seed, more uniform growth and easier inter-culture.

The Japanese Method of Paddy Cultivation and U.P. system of growing wheat through wooden dibbler can be introduced in larger areas to increase yields of paddy and wheat respectively. Similar efforts should also be made to grow other crops like jowar, bajra, maize, gram, etc.

In Saurashtra, it has been observed that while preparing seed-bed, furrows, are opened and farm-yard manure or compost is applied therein. The field is then levelled with a plank. After the first rain the soil where the manure is applied swells up. This gives a clear indication to the farmers to sow jowar or bajra in these furrows. This has two effects. Firstly the crop is grown in lines and secondly the manure is actually provided where the seed is placed.

Proper method of manuring the soil and the knowledge about the correct time and dose of fertilizer application are also necessary. Similarly the proper technique of irrigation for obtaining the best results should be known. Both over-watering and inadequate watering affect the crop yield adversely. Irrigation of large uneven plots needs more time and causes unnecessary accumulation of water in low plots and inadequate watering of high lying places. Division of the field into small suitably bunded and levelled plots economises the water with good results.

Plant Protection

Sometimes the pests and diseases of plants create havoc. This can be controlled by changes in rotations or variations in the cultivation practices. Late sowing of cotton can, for example, reduce the attack of 'Tirak' disease. Similarly, the closer planting of cotton usually lessens the attack of 'Jassids', and the planting of an early maturing variety of cotton reduces the boll-worm attack. There are some biological controls also, but these should be adopted only on the recommendations of the State Department Agricultural.

The treatment of jowar seed with sulphur powder protects the crop against 'loose smut'. Similarly the water soaking of wheat seed followed by exposure to hot sun reduces the incidence of wheat smut. The adoption of timely and effective measures to control the outbreak of pests and diseases is essential. Stocking and sale of dusters, sprayers, fungicides and insecticides should be arranged at convenient places to be used when required. Necessary training of farm leaders in plant protection measures is also very essential. In the event of insect pests or diseases appearing as an epidemic, timely campaigns conducted on a mass scale should be carried out. The assistance of the Plant protection staff can be requisitioned in the conduct of such mass operations.

Mixed Farming

For a long time past, agricultural improvement in India has come to mean only crop husbandry. Agricultural improvement should also mean animal husbandry. Louis E. Howard says, "The animal is our farming partner, and no practice and no knowledge which ignores this fact will contribute anything to human welfare, or indeed, will have any chance either of usefulness or survival". It is, therefore, essential that mixed farming should be popularised in real earnest.

(Extracts from a pamphlet "Better use of Land")

Hints for Village Level workers for increasing Agricultural Production

India's required increase in food production can come only from the individual efforts of cultivators working on their land and their combined efforts—working together in cooperatives, panchayats and other organization as found in the villages in your circle. It follows, therefore, that responsibility for increased production rests with the cultivators themselves. This means in your villages, that people must first understand the benefits their families and communities will get from increased production, and second, understand and develop skills necessary to apply new production practices. They must see these benefits in such visible terms as to be motivated to accept all possible guidance from you in changing from traditional to improved practices.

In this educational process of arousing interest among your villagers to accept and use proven and recommended agricultural practices, you must seek out the progressive village cultivators. They will give leadership in developing interest and promoting the food production programme in their villages. You will find in each of your villages that there are some cultivators whose rate of production is many times higher than that of those who are farming badly. Some of these better cultivators already know the benefits from using improved seeds, fertilizers, etc. Because they have had successful experiences in using improved practices they are also receptive to trying out still newer methods.

Agriculture production Committee for each village

Since one can find a number of progressive cultivators in each village, it is recommended that a special village agricultural production committee be organized for each village in your circle.

This committee should be a special committee of the panchayat, or linked with the panchayat in some important way. However, for at least two reasons, it is better to have a special committee than to lay this task directly and fully on the existing members of the panchayat; one is that it is believed the progressive village cultivators can best organize and carry through a programme to influence other cultivators to adopt new agricultural practices; another is that frequently several villages share in one panchayat, but each village, however, small should have its own agricultural production committee. You should take care, however, that the agricultural committee supplements and is ancillary to the panchayat, and is not unrelated to, or competitive with the panchayat. Your objective here is to get the panchayat to accept official responsibility in behalf of the village, but to have a special agricultural committee to carry out the necessary agricultural tasks. As you know, it is merely good extension procedure to

work with and through village committees for special projects, whether for agriculture, health, education, or some other field of activity.

This committee should be made up of not less than five of the most progressive cultivators. They can serve with the president or another representative of the panchayat, the president of the village Cooperative, the village school teacher, the president of the Farmers' Forum and the adult leader of the Young Farmers' Club, wherever such organizations are present. In villages where you do not have these groups, other leaders can serve with the cultivators. It will be an advantage if you find farmers who have attended training camps for village agricultural leaders.

In seeking cultivators to volunteer for your committee, look for those who have shown evidence of progressively adopting new practices, adopting them readily, having success with them and influencing others to do likewise.

The presence of the panchayat president or a panchayat representative on the committee is desirable because there will be need for follow-up action on specific agricultural problems. The panchayats, with your guidance, will play an active role in helping the villagers to increase their food production. On behalf of the people of the village, they take responsibility for furthering this and other programmes for improvement and development.

The presence of the president or a director of the cooperative on the committee will bring the resources of this group into full play on such problems as credit, procurement of supplies and marketing.

The school teacher, being informed about village plans for increasing food production can stimulate discussion in the village. By this influence, children can be educated early to the new ways of thinking about agriculture.

The adult leader of the young Farmers' Club, as a member of the committee, can be an effective link between the adults and the young people in trying out and adopting improved practices in your villages.

The cultivator members, the presidents of the Panchayat and the Cooperative, the village school teacher, the president of the Farmers' Forum and the adult leader of the Young Farmers' Club should be invited by you as Gram Sevak, with the understanding and approval of the panchayat, to come together and form the special food production committee for their village. They can agree on who among their members should serve as chairman and secretary. You, as the Gram Sevak, should work closely with the Committee.

The Job of Village Agricultural Production Committee

The Village Agricultural Production Committee, the Panchayat, the Cooperative, the Farmers' Forum, the Young Farmers' Club and the village school teacher must take responsibility for stimulating the interest of all cultivators, for getting them to accept improved agricultural practices, and for showing them how to apply the new practices.

You, as the Gram Sevak, with the help of Block technical specialists in Agricultural, Animal Husbandry, Cooperatives and Panchayat, must encourage and help the Village Agricultural Production Committee to develop a specific programme for increasing food production in the village.

Each village plan to increase agricultural production must be practical and achievable by all the village cultivators.

If the village plan is to have meaning, you must help the Village Agricultural Production Committee to take four steps in succession :

First, agree on the agricultural problems of their village.

Second, agree on the causes of their agricultural problems.

Third, outline specific action to correct their problems and thus to provide the conditions for increased agricultural production in their village.

Fourth, agree what action is to be taken by individual cultivators, the panchayat, the Cooperatives, the School, the Youth Clubs, the Farmers' Forum and the Block Staff.

The Village Agricultural Problems and their Causes

The factors that contribute to Indian agricultural problems differ among major regions but you will find that low crop yields, fragmented and scattered individual holdings, insecurity of tenure, excessive rental charges, lack of vegetables and fruits as regular features of family diet, and poor livestock and poultry are, with few exceptions, universal agricultural problems. You will find them in some form in the villages of your circle.

Plans must be laid to overcome these problems. This is one of the major jobs in working with your agricultural production committee.

Village Meetings to discuss the Agricultural problems and their Causes

When each Village Agricultural Production Committee in your circle of villages has analyzed the agricultural problems for its village and has agreed on their causes, it is ready to involve the entire village community in planning changes from the present traditional practices of farming, to new and improved agricultural practices.

The first step in involving each entire village in your circle will be for the Village Agricultural Production Committee to plan a meeting of all the people who are cultivating land and who own livestock and poultry. As adviser to the Committee in each village you have an important part to play in this step.

In preparing for the meeting, you as the Gram Sevak, acting on behalf of the Committee, should prepare a big chart, listing the villagers' agricultural problems and causes as agreed to by the Committee.

Also in preparing for the meeting of all villagers, the Agricultural Production Committee must reach an understanding about what will be expected of individual cultivators and what must be done by the Cooperative and Panchayat.

Before the meeting of all villagers is held, the Agricultural Production Committee should meet separately with the Panchayat and the Cooperative to agree on the responsibility each will accept in organizing the village for increasing its agricultural production.

Step two is to call the meeting that has been planned for all the cultivators.

The chairman of the Agricultural Production Committee, who is presiding over the meeting, should make it emphatically clear that the real responsibility for increasing agricultural production rests with each of the cultivators. It is only they who can make the changes that will increase production.

Following a good discussion on agricultural problems and their causes you, with the help of your block officers, should explain the kinds of help that can be made available to the villages from the Block. This is important information for the cultivator to have in thinking about what he can and would like to do.

The cultivators should be urged to give careful thought to what they can do and come to the next meeting prepared to report their ideas.

Village Meetings to Agree on ways to increase Agricultural Production

The Village Agricultural Production Committee will require a great deal of help from you in preparing for this second village meeting. Also, one of the most important things about this committee is that it gives you a way to help the Block Extension specialist have a more effective contact with the villagers.

The Block Extension specialists (Agricultural, Animal Husbandry, Panchayat and Cooperative) will need to meet with the Village Committee as often as necessary, in advance of the second village-wide meeting, to help formulate realistic recommendations which clearly meet the agricultural conditions of the village. If you arrange to have the Block technical staff working closely with this first village in your circle, you will be assured that the recommendations are technically correct.

This will also help you, as the Gram Sevak, and the extension specialist, to get practice in working together as a team. Furthermore, it will help the Block headquarters to become alert to the types of follow-up that will surely be required, such as help in organizing for the delivery of fertilizers, improved seeds, and other supplies required by the village.

The biggest job of the Village Agricultural Production Committee in preparing for the second village planning meeting is to agree on the specific action that village-family cultivators must take in order to increase their yields and improve their livestock and poultry.

Getting each cultivator family to adopt the Village Agricultural Production Committee's recommendation for increasing production

For the follow-up programme each of the cultivator members of the Village Agricultural Production Committee must assume responsibility for regularly keeping in touch with his share (one fifth or less) of all the cultivators in the village. The presidents of the Panchayat and the Cooperative will have a corresponding duty to carry out the responsibilities accepted by their groups. Each committee member in your villages should without exception demonstrate all the improved practices which the committee feels have promise for increasing the agricultural yields in the village. You should arrange with him to invite all his ten or more contact-cultivators for discussions and field observations of each step of the demonstration. This will be the first step in helping all the cultivators to know what is being tested. It will help them learn how to follow the new practices if the

demonstrations are successful and are later recommended by the committee for village-wide adoption.

When a practice has been demonstrated and recommended by the Village Agricultural Production Committee, each committee member should try to persuade his ten contact-cultivators to adopt it. This will mean "follow up" work with all ten. If the recommendation is for a new variety of seed or for the application of a specific type of fertilizer, each committee member must help each of his ten contact-cultivators to get orders placed at the Cooperative at least three months before the supplies are required. The committee members should also know which of the cultivators will need credit at the Cooperative.

When the total needs for quantities of seeds, fertilizers, implements, insecticides, etc. and when the amounts for which credit is necessary are known, the Village Agricultural Production Committee should meet with the Cooperative to make sure that orders are processed promptly so that supplies reach the village in time for use. The Committee and the Cooperative also must make a plan to provide credit to all who need it. This will probably mean that all the cultivators who are credit-worthy must be asked to underwrite loans in kind on behalf of the Cooperative to the other cultivators who cannot qualify for credit.

Since village agriculture in India is continuous throughout the year, the Village Agricultural Production Committee should meet at least once a month. It should conduct village-wide meetings well in advance of each major farming activity.

The Panchayats' Role in increasing food production

The Panchayats in each of your villages have a very important task in helping the cultivators change from traditional agricultural ways and to accept improved practices. Most of the actual work required in agricultural production must, of necessity, take place on the individual cultivator's lands and is the responsibility of the cultivators. However, there are a great many things which require organized effort and cooperation of the entire village.

Each village situation in India is different, and of course, State policies concerning Panchayats are different yet one can identify many common problems. Some of these which require the leadership of the Panchayat in helping the village take steps to increase its food production are listed below :

The consolidation of small, scattered, individual land-holdings. The Panchayat can hasten consolidation by creating interest, settling disputes and urging acceptance.

Planning and maintaining village approach roads essential to bring in supplies for production and to take agricultural products to market.

The management of village lands for grazing, forest, etc.

Getting entire village acceptance in laying out and maintaining contours for soil and water conservation.

Mobilising the village to clean existing ponds, desilting of irrigation canal channels, digging new ponds to conserve the monsoon rains for later use in irrigation, and repairing tanks.

When canal irrigation is practised, the construction and maintenance of village channels should be undertaken by the Panchayat.

The panchayats should assume over-all responsibility for village development, including agricultural production.

The Cooperative's Role in helping the village increase Food production

If village cultivators are to succeed with scientific practices they must learn the importance of cooperating and working together. Because of small holdings and limited capital the cultivators face definite limits in what they can do as individuals, but as a village community they can be strong and effective in applying improved agricultural practices.

Again, policies are different in different States, but there are many things village cultivators can do together and through a village Cooperative with the advice and counsel of the block specialists. The following are some of the most important :

Stocking the required agricultural supplies, such as seeds, fertilizer, implements, insecticide, etc.

To supply the needed credit is one of the most important things the Cooperative can do as a contribution to the village efforts to increase food production.

- Once the crops are produced and ready for sale, the individual cultivator is at the mercy of the buyer unless there is a cooperative warehouse for storage. A village Cooperative which has a godown for storage can advance the cultivator money on his crop and store it for sale when prices are the most favourable. To have this needed marketing service performed by the Cooperative will be one of the greatest possible helps to the cultivators in adopting improved practices.

With small land holdings there are a number of agricultural practices which individual cultivators cannot afford to adopt individually. For example, a given cultivator might find a stud bull too expensive. But the Cooperative could own and hire out a number of stud bulls. Likewise, small holders cannot afford a tubewell for irrigation but by working together as a Cooperative, they could.

Very small land holdings are usually poorly farmed. If a number of the small land holders joined a farming cooperative and agreed on a farm management programme in which the land would be farmed as a unit, each would earn a greater return, and village agricultural production would be greatly increased.

Village Women have an important place in increasing Food production

Agriculture is a family enterprise. All members of the family, men, women, and children are, therefore, involved in the processes of increased food production. The women must fully understand and discuss the village agricultural problems if there is to be improvement in food production.

The Gram Sevika in your area has a very important part to play in organizing the village to carry out an intense drive to increase its food production. You must work with her so she can help the women understand all the improved agricultural practices being recommended. She must

organize programmes to demonstrate and train all the women in all the new agriculture practices which lead to improved family living as a result of increased food production. You must help her.

It is the Gram Sevika who will be able to persuade women to plant kitchen gardens, to add milk, vegetables, fruits, and other foods to their diets. It is the Gram Sevika who will demonstrate how to improve their cooking practices so all the food value is saved in the cooked foods. These changes in eating habits will lessen the demands for cereals and also improve the nutrition of village families.

Since women do play such an important part in carrying out agricultural practices, and since they must be convinced about the advantages and know-how to carry out the improved practices, it is suggested that as a start in involving the women, the wives of the men members of the agricultural production committee form a women's committee to have responsibility for educating the village women about improved agricultural practices. They can become the campaign managers for improved family living through using improved agricultural practices leading to increased food production.

The Youth of the Village must be included in a Programme to increase Agricultural Production

Young people have fewer biases than older persons against trying new methods. Later, when the new methods have been seen to produce superior crops, livestock and poultry, older persons will more readily accept the improved practices.

Also, it is very important to understand, the youth in your villages who are trained today to think along scientific ways of farming will be the village cultivators and leaders of tomorrow.

The village Agricultural Production Committee, thus, should take an active interest in having one or more Young Farmer's Club organized in the village. The village boys and girls then can have the experience of being responsible for specific projects, working in accordance with recommended improved practices. These Youth Clubs will also provide experience in working together and will result in the early development of youth leaders.

The Job of the Gram Sewak in working with Village Committee on Agricultural Production

When you have organized an Agricultural Production Committee in each village of your circle, and each committee member has agreed to maintain contact with 10 or more cultivators for helping acquaint them with recommended practices, you will have the organization necessary to reach effectively all cultivators on a continuing basis. You must remember, however, that this machine will not run or perform very well on its own. It must constantly have an operator, or an engineer, to help it operate. That person is you, the Gram Sewak.

You must constantly stay in contact with the committee members and work closely with them, helping them with their problems, training them for the tasks they are to perform, continuously encouraging them and providing professional assistance. Their success will in the end be determined by the training and leadership you provide for them and the extent to which you can stimulate them to do their part of the job.

As Gram Sevak, and adviser to the Village Committee on Agricultural Production, it will be your job to assist in holding both Committee meetings and general village meetings. You must also help the Committee to organize and follow through with all the result demonstrations to test new practices before they are recommended later for village-wide adoption.

In a Village Agricultural Production Programme, the Gram Sewak must become effective in the use of many Extension Educational Methods

Extension Methods are your tools as a Gram Sevak in approaching, working with, and influencing village people in all aspects of Community Development, whether health, village industry, or agriculture. By using extension methods—that is, methods of contacting and extending “know-how” to the people who live in the village of your circle—you arouse their interest, and lead them to have successful experience with new ways of doing things that are an improvement over traditional practices.

(Extracts taken from the book 'The Gram Sevaks Guide for Increasing Agricultural Production' by Dr. Douglas Ensminger, published in October, 1958).

ANIMAL HUSBANDRY

Improvement of livestock and animal husbandry

As in the case of agricultural development, no uniform programme of work for improvement of cattle and animal husbandry can be prescribed for the country as a whole. The conditions obtaining in different parts of the country and the needs of farmers in respect of cattle, dairying, poultry farming, sheep breeding, etc., vary highly. Only general outlines of a programme can be indicated. In consultation with the State Veterinary and Animal Husbandry Department, the Project authorities should select only such items as are best suited to the actual conditions and are considered more urgent by the representatives of the farmers themselves. The programme of work, the targets to be achieved and priorities to be assigned to items should be prepared with the concurrence of the Project Advisory Committee. This alone will secure the people's enthusiastic and whole-hearted participation, which is absolutely necessary for the success of any programme of development. Subject to these limitations, the following items should be taken up for improvement of livestock and development of animal husbandry.

Upgrading of cattle

In view of the extreme shortage of pedigree bulls in the country, one or more artificial insemination centres should be established in each development block. Besides setting up key-village and artificial insemination centres, the State Veterinary Departments should arrange for the examination of the existing bulls in the villages and the certification of the good ones among them for the purpose of matting. All uncertified bulls should be castrated.

Private breeders engaged in the production of livestock of good breed should be given necessary facilities for expanding their work. Such facilities should include the provision of grazing grounds, veterinary aid, land for growing fodder, help in the housing of cattle and facilities for marketing of animals at the best available prices. Loans on easy terms may also be

granted to them for the purchase of pedigree bulls and cows. Assistance may be given by making inter-state arrangements in regard to purchase, transportation and quarantine of pedigree animals imported from one State to another. Provision of such facilities should be subject to the condition that the first option of purchase of their animals would be given to the Animal Husbandry Department of the State concerned. Similarly, conditional subsidies should be given to farmers who would undertake the proper rearing of calves of good parentage. The village youth should also be made to take interest in this work and opportunities should be created for them both by grant of subsidies and award of prizes.

Where legislation requiring the compulsory castration of undesirable bulls does not exist at present, the State Government may be moved to enact and enforce such legislation. Care should be taken to ensure that good bulls for breeding purposes are available in adequate numbers before castration is made compulsory under the law.

Maintenance of cattle in good health

The adoption of improved animal husbandry practices to keep cattle in good health is as essential for agricultural development work as the application of improved agricultural technique. The proper care of cattle includes prevention of diseases, medical treatment of sick animals, improved nutrition, and better housing.

For prevention of diseases, mass inoculation and vaccination campaigns against rinderpest, haemorrhagic septicemia, black-quarter, etc., should be organised. Legislation for compulsory immunization against infectious diseases should be passed and enforced in the Project areas, if it has not been done already. For the treatment of sick animals, adequate arrangements should be made for veterinary aid. Where facilities for treatment are not available at present, new dispensaries should be set up with public co-operation. Similarly, mobile dispensaries may be organised for providing first-aid treatment in the villages. The headquarters of Village Level Workers should be equipped as first-aid centres and the Village Level Workers should be given necessary training in dealing with ordinary ailments of cattle.

Improvement in the feeding of livestock is as necessary as the improvement of breed. Inadequate feeding is the order of the day in a large part of the country. This must be remedied by adopting the following measures :—

- (i) increased production of fodder;
- (ii) making oil cakes available in adequate quantities at concession prices, if possible;
- (iii) use of balanced ration for cattle, more particularly in areas where they are at present fed on rice straw only;
- (iv) rotational grazing in village grazing grounds;
- (v) planting of better quality grasses and legumes in pasture lands;
- (vi) conservation of surplus green fodder by ensilage and hay-making, and
- (vii) providing ample supplies of clean drinking water.

Easy loans should be granted to prospective dairy farmers and all assistance given to them in the purchase of animals of good milking breed. Dairy-men should be given training in the proper care, feeding and upkeep of dairy cows, young stock, dry cows and cows-in-calf. Proper feeding of heifers would also make them conceive reasonably early. The co-operative marketing of milk and milk products should be encouraged. The use of containers that can be easily sterilized should be advocated. The conversion of surplus milk into suitable milk products should also be organised.

Poultry

Poultry development work in the initial stages should be concentrated in a few selected villages and the entire stock of *desi* birds should be replaced by the improved breed. An incubator may also be installed for the hatching of eggs at a nominal charge. Such villages can then serve as breeding centres, from which supplies of hatching eggs and chicks may be made to other villages in the Project. The eggs and young birds should be supplied, if possible, at concession rate. Cocks of improved breed should be supplied for the upgrading of local poultry. In all such cases, *desi* cocks should be removed to ensure mating of the hens with the males of the improved breed only. Arrangements should also be made for protecting the young birds against infectious diseases like Ranikhet disease. Campaigns should also be conducted for mass inoculation of adult birds.

Wherever possible, children's poultry clubs should be organised to interest boys and girls in poultry farming. These clubs should be worked under the supervision of the village school teachers and the birds may be supplied gratis subject to the undertaking that the first 30 or 40 eggs laid by each hen will be supplied to the Project authorities free of cost. Poultry competitions should be arranged for children's poultry clubs and attractive prizes awarded to the children putting up the best exhibits. Help may also be given in the marketing of eggs and birds produced by these children's clubs.

Sheep and goats

In areas where sheep and goats are of some importance, the work of upgrading through distribution of good quality rams and bucks should be taken up. Arrangements should also be made for the provision of medical aid. Improved methods of shearing should be demonstrated and encouraged. Finally, co-operative arrangements should be made for the proper processing and marketing of fleece.

(Extracts taken from the book 'Manual on Agricultural and Animal Husbandry Development Work in Community Projects'.)

FISHERIES

Types of Ponds

It is a common belief that fish culture calls for no more attention than stocking fish in the pond and then reaping the harvest after a period of months. Scientific practices of fish culture call for attention at every stage. It is now well established that if a fish farmer pays as much attention to his pond as an agriculturist does to his land, fish culture would be much more paying than agriculture. Selection of the right type of pond for the

different sizes of fish, selection of the right combination of fishes and stocking them in optimum numbers, checking their well-being and growth at intervals, removing their enemies and ensuring them adequate food in the pond, are all important steps necessary to ensure a satisfactory harvest from the pond.

All types of ponds could be used for fish culture. However, select the ponds for the different purposes on the following lines :

(i) *Bunch type, small or large ponds*

1. For major Indian Carps like Catla, Rohu, Mrigal, etc. Bunch type or similar other ponds which are usually minor irrigation tanks, perennial or seasonal.
2. For the common carp, *Cyprinus carpio*. Small, shallow ponds, preferably at elevations of 2,000 feet or more above the sea level, with abundance of submerged weeds or artificial substitutes for weeds.
3. For the Gourami (*Osphronemus gorami*) Small or large ponds with shallow sloping margins, with an abundance of emergent and submerged weeds which are used for nest building.
4. For the Pearl Spot. (*Etroplus Suratensis*) Paddy fields with about 2 feet depth of water of well manured shallow ponds with stones, bricks or slabs distributed at places marginally to facilitate deposition of eggs.
5. For the Murrel and the Climbing Perch (*Ophicephalus* and *Anabas*) Shallow, swampy waters with a fair growth of emergent weeds amongst which are fish makes a clearing to deposit eggs which float. The pond should be small if the eggs or fry are to be collected economically.

(ii) *Hatchery Pits or Hapas*

1. For eggs of major Indian carps. For hatching the eggs collected from Bunch type ponds or rivers keep them in (1) pits. $8' \times 4' \times 2'$ in an interconnected series, near the pond or collection centre, preferably with flowing water. Keeping the eggs directly in the pit might result in low percentage of hatching and difficulties in retrieving the tender hatchings. Keep the eggs in one layer in a cloth tank $6' \times 3' \times 1\frac{1}{2}'$ or better still in a round meshed mosquito curtain cloth hapa, $5' \times 2\frac{1}{2}' \times 1'$ fixed within the outer cloth tank. Nearly, a lakh of eggs could be kept at a time, in one such hapa for hatching. (2) Cloth hapas, $6' \times 3' \times 2'$ or any convenient size with a smaller inner hapa made of round meshed mosquito curtain cloth. The set may be kept floating attached to floating banana stems, in riverine collection areas so that eggs may be hatched in the river itself.
2. For eggs of the common carp *cyprinus Carpio*. Eggs will be attached to weeds or artificial contrivances provided. For better hatching remove them carefully to small shallow ponds or cisterns soon after laying so that they will be free from enemies and could be easily collected and transferred to nursery ponds. Hatching ponds or cisterns should be free of predatory insects.

(iii) *Nursery Ponds*

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| 1. For scarps | Shallow, seasonal ponds, depth preferably 3' and not exceeding 5' size about 50' x 50' or 60' x 30'. Bigger ponds should be used only if they are seasonal and shallow. Satisfactory clearing will be difficult and expensive in large or perennial ponds. Paddy fields with over a foot of water could also be used provided they are well protected from predators. Weeds should be absent. |
| 2. For Gourami and Peral spot. | Same as for carps. |
| 3. For Murrels and Climbing perch. | Same as for carps, but with fair growth of marginal weeds affording shelter for a rich insect life. |
| (iv) <i>Rearing pond</i> | Perennial or large seasonal Ponds; $\frac{1}{4}$ to $\frac{1}{2}$ acre in area with 4 to 6 feet depth of water or paddy fields with $1\frac{1}{2}$ feet or more of water may be used. |
| (v) <i>Stoking ponds</i> | Perennial ponds, $\frac{1}{2}$ acre or over in area, which over 6 feet depth of water. Long narrow ponds preferable for easy, inexpensive netting operations. |

The above general outline would be a rough guide for the right selection of any particular pond as a nursery, rearing or stocking pond.

2. **Preparation of Ponds**

(i) *Hatchery pits of Hapas*.—Pave the bottom and sides with fine river silt and allow to dry before filling up with water, so that they will retain water satisfactorily. If the pits are to be used for several days in a season, have one or two spare sets so that a set may be left for drying and repaving after 2 or 3 days' use. Cloth hapas also should be washed and dried after 2 or 3 days' use.

(ii) *Nursery Ponds*.—Excessive silt at the bottom is undesirable. If old tanks are to be used as nurseries desilt them leaving not more than 6" of silt at the bottom. If perennial tanks are to be used as nurseries, drain or dewater and desilt them at least once in 5 years and remove predators every year completely by poisoning.

Weeds, submerged or floating, are undesirable in nursery ponds, and remove them mechanically, whenever they appear.

(iii) *Manuring*.—Natural production of fish in a pond will steadily diminish with continued cultivation of fish in it. To maintain and augment production the pond has, therefore, to be manured.

Cowdung, farm yard manure and municipal compost are good manures for fish ponds.

Manure nursery ponds, 15—20 days before the expected date for stocking fry. Complete eradication of predators, deweeding, desilting and liming, if any, 10—15 days before manuring.

Manure may be merely broadcast all over the pond. In ordinary ponds application of raw cowdung up to 15,000 lbs. per acre will not adversely affect water conditions. But when fish are present in the pond, application of raw cowdung is safer in small doses (1,000—2,000 lbs. acre) at weekly or fortnightly intervals.

Chemical manures generally lead to enhanced production of algae and as these are to be avoided in carp nurseries, when young fry are released, avoid the use of chemical manures in nursery practices, till results of investigations on this aspect are systematised.

(iv) *Liming*.—Full and efficient utilisation of the manure applied takes place when the lime content of the water is adequate. Usually waters in marshy or peaty soils and in red sandy loam or lateritic soils are poor in their lime content and application of varying doses of lime would tone up production in such waters. 200 to 300 lbs. per acre applied at least a week before manuring would ordinarily suffice. Broadcast the required quantity of lime on the water surface.

(v) *Time of Stocking*.—Stock the pond only when the water is rich in animalcules and water fleas (Zooplankton).

To find out whether plankton is rich or poor, filter about 12 gallons of water through a conical, muslin cloth net (Townet) with the mouth of a 3 in. long x 1 in. diameter glass tube tied to the tapering end. Most of the water fleas and animalcules will collect in the tube. By adding a pinch of powdered common salt these Organisms can be quickly killed. On their settling to the bottom of the tube, if they reach a height of $1\frac{1}{4}$ inch or more, consider the pond water rich in fish food and ready for stocking.

Check the availability of fish food every 3rd or 4th day after manuring, so that fish could be stocked when the food in water reaches the desired minimum level.

(*Extracts from the pamphlet 'Hints on Fish Culture'*).

V. INDUSTRIAL PROGRAMME

Village and small-scale industries play a vital role in the development of the rural economy. They provide employment to millions of our countrymen and increase the incomes and raise the standard of living of many others. They also help our village folk to meet their needs of clothes and other things. For this reason considerable emphasis has been laid on the development of such industries in the programme.

The industrial programme in a Community Development areas is carried out in conformity with the State's plans as well as with those of the six all-India institutions set up by the Government of India for promoting village and small-scale industries. These institutions allocate to the State Governments funds for the development of small industries. The main objective of the Community Development in this regard is to intensify efforts for a speedy and systematic implementation of various schemes on a co-ordinated basis.

Activities

The activities so far undertaken in a community development area fall into the following categories :

1. programmes undertaken in the blocks with funds made available by the Ministry of Community Development and Cooperation to the States;
2. minimum programmes of cottage and small-scale industries;
3. pilot projects for industries;
4. industrial estates;
5. industrial cooperatives; and
6. co-ordination at the State and Central levels.

In the budget of a block, there is a provision of Rs. 65,000 during Stage I and Rs. 50,000 during Stage II to supplement the programmes of the different all-India boards/commissions. This assistance is also available for conducting the training programme of rural artisans and subsidising the managerial expenses of industrial cooperatives as well as the cost of tools and equipments required by the artisans. Out of the above two grants, sums of Rs. 50,000 and Rs. 7,500, respectively, are earmarked for implementing the special programmes for women.

Pilot Project

The Ministry of Commerce and Industry has launched a programme for establishing 26 pilot projects in the country where the industrial programmes will be implemented intensively. The objectives and scope of these pilot projects are :

1. to develop cottage and small-scale industries in these areas in a coordinated manner, taking into consideration the various schemes of the all-India boards;
2. to promote a pattern for the industrial extension service that would be necessary for undertaking a rural industrial programme in Community Development areas;

3. to act as laboratories where, after careful observations, it would be possible to find solutions to problems that came up in the field of cottage and small-scale industries;
4. to study the possibilities of planning for rural industries with the people's participation;
5. to explore the possibilities of developing a market for the products of cottage industries with the help of the people and project staff; and
6. to assess the experiences of these pilot projects and use them for the development of cottage and small industries in other areas.

Every pilot project has been placed under the charge of a Community Project Officer (Industries). He is assisted by a Block Extension Officer (Industries) and supervisory staff.

(Extracts taken from the book 'Community Development—Programme and Benefits')

The Pilot Project Scheme was formally inaugurated in 1956. It was not until a year later that the actual programme could be undertaken and thereby the operative duration of the projects is generally two years.

Out of 26 pilot projects, only 15 projects can be said to have been established.

The Future Programme

The objective of creating a decentralised structure cannot be achieved if employment opportunities are not provided in thousands of villages in the country.

The working experience of the 25 pilot projects shows that there were innumerable difficulties and inordinate delays in securing technical and financial assistance for village and small scale industries schemes located in the rural areas. Villages outside the projects did not have such special dispensation and hence their plight can well be imagined.

The pilot projects helped in getting the activities to move closer to the rural scene. But this cannot continue to be a matter of pilot programme. It must become not only an extensive programme covering all the blocks, but also become the core of the general programme of the small industries development.

No objective can be achieved without creating the climate and conditions essential which may be a pre-requisite for success. We say this to stress that acceptance of an individual measure recommended by us here would be meaningless and prove unfruitful if the pre-requisites of success are not adopted, and provided simultaneously.

In order to achieve the objectives of rural industrialisation (as outlined in the second plan) firm policy decisions have to be taken on the following —

- (i) A definite and substantial part of the resources provided for the development village and small scale industries should be earmarked for schemes operating in villages with a population less than 5,000.

- (ii) There should be a minimum programme for each C.D. Block.
- (iii) Simultaneous long-term measures facilitating the growth of new industries for creating a decentralised structure of society should be initiated on as large a scale as possible.
- (iv) In the matter of implementation, there should be complete delegation of authority at the operational level.
- (v) The programme should allow for the maximum contribution and participation of private entrepreneurs and artisans co-operatives.
- (vi) Further, concentration of industries in cities should be prevented and a wider dispersal of industries ensured.

Measures to implement the above along with a programme to be undertaken during the Third Plan are outlined below :

1. During the Third Plan, financial organisational and technical assistance should be provided to 300 traditional artisans in each block. This assistance should be based on certain criteria for aid.

At least 5 new industrial cooperative societies should be developed in each block, *i.e.*, about 25,000 for the 5,000 blocks, some crafts specialists and other technical hands should be provided depending on local needs to assist Industries Extension Officers. The Block Development Committee may approve the grant of financial and other aids for individual artisans or cooperatives. A sum of Rs. one lakh may be provided for each block for this programme under the Third Plan. From 5,000 blocks, a sum of Rs. 50 crores (loans 25 crores and grants 25 crores) is necessary for organisational, financial and technical aid to rural artisans.

2. It is necessary to give the traditional industries strong technical support. This could be done by providing common facilities centres, where required, employing equipment and techniques which individual artisans or small units cannot afford or by providing improved tools and equipment, electric power and technical know-how and marketing assistance. Such a programme may be taken up in 2,500 blocks. There already exist certain villages in which commercial and industrial activities have tended to develop and take roots. In most of the blocks, one or two such centres can be found. One of these should be selected for establishing a common facility unit. Such a centre may be called a "Rural Industries Centre". The funds provided in the plan for Rural Industries Centre should be placed at the disposal of the Block Development Committee, or Panchayat Samiti. Each Rural Industries Centre should be expected to create opportunities for additional employment for about 100 persons, besides providing technical, marketing and other facilities to traditional industries. 2,500 Rural Industries Centres may be started under Third Plan at the rate of about 300 in the first year, 500 in the second year, and about 600 each in the third, fourth and fifth years of the Plan. Each such centre should be provided with about 2.5 lakhs for five years. It is estimated that an outlay of about Rs. 35 crores will be required during the Third Plan.

3. There are certain areas in the country where village industries have already reached, more or less, the stage of development which we expect them to obtain in the areas around the Rural Industries Centres. To provide increased employment, it is necessary that industries in such areas should be further developed by the establishment of rural or small Industrial Estates. The direction of the Estate should be entrusted to a Committee or Corporation whose functions should include surveys and prospecting of industrial potential in the areas, development of sites, providing built-up space, power, help in drawing plans, construction of factory buildings, procuring finance, raw materials, technical know-how, etc. At the rate of two blocks per district, 600 rural estates may be established in the country during the Third Plan; say 50 in the first year, 100 in the second year, 150 in the third year, fourth year and fifth year of the plan. An outlay of Rs. 15.5 crores is proposed for this purpose.

4. The underlying idea behind the measures, we have recommended is to create conditions of balanced growth of economy where additional employment opportunities are created and dispersed as widely as possible. It is necessary to tone down the further expansion of metropolitan cities and big towns and to provide employment opportunities for the population in a group of villages (say in a block) as close to their present abode as feasible. It is not only employment opportunities which cause the influx of the population to the cities, but also the numerous social amenities which are available in big towns and which are almost completely absent in the remote areas. Even if provision was made for one centre in a block (a group of 100 villages) which could act as a frontier check-post of migration and provide opportunities for local industrial growth, it would be necessary to have at least 5,000 such check-posts in the country. To be effective, these check-posts must offer both the opportunities of industrial employment as well as social amenities. Establishment of such a net work of small townships is obviously a matter of long-term pursuit. It is accordingly suggested that a pilot project may be established in one district in each State during the Third Plan. With the object of building up one small township in every block in the selected districts. In the long run, each Rural Industries Centre would develop sufficient industrial opportunities as well as social amenities to become a small township. In short the suggestion is that in one district, in each State, intensive efforts should be made to achieve in a period of five years (it may even extend to 7 years) a picture of a decentralised structure of society which should develop all over the country over a long period of time.

A total provision of about Rs. 2 crores may be made for each pilot project district, or a total of Rs. 28 crores during the Third Plan. To ensure integrated and effective development these districts should be identical with those already selected for intensive and comprehensive development of agriculture under the 10-point programme recommended by the Ford Foundation Team.

5. *Training Programme*—At least 50 artisans in each block should be given training during the Third Plan. A provision of Rs. 30 crores may be provided for this programme.
6. *Marketing Facilities*—A well-organised network of emporia and sales depots for distribution of goods extending up to block and taluk level is envisaged. Sales Depots. will also supply raw materials to industries. As far as possible, composite sales depots are to be set up at each block, or taluk level to avoid duplication and wastage. As the cooperatives grow, the depots can be handed over to them. A provision of Rs. 7 crores is suggested.
7. *Rural Electrification*—Special attention should be given to extension of electricity to at least the proposed Centres, industrial estates and block-level township. Small industries and farmers are not in a position to pay for the entire cost of electrification. There is no doubt an element of subsidy by the State is called for in view of the high cost of extending electricity to the villages. On account of the importance of rural electrification, a high-power committee may be appointed by the Ministry of Irrigation and Power to go into the entire question of rural electrification in all its various aspects.
8. *Popular Participation*—The Government will act in this field as a promotor, initiator and will for most part enable the individual corporations and cooperatives to do the job.
9. *Organisation of Artisans*—The programme should give full encouragement, assistance and counsel in the organisation of associations, trade unions and cooperatives.
10. *Educational Tours*—Educational Tours for artisans should be organised on the lines conducted for farmers. A provision of Rs. 20 lakhs is proposed.
11. *Craft Museums*—Regional craft museums may be set up for rural arts crafts, preferably at the block level.
12. *Policy and Research*—It is important that the Third Plan should clearly extend the field of reservation or demarcate the sphere of production in regard to industries which are located in the rural areas and or considered essential for development for socio-economic reasons. It should be the policy of the Government of India that during the Third Plan, any State Government which expects assistance for hand-pounding of paddy and village oil industry should clearly indicate that. Areas where these industries are promoted should be banned from starting rice hullers and oil expellers respectively. Such a step would avoid waste of money and efforts and also would enable planned development of village industries where they would be really needed. For taking proper policy decisions in such matters, research should also be encouraged. An action or Research Institute may be established for this purpose.
13. *Rural Cell*—At the Government level, both at the Centre and the States, special Rural Cells should be located in the Industries,

Ministry and State Departments. These Cells should be practically charged with the responsibility of a watch-dog for implementation of this programme.

Summary Estimates

	Rs. (Crores)
(i) 1st Recommendation— Credit for artisans	50·00
(ii) 2nd Recommendation— Rural Industrial Centre	35·00
(iii) 3rd Recommendation— 600 Rural Estates	15·00
(iv) 4th Recommendation— Intensive development 14 districts	28·00
(v) 5th Recommendation— Training of artisans	30·00
(vi) 6th Recommendation— Marketing	7·00
(vii) 10th Recommendation— Educationa tours of artisans	0·20
TOTAL	165·20

Conclusion

An effective system of review of the implementation of this programme should be instituted. The allocations suggested for this programme are not broken down for each sector of small industries as no such breakdown is possible.

The industrial survey for a further programme should cover a wider area. Each State may be demarcated into four or five homogeneous regions taking into account the material and manpower resources. For each such region an outline plan should be prepared in the first instance on the basis of all available information. The information from the existing sources should be supplemented by a general enquiry about the demand for manufactured articles within the region. This can be quickly assessed through an enquiry of the concerned officials, non-officials and trade associations.

The outline plan for a region will indicate existing and prospective village and small scale industries which can take root and flourish in the region. Each block may be given the specific job of examining the extent to which industries listed in the outline plan can be introduced, or developed in the block within advantage. For planning the location of these Industries, only there may be limited survey which should go into the details of working of a few selected units in the block. This task can easily be undertaken by the Block Staff.

The results of surveys in the various blocks within a region should be pooled together with priorities determined for the types of industries to be set up and developed in each block. The programme for each block should be an integral part of the overall industrial development programme for the entire region.

(Summary of the Recommendation of the Study Team CD Industrial Pilot Projects)

Training of Rural Artisans

It is felt that a stage has been reached when a comprehensive and thorough overhaul of the training schemes should be undertaken on a realistic basis with a view to producing trained artisans to meet the requirements of the expanding development programmes in rural areas.

There is no doubt that successful implementation of training schemes will bring improvement in the economic conditions of the craftsmen as well as result in increased production of new goods and better maintenance and fuller use of existing skills and means of production.

Type of Training required

The type of training required for rural artisans will have to be different from the training being given to the artisans for modern organized urban industry. The rural artisans require diversified skills in allied crafts and organizational knowledge to meet rural demands.

The training should be closely related to the demands of the village communities and emphasis should be laid on improving the skill of traditional artisans.

It will also be necessary to create a new set of skilled craftsmen of young persons who can produce new types of goods and to meet the needs of expanding rural industries.

The type of training organisations for the rural artisans should be of two types namely :—

- (a) Institutional training centres for training persons to take up a trade as an independent profession or in an organised basis in village cooperatives.
- (b) Mobile training parties and centres for upgrading the existing skills of the craftsmen in concentrations of artisans in the villages.

Selection of Trades for training

A careful survey of the area should be carried out to assess the requirements of the skills and the trained artisans on a long term as well as short term basis in the light of the industrial development programmes in the immediate as well as the adjoining blocks on more or less zonal basis.

26 trades are recommended for the common programmes of training. This list should not be treated as rigid and new or traditional trades which have potentiality of development should be selected according to the programmes of development of the State Governments and the needs of the area.

Organisational Pattern of the Training Centres

While greatest care should be taken to reorganize and remodel the existing training centres with better equipment, capable and trained Instructors—new centres for new trades should only be opened where there is felt need.

Normally four trades should be clustered together in a well equipped institutional training centre and these centres should normally cater to the needs of 4 to 5 blocks. The 'cluster' type of an institutional training

centres should be the standard pattern as far as institutional training is concerned. According to the approximate estimates indicated in the report, the total expenditure for a clustered type of training centre during the 1st year of the order or Rs. 1.59 lakhs, while the recurring expenditure per year would amount to Rs. 46,000 approximately.

A certain amount of flexibility in the number of trades should be permitted so that the special requirements of training of a particular area may be catered for.

Peripatetic or mobile training parties should generally be extension wings of the institutional type of training centres.

It may also be necessary to take selected artisans from their places of work to be institutional training centre for short periods of intensive courses for upgrading their skill and increasing their technical efficiency on special machines and tools and improved methods of production and maintenance.

Separate peripatetic training units or parties should also be formed for those trades which cannot generally be located in the 'cluster' type of institutional training centres.

Opening of new training-cum-production centres in rural areas either for imparting new skill or upgrading the skill of traditional artisans is not recommended. Wherever such training-cum-production centres exist, the production part of it, if economically sound, should be completely separated from the training part under separate staff and supervision.

Rationalization of the Training programmes

Administration of the training organisations for rural artisans should be vested in one agency at the State level.

To obtain the best utilisation of the training facilities existing under the various agencies, the following recommendations are made :—

- (a) Ministry of Labour and Employment—Although a number of fairly well equipped training centres are being run by the State Govts. under the training programme of the Ministry of Labour and Employment, these are not considered suitable for the training of rural artisans, whose requirements to work as self-employed or on organized basis are entirely different.
- (b) Central Silk Board & the All India Handloom Board—Some of the training centres being run by the State Governments with funds from the All India Handloom Board and the Central Silk Board should be integrated with the proposed training programme.
- (c) The All India Handicrafts Board, the Small Scale Industries Board & the Khadi & Village Industries Commission—The Small Scale Industries Board, Khadi & Village Industries Commission and All India Handicraft Board have accepted the organisational pattern of the proposed training centres. It is hoped that they in due time will integrate their training centres with the rural artisans training centres of the States.

Permanency of the Training Centres

If the training schemes are to be run in a proper manner and satisfactorily serve the rural areas, a long term view of the schemes should be

taken and they should be treated as permanent schemes of the Government.

Central organisation for Coordination

These training schemes should be brought under the purview of the National Council and the State Council for training in vocational trades to exercise overall supervision and formulate policies.

Representation should be given to different interests and agencies concerned with the rural artisans training programme, in the National Council at the Centre and the State Councils in the States.

Syllabus of Training

For the type of Instructors, who will be available for the training of rural artisans, it is necessary that the syllabi should go into the greatest details, both in respect of theoretical as well as practical training, so that very little is left to the imagination of the Instructors.

The syllabi should have complete exercises both for theoretical knowledge and practical skill arranged in a progressive manner.

The emphasis should always be on the practical side rather than on theory.

The fact that power will be available in a limited number of villages, should be borne in mind.

Along with the syllabi, the list of equipment should be drawn up with specification.

Allied trade in which training is to be given under each category of trade should be laid down.

In addition to trade training, general information should be given about cooperatives, normal trade channels, cost and specifications of the materials used and agencies available to the artisans to help in sales. Syllabi on 26 trades given in part-II of the report may be taken as guide with necessary.

Location of the Training Centres

The training centre should be located in a block in rural surroundings and be easily accessible to the trainees.

Selection of Trainees

In the matter of selection of trainees, preference should be given to young persons from families of traditional artisans.

There should be a Selection Committee comprising representatives of industrial cooperatives and block committees.

The number of persons selected for each trade should have close relation to the needs of the particular area.

For upgrading the skill, it would be desirable to first generate the interest and the enthusiasm of the would-be-trainees for obtaining increased skill and technique.

The size of the Training Centres

As a general rule, not more than 15 trainees for one Instructor should be permitted for any trade in a training centre.

A cluster type of training centre with 4 trades will thus have 60 trainees and this should be the standard pattern for all cluster type of training centres.

Age limit and qualifications of Trainees

There should be no age limit of the trainees for upgrading the skill. The minimum age limit should be 16 years and the maximum 30 years for trainees to be selected for institutional training.

In regard to general education, there should be no restriction of any kind for persons who come forward for upgrading their skill, while for candidates for admission to Institutional training centres, the ability to read and write and do simple arithmetic should be the minimum qualification

Educational qualification should be relaxed to enable persons from backward communities and hereditary professional communities to take advantage of the courses in large numbers.

Duration of Training

It is necessary that proficiency and skill to be acquired in each trade should be fixed and standardized. This will necessitate fixing the period of training for each trade which should be laid down in the syllabus for training of each craft. The period of training indicated in the syllabii for 26 crafts (in part-II of the report) should be followed as far as possible.

In regard to upgrading the skill period of training should be determined by carrying out an assessment of the existing skill available and the ability of the trainees to imbibe instructions given. But it should not be less than 15 days even for the shortest training course and less than 7 days in the Institutional centres for the traditional artisans.

Hours of work

Hours of work for upgrading traditional skill will have to be fixed to suit the convenience of the craftsmen after joint consultation.

Regarding the institutional training centres, the hours of work should be those as generally observed by craftsmen but in no case less than 8 hours per day.

Workshop, Class Rooms etc.

The workshop and buildings should be erected as far as possible of materials locally available.

Hostel Accommodation

As the training centres will serve 4 or 5 blocks, it will be necessary that free hostel accommodation should be provided to a majority of the trainees.

Stipends and Prizes

To be able to attract suitable trainees, it is necessary that the stipends to be given to them should be commensurate with what untrained young persons in a village will be able to earn. A minimum rate of Rs. 20 per trainee per month as stipend for those who attend as day-scholars should be fixed for all institutional training centres. To the trainees, who resided in the hostel, a stipend of Rs. 30 per month should be paid.

No stipend is recommended for craftsmen who are trained by mobile or peripatetic parties. If the training is effective and of financial and

economic value to the craftsmen, the craftsmen will themselves imbibe the parties.

Prizes should be awarded to the trainees on the results obtained through peripatetic or mobile parties and institutional training centres with an annual functions for the purpose in each Institute.

Periodical Progress Test

A system of periodical tests and assessment should be introduced in addition to final assessment to find out the extent of the progress being made by the trainees and if a change in methods and technique of training is called for.

Issue of Certificates to successful trainees

A standard and uniform design of certificates should be evolved and it should be issued by the State Councils for vocational training.

Supervision and Inspection

There should be qualified staff appointed at the State level to carry out regular inspections and day to day supervision over the work being done in the training centres. The extension Officers (Industries) should also be in direct touch with this work.

The results of instruction and supervision and the action to be taken should be recorded. These should be sent up to the State Council of vocational training for discussion and formulation of policies and decisions every year.

Advisory Committee comprising suitable persons and government officers concerned of the areas should be formed for on 'the spot consultation and eliciting public opinion on the progress and quality of training.

Delegation of Powers

The District Industries Officers of the BDO's according to the local convenience should be the drawing and disbursing officers to facilitate prompt payment of stipends.

Power should be delegated to these officers to make purchase of equipment and raw materials in accordance with procedures and standing instructions to be laid down for the purpose.

The Superintendents of the Institutes should be given some advance of money for petty expenses on the imprest system.

As production will be incidental to the training—necessary powers may be delegated to the District Industries Officer or the BDO's as the case be for the disposal of the finished products according to instructions to be laid down for the purpose.

Arrangement should be made for display of the finished goods in the Institutes and selected shops in the local market for publicity and to obtain reaction of the consuming public.

Supply of Raw Materials for Training

Adequate arrangement should be made for regular supply of raw materials of the required quality and quantity to the training centres.

Teaching Staff

Greatest care should be exercised in selecting suitable Instructors. Teaching staff should be appointed if not on permanent basis, at least on a long term basis.

It is considered that a pay scale below that of Rs. 125 to 250 per month will not attract suitable Instructors.

In the cluster type of training centres, there should be one Instructor for each trade and a Superintendent in over-all charge of the training centre. A minimum pay scale of Rs. 250 to 350 for the post of a Superintendent is recommended.

Qualifications of the Teaching Staff

The Superintendent should be at least a matriculate with a trade certificate in one of the trades in the cluster type of training centre with at least 3 years practical experience.

Care should be taken to see that only those persons are selected who will stick on in the institution for some appreciable time.

Instructors should be persons who can read and write the language of the area fluently and can do simple arithmetic. They should generally be elderly people possessing considerable skilled experience in the trade and should be recruited on a regional basis.

Training of Instructors

Instructors both for institutional training centres and mobile parties should go through a course of Instructor training.

The Ministry of Labour & Employment should be given the responsibility for organizing and setting up Instructor Training Institutes for rural artisans Instructors.

The Khadi & Village Industries Commission and other Boards concerned should coordinate and assist the Ministry of Labour in running the training courses for Instructors for rural areas.

Follow Up

Arrangements should be made simultaneously with the training being given for the absorption of the trained persons in gainful employment. The planning of follow up should be comprehensive and the following steps are recommended.

- (a) *Organisation.*—There should be regular arrangement for organizing the trained artisans expeditiously into Industrial cooperatives as far as practicable to take up on organized basis or draft them as self-employed persons or in production centres started by the Government or other concerned agencies wherever necessary. Separate production centres started by the Government to employ the trainees should be converted into industrial cooperatives.
- (b) *Procurement of raw materials.*—Arrangements should be made for procurement of raw materials through cooperatives or other agencies linking them up with Government supply departments or Apex societies.

- (c) *Credit facilities.*—There should be adequate arrangements for credit facilities. Procedural and administrative difficulties should be speedily removed. Nucleus provision for loans should be made in the Block budgets. Loans should be given on personal bond or the surety of one or two persons for creditworthy purposes.
- (d) *Supply of improved tools & equipment.*—Scheme for supply of improved tools as already introduced in the community development blocks should include requirements of tools of other trades in which training is being given and the trained artisans should be given tools at subsidized cost to enable them to settle down to trades.
- (e) *Adequate marketing facilities.*—Production units of trained persons should be linked up with Apex marketing cooperatives and the sales depots or emporia managed by the Government or the Boards and the Commission and these should also be assisted to supply the requirements of various local Institutions and Government concerns. Wherever necessary cooperative sales depots should be organized for marketing products and also for supply of raw materials.
- (f) *Post training guidance.*—Contacts should be maintained with ex-trainees to help and guide them. The training centres should maintain up-to-date records of the careers of the trainees in order to find out whether the training being given has served the purpose and modify the training in the light of field experience.

There should be close liaison between the Institutional training centres and the Extension Officers (Industries) who should bring the problems of the trained artisans in the field to the Institutes for solution.

(*Summary of Recommendations of the Syllabus Committee on the training of Rural Artisans on the Community Development Block—January, 1960*)

VI. SOCIAL EDUCATION

Aim of Social Education

The aim of social education must, therefore, be to give to the illiterate adult the minimum of knowledge required for a purposeful civic life. It tries to endow their lives with meaning and significance. It recognises the right of every individual to develop the resources of mind and improve upon his heritage.

Social Education, besides promoting literacy, aims at education for citizenship and democracy and the fostering of social solidarity and cultural harmony in the country. It brings the adults an awareness of their rights and duties, develops in them love for a democratic way of life and pride in their cultural heritage.

Social Education also implies training in the basic principles of personal and social hygiene. If people know how diseases are caused and how to fight them, hundreds of valuable lives can be saved. By emphasising sanitation, balanced diet and nutrition, it is possible to build a healthy nation. What is implied in the process of social education is the education of the individual in terms of his personal and social hygiene as a responsibility towards society.

It is equally necessary to satisfy the emotional and aesthetic needs of adult learners. Painting, music, dramatic performances, festivals, exhibitions and melas can be profitably used for the development of aesthetic sensibility in the adults, besides enabling them to demonstrate their creative powers and organisational ability. Group activities and discussions, talks, sport, clubs, educational, cultural and historical tours, youth camps, seminars and gardening have also been found valuable for social education.

The opportunity to improve one's economic condition is one of the prime attractions of education. Hence a programme of social education activities should initiate the adult into ways and means of raising his living standard. The social education worker should, therefore, associate him with the organisations which can teach him improved methods of agricultural or new crafts that can add to his earning capacity. The universities and polytechnics should be persuaded to organise part-time technical and professional courses to help him to improve his economic positions.

Finally, social education stands for human brotherhood and universal ethics. It teaches the virtues of peace, and is opposed to narrowness of outlook of any form, such as chauvinism and racialism. It upholds the dignity of man and attempts the elimination of poverty and backwardness.

Children cannot be left out of a programme of social education. As stated earlier, social education is a continuous progress, beginning from birth. The school and play-ground play an important part in promoting social education among children.

Experience shows that participation in groups and organisations by children, youth and adults is the best method of social education. Through group participation individuals find opportunities to work with others, to

express their creativeness, to develop their ability and to qualify for leadership, depending on their ability to perform a given function. In addition, group participation promotes a spirit of cooperation and brotherhood.

Methods and Techniques

This leads to the method of organising the programme of social education. As indicated above, the programme is to be promoted through groups and organisations. The group is formed around some common interests. The programme of the group may be recreational, cultural, educational, or economic, or a combination of many of these activities. Efforts are made to expose the members to larger interests and they are helped to relate this multiplicity of activities. The Community Centre in the Community Development Blocks offers the opportunity both of relating one's interest to the interest of the community and of finding self-expression and satisfaction through its recreational, educational and cultural activities.

Social Education and Community Development

Social education, as a process of education for life in society, has an extremely vital role to play in community development by relating villagers with their own communities and their social groups. This is in harmony with the current emphasis on the organisation of three vital institutions, namely, the Panchayat, the cooperative and the school. Through the programme of social education, various voluntary organisations such as youth groups, farmers' groups, women's groups, recreation groups and cultural groups act as agencies for relating the villagers with the development programme and providing a base for developing leadership around functions. The programme also concentrates on the training of this leadership through participation in various activities. Therefore the Social Education Organiser, who is a member of the Development Team, tries to promote organisation of the groups described above. He organises community centres and tries to stimulate and develop leadership around various functions. He organises literacy classes, reading rooms and libraries for the spread of education among adults. He utilises various audio-visual aids including films, film strips, radios, posters, etc. The Community Centre, as a multi-purpose organisation providing recreational, cultural and educational activities, promoted and organised with the active participation, of the villagers, offers an excellent meeting place for children, youth and adults in the community. The Social Education Organiser, in addition, cooperates with other Extension workers in promoting the programme of Community Development. Every Extension worker is an educator in his own subject, and every social group, including the Panchayat and the Cooperative, offers the opportunity to promote social education among the members of the community. Thus social education becomes an integral part of the total programme of Community Development in rural areas.

(Extracts from the book Social Education)

School as a Community Centre

The rural school has got a significant role of leadership to play in the community. A school becomes a community school inasmuch as it derives its programmes from the problems of the people whom it serves and draws upon all the available resources in attempts to solve them. It should be an integral part of all community activity. It may be a community centre for the village as a whole. Or it may render assistance in

the establishment of adult courses, provide recreation programmes, help in the improvement of health and sanitary conditions and initiate other measures that are likely to inspire the community into efforts for a better living.

It is essential that a village school should primarily be community-faced rather than class-room faced. Its instruction should be mostly through activity and learning should be closely related to the environment in which the child lives. Sufficient emphasis should be laid on crafts and agriculture. It should be a "People's School", whose curriculum will epitomise their life and whose activity will reflect the characteristic features of the community in their natural setting.

Cooperatives vis-a-vis Schools

Cooperatives are economic democracies and develop leadership and skill in democratic procedure. They enable the members of the Community to pool their efforts together for both individual and collective objectives. They have a place in both the cultural and economic aspects of rural life and nothing can be more instructive to the children of the school than to get initiated in proper manner into the activities of these institutions and get a practical first-hand knowledge of their working. The teachers on their part should have a clear grasp of the concept and philosophy of cooperative institutions and be also fairly conversant with their operational procedures. They can introduce in a modest and miniature form, cooperative practices in the school itself.

School Panchayats

Introduction of self-government in schools as a co-curricular activity is very important. The system of 'class ministers', wherever introduced, has developed a sense of initiative and responsibility even among teen-agers. The working of the Panchayats can be demonstrated to the children through these activities.

The school is thus intended to be a vital link in the life of the community. The child should not confine himself to learning of books or some skills but get full scope for expression of his social impulses. He will get training through practical experience to work in cooperation with others both for his personal gain in the service of the group or the community as a whole. The school as a miniature community will receive and impart a healthy impact influence *vis-a-vis* the community outside. The leaders of the community will take interest and be involved in the programmes of the school, not in a formal manner like the usual type of parent-teacher association which meets once a year on the school foundation or the prize-giving day in a continuous and intimate manner. Thus outside life will flow into the school and *vice versa*.

School Projects

Each one of the activities mentioned earlier can be brought under a project of school work in which the pupil, the teacher and the village community participate. For example, programmes of cleaning the school, white-washing the school walls, etc., will form a regular feature of school life. Here the parents will join the teacher and student in the work. But instruction of a practical type involving personal cleanliness like cleaning one's teeth, combing one's hair, washing of clothes or using the urinal and latrine can be carried by the children to their homes where it will have a healthy impact upon their parents.

Social Service by schools

The extension work of a school can be conducted as a school project in the field of social service. For instance, one of the greatest needs of our villages is the planting of trees, and in any programme of this nature the villages themselves will be anxious to participate. If the school gives a lead they are sure to fall in line and the project will be a success. Similarly, collectively, construction of a bund or a drain, cleaning up of a tank or construction of a school wall can be undertaken as school projects.

While the teacher will be closely associated with all these projects, it will be very useful if the extension staff from other technical departments pay visits to such projects and help the children in getting practical knowledge of the various processes involved. Similarly, it will be useful for the teachers and students, especially of the senior classes, to visit demonstration farms which may be available nearby. The students may be asked to adopt, in groups, beds or portions of the farms which they will look after under the guidance of their teacher. It is also possible to maintain small poultry units in the school with the help of children.

(Extracts from a pamphlet "Village Teachers' Role in Community Development")

Women's activities under Community Development Programme

For the last few years, programme for women had been receiving particular attention under the Community Development programme. The objective, as defined, is to develop "progressive outlook" in women "for intelligently participating in the nation-building activities". The programme is expected to attain this objective by imparting to the rural women "such knowledge and skill (through practical demonstration wherever necessary) as would make them better housewives and mothers, thus adding to the economic and general welfare of the family".

Coordinated activities

There is coordination between the Ministry of Community Development and the Central Social Welfare Board for work.

While there had been intense planning to bring about radical changes in women's thinking and activity, it had not yet been possible to engage many workers for the purpose. Only one lady Social Education Organiser, now known as Mukhya Sevika, and two Gram Sevikas are in charge of this programme in a block of about hundred villages. They are, with the help of the team of workers provided by the Central Social Welfare Board and with the assistance of rural women's organisations and the panchayat, supposed to do the following types of work: (1) literacy programme centering round crafts like spinning, weaving, embroidery, cutting, sewing of garments, etc.; (2) improving home through installation of smokeless choola, provision of clean drinking water, protection of foodstuffs, ensuring general cleanliness, introducing nutritious food, laying kitchen gardens or small poultry farms; (3) introduction of cottage industry in each family, keeping in view the aptitude and inclination of the housewife as also her resources; (4) health education including environmental sanitation, care of children, etc.; (5) beautification of home; (6) organising women's associations like Mahila Mandals etc., so that eventually they take up these activities and organisation of recreational activities like bhajans, kirtans, etc. These are but a few of the many similar activities to improve the working and living

conditions of women in villages. It is not necessary that all of these activities should be started in all the villages. The choice would naturally depend upon the genuine and pressing needs of the local community.

(Extracts from "A Guide to Gram Sevikas and Mukhya Sevikas")

A Programme for Children's Welfare

"India's child population under 15 years of age is of the order of 178 million, a majority of which lives in the villages. Inevitably, therefore, child welfare must form an essential part of any community development programme for the rural people. Children's schools, children's centres and maternity and child welfare centres have been set up in villages to promote the welfare of children."

"Children are a highly vulnerable group of the population because they possess low physical vitality. The health of the Indian child in general and of the rural child in particular is far from satisfactory, and in the absence of any kind of medical aid in the villages the infant falls an easy prey to disease. There is considerable mortality among infants due to prematurity and malnutrition. One infant out of every 10 who are born dies. Communicable diseases account for a majority of deaths among children. So the rural child needs regular health supervision, protection against diseases, and nutritious diet."

Maternity and Child Welfare Centres

"Faced with these facts and in order to meet the basic health requirements of the rural children, the Community Development authorities have, as part of the National Health Programme, opened maternity and child welfare centres in the Community Project areas."

Primary Health Centres

"Primary Health centres have also been set up at the headquarters of the blocks where proper medical care is given to the ailing child."

Milk Feeding Programmes

"Milk is the most nutritious diet for children who suffer from under-nutrition and malnutrition. Rural parents are usually too poor to be able to afford milk for their children. Consequently, milk feeding programmes have been started by the Community Development authorities."

Primary Schools

"Besides the provision of health services to protect rural children against disease, sickness and malnutrition, steps have been taken by the Community Development authorities to promote their intellectual growth. Towards this end, primary schools have been opened in Community Development areas to provide free education."

Special Programme for Children

"The Community Development authorities have chalked out a special programme of work for children. This programme has been made a part of the overall programme of social education. The target laid down is to provide Bal Sabhas in all villages and a children's park with playing facilities in selected villages. A children's park is located at sufficiently large, enclosed space suitable for playing games and for gardening. The plan is

that the villagers should contribute the open space and erect a fencing around it while the Government supplies equipment like swings, see-saws, slides and merry-go-rounds. The cost of this equipment averages about Rs. 250 for a children's park. In addition, trips and excursions are organised and instruction is given in personal hygiene."

(Extracts from pamphlet "Children's welfare and Community Development")

Rural Arts

Every person is endowed with certain finer emotions which can find expression in various forms of art. India's rural people have natural leanings towards art and aesthetics, which find expression in poetry and music, dance and drama, painting and sculpture, colourful and decorative designs (Rangoli and Alpana), rural jewellery, pottery and toys and embroidery.

Children and Art

School children in villages can be taught drawing and painting. Children, by instinct, are attracted by the shapes and sounds around them, which they express in art if they are given an opportunity to do so.

Children ought to be trained to keep their surroundings neat and clean. Even in their games, teachers should keep an eye on their behaviour. **Village children** have greater advantages than those in towns and cities in enjoying the beauty of nature. It should form part of the duties of village school masters, Gram Sevikas and Gram Sevaks to instil in the young a genuine love for flowers, the beauty of the blue sky and the green land. These leave an imprint upon the tender heart and develop the child's aesthetic sense.

Folk Art

A touch of art on things of everyday use is nothing new. The fine needle work on the Kantha prepared out of waste material, the beautifully printed floral designs on peasant textiles, the village toys and village pottery have drawn appreciation from connoisseurs for ages.

The most popular of village-textile patterns are seen on the Kantha which is generally prepared from waste material. Worn-out clothes are stitched together to form designs which have been passed on from generation to generation and thus preserved for centuries. The beautiful floral and spray designs on these Kanchas are in no way inferior to modern designs on saris, shawls or carpets.

Village Pottery

The village potter, is a born artist. Besides items of everyday use like the pitcher, etc., the village potter produces articles of luxury also. The potters of some villages in Khurja and Jaipur specialize in the art of producing black pottery.

Village Jewellery

Like the potter, the village jeweller has a keen artistic taste. Unlike his counterpart in the urban areas, the village jeweller fashions the ornaments, engraves them, sets them with stones, and gives the finishing touches all by himself. Floral designs and deities in the form of popular mythological figures are the basic motifs of rural jewellery.

Village Toys

Indian villagers are quite expert in making toys of wood, clay, cloth and papier-mache. The peach toys of Krishna Nagar in West Bengal, the wooden toys of Banaras, the clay toys of Kondapalle in Andhra and the cloth dolls of Poona are some of the finest specimens of Indian folk art. Indian toys have a market abroad and it can be developed considerably. Given adequate training and facilities, our village people can take to this cottage industry with greater zeal. Therefore, in our programme for the revival of folk art and aesthetic sense proper emphasis should be laid on toy-making.

Alpana and Rangoli

Village women draw fine Alpanas and Rangolis in the front yard of their huts, and on the walls and doors, particularly during festivals.

The Alpana styles are popular in Bengal, Madras, Gujarat and many other parts of the country. In all religious festivals it is a 'must'. During the Lakshmi Puja (in Bengal) and Sarswathi Puja (in Madras) village houses are decorated with many varieties of alpana. In Bengal, both in rural and urban areas, wooden platforms are painted by women folk during marriage ceremonies. It is a treat to watch girls painting lovely hues on wood.

Folk Dance

That there is a rich variety of folk dances in India is well known. Our Gram Sevaks, Social Education Organizers and others engaged in rural development work are in a position to revive and promote these folk dances. They can organize popular group dances of the locality, particularly in village melas and festivals. It would perhaps be easier to start with regional folk dances. Inter-regional folk dances can come in at a later stage. The songs of the Bratachari Nritya of Bengal inspire young boys and girls to take active part in village reconstruction programmes. Bihu and Khamba Lim, the harvest dances of Assam, Bhangra, the community peasant dance of Punjab, the pastoral dance of Chamba in Himachal Pradesh, Jhora, the community dance of Uttar Pradesh, the Tippanin of Saurashtra, all have a beauty of their own.

Folk Songs

In the task of reviving the aesthetic sense of the village people, the folk songs of the locality should be popularized. Local bards or charans compose songs containing anecdotes which give a description of the social condition of the community. Katha or Patha in which the village pundit recites from the Ramayana or the Mahabharata, is very popular in villages and is heard raptly for hours by large audiences. Kavi Durbar or the Assembly of Poets is another popular feature of village life. Poets recite *extempore* poems and, with the participation of others, the whole thing develops into a sort of contest. The harvest songs of different regions can be popularized by Gram Sevaks or Social Education Organizers.

Rural Stage

Our Gram Sevaks and social workers can improvise suitable plays for the rural stage and use them as an instrument to educate the villagers.

The play can depict some social problems, and centre round the importance of the Community Development Programme or other development projects of the Government.

(Extracts from the pamphlet "Revival of Rural Arts")

VII. HEALTH PROGRAMME IN COMMUNITY DEVELOPMENT AREAS

Three Point Programme

With the establishment of the people's institutions at the village and block level, viz. the Panchayats and Panchayat Samitis, commonly called 'Panchayati Raj' (Democratic Decentralization) an intensive health programme in the rural areas will have to be initiated with the fullest participation and cooperation of the Panchayats and Panchayat Samitis. Health services including medical care will continue to develop according to the provision in the original programme for Community Development, namely, establishment of a Primary Health Centre with three sub-centres from where the basic services will radiate into the block areas. However, it is essential to lay special emphasis on some minimum points which can form the foundation for better health. It is accordingly proposed that the Panchayati Raj institutions may concentrate on a "Three Point Health Programme" as explained in the following paragraphs :

1. School Health

(a) General cleanliness of the school and its surroundings.

(b) Medical examination of school children and arrangements for correction of defects, if any.

(c) *Mid-day meal* : In view of the limited financial resources, it is suggested that this programme may be worked through people's own initiative and participation. With the establishment of Panchayats and Block Samitis in a number of States; it is suggested that school feeding programme should be entrusted to these organisations.

In the light of the experience gained, it is noticed that a programme which is likely to meet the needs of the situation may be developed as follows:

- (a) The Panchayat in the village must be first educated in its responsibility in the matter and must decide to take the responsibility of feeding the children in schools. The scheme will succeed only if the Panchayat is convinced in this matter.
- (b) Once this is decided that there must be a small committee of the Panchayat to administer the scheme. This Committee may usefully include the office bearers of the local Mahila Mandal, or if there is no Mahila Mandal, the local women leaders.
- (c) The committee will have to assess the requirements for the year and all materials to be locally collected, in particular grain, pulses, etc. should be collected locally during the harvest season. The responsibility for this collection should be taken by the Panchayat which will also arrange for its storage and safe custody.
- (d) The Panchayat should arrange with the Mahila Mandals or with the local women leaders with regard to cooking and bringing the food to the school.
- (e) To create consciousness about this programme among the members of the Mahila Samithis in the villages, the role of the

Gram Sevak, Gram Sevika, Mukhya Sevika and Social Education Organizer cannot be over-emphasised.

- (f) The role of the teacher is very vital in this programme, and he must be brought into this actively. The school teacher should be made responsible for arranging regular distribution of cooked food with the help of the staff as may be prescribed by the Panchayat.

Of course, it will be necessary for the purpose of giving guidance, a joint committee between the Departments of Health, Food, Panchayat and Education should be constituted at the State level and a similar one with the District heads of these departments at the District level. Officers at the district level should maintain close liaison with the Zilla Parishads and the Block Samithis.

With regard to the type of mid-day meal each State will have to work out its own menu with the guidance of the Officer-in-charge of the Nutrition Department of the State. In the early years of the programme, there will be advantage of the provision of UNICEF skimmed milk powder, but this cannot be available for all the time, and as such, we must consider some other suitable arrangements.

Provision of mid-day meal must be combined with health education of the children, so that they should appreciate the importance of nutrition as one of the factors for improvement of positive health. The subject of "nutrition" should be included in the syllabus for the training of teachers wherever it has not been done.

Some of the States have already taken steps to develop a programme of mid-day meals.

Cultivation of kitchen gardens and fruit orchards near the schools where land and water facilities are available can constitute a part of the programme. The Block Development Officers and the Agricultural Extension Officers of the Community Development Blocks will be ready to render technical advice for this programme. In some places, it may be possible even to develop fish culture. Fish could be available for feeding the children, particularly in areas where fish is consumed. Otherwise, it could be a source of income for the school feeding programme.

Provision of potable drinking water supply.—This may be in the form of a well or a hand pump if the school is not situated in a water scarcity area. In the latter case, arrangements should be made to provide water receptacles and recourse may even be taken to fit up the ancient 'three ghara' method for provision of clean water. Whatever may be the source of water supply, it will be necessary to make adequate arrangements for disposal of spillage to prevent stagnation of water and breeding of mosquitoes. For this purpose, it is suggested that a few banana trees may be planted which would absorb all such water.

Provision of Sanitary Latrines & Urinals.—These sanitary latrines should be of the type and design recommended by the All India Public Health Engineers Conference. The super-structure for the latrines will depend upon the amount available—it can be of ordinary mud, thatch, bamboo or brick, etc. A sloping roof should be provided for protection against sun and rain. The material for the roof may be of the kind which is available locally—bamboo, tiles etc. The night soil can be utilized as manure after

maturation. Detailed instructions regarding the type, etc. can be obtained from the Medical Officer of Health of the District.

Immunisation against small-pox and cholera.—Schools are ideal places for starting an immunisation programme for the community and arrangements must be made through the Health Officer of the District.

2. Maternity Services

Arrangements should be made, as a long term plan, to train all the untrained women who are performing domiciliary midwifery, at present, in the rural areas. To begin with efforts should be made to have at least one trained dai for every village level workers' circle during the Third Five Year Plan. A scheme for this training programme has already been circulated by the Union Ministry of Health and substantial financial assistance has been offered. Panchayats should educate the villagers to take advantage of the maternity and child welfare services that are available in the Block.

Family Planning.—This is essential for improving the socio-economic conditions of the people and for improving health of the mothers and children. Adequate spacing of children is essential to help mothers recoup their normal health in between pregnancies. It is also desirable that parents should have children by choice rather than by chance.

The role of the Panchayats and other Voluntary organisations in this programme is very important. The people's representatives are in a better position to educate the rural people for adoption of this programme. People should also be told that free advice and contraceptive materials are available at the Primary Health Centres.

3. Provision of drinking water supply for every village and sanitary latrines wherever possible

Drinking water supply.—Freedom has no meaning if people are not guaranteed food and potable drinking water—both are essential for any living cell. A large number of gastro-intestinal diseases like cholera, typhoid group of fevers, dysenteries, diarrhoea, etc. could very easily be prevented if an all-out effort is made to supply potable drinking water. The question of whether it is to be a well, overhead tank, or handpump will have to be decided according to the local conditions. The District Health Officer should always be consulted with regard to the location and source of water supply, and he will discuss these matters with the District Public Health Engineering Department. Whatever be the source of drinking water, arrangements should be made to take samples for bacteriological examination of the drinking water.

Sanitary latrines.—Simultaneously with the provision of water supply health authorities should also consider the question of the provision of rural sanitary latrines and urinals. Cheap and acceptable designs have been approved by the All India Association of Public Health Engineers and blue prints of these are available with the Departments of Health and Public Health Engineering in every State. It is suggested that to begin with these latrines and urinals should be constructed in Primary Schools as mentioned above, Community Centres (Panchayat Ghars) and sites earmarked for weekly market days where arrangements for water and supervision are available.

VIII. COMMUNITY DEVELOPMENT & GRAMDAN

2.1. Concept of Gramdan

Before proceeding to the details of coordination it may, perhaps, be worthwhile here to indicate very briefly the concept regarding Gramdan community, as at present pictured, according to Sarvodaya ideology. The village community, as a whole, treats itself as a big family. Love and non-violence will be the basis of all acts of the community. Co-operation and equitable sharing together will be its guiding principles. All the persons in the community, irrespective of age of sex, caste or creed, form what is named as the 'Gram Samaj'. All adults (men and women) out of the Gram Samaj form what is named as the "Gram Sabha". The Gram Sabha should be considered a body corporate having perpetual succession and a common seal with power to enter into contracts and to acquire, hold, administer and transfer property, movable and immovable, and shall, by the said name, sue and be sued through its Convenor. The pool of donated lands comes into the ownership of the Gram Sabha which has the sole rights to manage those lands in the best interests of the community. To give such a legal status to the Gram Sabha, legislation may be necessary by each of the States. Such legislation may be named the "Gramdan Act". A draft Model Gramdan Act has been finalized and circulated to State Governments.

2.2. The Gram Sabha would first decide what is the best use to which each parcel of land can be put to, *e.g.*, grazing land, fuel and fodder reserve, irrigated land, fruit and vegetable land, etc., and also for such community purposes as village site, cremation ground, school, dispensary, etc. and the extent of land that should be set apart for each such purpose. It would then reserve a certain area varying between 10 to 25 per cent of the cultivated area for joint cultivation by the whole community. The income arising out of such cultivation would be utilised for common purposes, such as payment of land revenue of the total land, meeting other community expenses like conducting of school, dispensary, and so on. Thereafter, the Gram Sabha, ordinarily, would consider the needs of each individual family bearing in mind its size, its other sources of income (as in case of artisans), and so on, and decide, on the basis of available land, the quantum of land that may be equitably allotted to each of the families for personal cultivation. Thus, every family including artisans would have some land for its own maintenance. Depending on the changes in the size of the family and also changes in the quantity of irrigated land, there may be periodical redistribution of land so that it is equitably utilized by the community and gives maximum production. If, however, a number of families desire allotment of land for joint farming, Gram Sabha would allot land jointly to them accordingly. Thus, there would be three types of land utilization patterns—(i) by farming collectively by the community, (ii) individual farming by individual families, and (iii) joint farming by a few families who choose to do so.

2.3. Each Gram Sabha would constitute a fund known as "Gram Nidhi" in which shall be credited—

- (i) all recoveries in cash or in kind made by the Gram Sabha from the families in the village,

- (ii) such contributions including a share of the produce as the Gram Sabha may decide to receive from individual allotment of land,
- (iii) such deposits from the produce of common cultivation or other joint enterprises as the Gram Sabha may decide to make, and,
- (iv) all loans, grants and other receipts, whether in cash or kind, received by the Gram Sabha from the Government, a local body or any other source.

2.4. The Gram Sabha shall be responsible for all disbursements out of the Gram Nidhi and maintaining a proper account of such disbursements.

2.5. The Gram Sabha would also settle any dispute or any compoundable offence arising in the village in respect of which the parties agree to abide by its decision.

2.6. The Gram Sabha would frame rules from time to time for conduct of its business and governing the relations of the members of the community *inter se*.

2.7. The Gram Sabha may also tackle the question of settlement of past debts of individual families. It may negotiate with the money-lenders and persuade them, in consideration of interest earned in the past, to scale down voluntarily the debts to a reasonable extent. The Gram Sabha may take over the responsibility of repayment of such scaled down secured debts on agreed terms. For unsecured debts, the persuasive process for voluntary scaling down may be applied by the Gram Sabha, but the Gram Sabha may not take the responsibility of repayment. In such cases, the responsibility would continue to remain with the individual families.

2.8. The Gram Sabha may also appoint village servants on such pay, wages or emoluments, as it likes, consistent with the needs of the community.

3.1. Gram Parivar and Gram Sankalap

Where the conditions which satisfy the definition of Gramdan are not fulfilled, there are some other concepts which may be considered as the earlier forms or preparatory stages of Gramdan concept. They prepare the group of people to progress in the direction of Gramdan. Such concepts are the "Gram Parivar" and the "Gram Sankalap". Where the number of persons owning land who are voluntarily prepared to pool their land and put it under joint ownership, happens to be inadequate to declare their area as a Gramdan, they are constituted into a "Gram Parivar". They may manage their pooled land just as Gram Sabha manages the Gramdan lands.

3.2. Where the people in a village are not prepared to part with their land, but are prepared to work jointly as a community in some other spheres, and resolve to act in such a manner with reference to any particular activity, such a resolve is called "Gram Sankalap". For instance, the villagers may take a vow not to drink or not to gamble, or not to indulge in certain extravagant social ceremonies. These are acts of "Gram Sankalap". There can be positive resolves, such as making the villages self-sufficient in cloth in three years or five years. With a view to helping

the local artisans, the community may resolve to use only certain products of the village, such as shoes made by village Mochis, oil crushed by the village oil ghani, and so on. These are also Gram Sankalaps. They help to foster a consciousness that the community is an integrated organic whole, and can progress best by joint voluntary cooperative action, and equitable sharing among all members.

4.1. Important consequences of Gramdan

As soon as Gramdan is formed and individual ownership in land ceases, certain consequences are seen to follow. The most important one is that credit to individual families from private sources stops, because land is no more available as security. The co-operative financing agency or the State Government have to extend credit to the community as an entity. In this context, recognition of Gram Sabha as a legal entity, becomes essential. Formal transfer of land from the ownership of individual holders to the ownership of the Gram Sabha would also be necessary. This action also requires that the Gram Sabha is recognised as a legal person. All these conditions lead to the urgency of enacting a Gramdan Act in all the States.

5.1. Coordination between C.D. and Gramdan Movements

With this brief background, we may now proceed to the various aspects of coordination that were discussed in the aforesaid meetings.

5.2. Objective

For proper coordination, there should be a clear common understanding of the objectives. Accordingly, the objective of community development programme has been set down as follows :—

“The objective of the community development programme is to promote the all-sided development of the village community, including their economic, political, social, cultural and moral development in particular,

- (a) to develop a spirit of community life among the people by promoting cooperation and mutual sharing, leading ultimately to voluntary community ownership of the basic means of production, such as land, and fulfilment by the village community of responsibility for the welfare, employment and livelihood of all members;
- (b) to make the village self-sufficient, in the primary needs of life, such as food, clothing and shelter and to promote the development of each village along with the development of the local area of which it forms part; and
- (c) to develop self-reliance in the individual, and initiative in the community so that the people are able to manage and run their affairs themselves and make the villages self-governing units of the larger Indian democracy.”

5.3. Approach

The programme of Community Development in the Gramdan village should be an integrated one having in view the all-round development of the village community. The Development Programme must, therefore, foster the spirit of community cohesion which is initially generated by Gramdan. Secondly, the programme should help in the development of

collective initiative of the people so as to enable them progressively to manage their own affairs.

For this purpose, the following points must be particularly borne in mind :

- (a) Subject to the emphasis on the uplift of the most needy families, schemes which benefit the whole community should receive priority.
- (b) Credit should preferably be made available to the community as a whole.
- (c) Revenue should not be assessed individually but collectively for the whole village. The Gram Sabha will be authorised to collect revenue also from those who do not donate their lands to the common pool, and pay for the entire village community. Necessary adjustments in Tenancy Laws and procedure and in the system of assessment and realisation of agricultural income-tax will have to be considered in the altered situation created by the pooling of the ownership in land.

5.4. Some of the other important questions were discussed in detail in the working groups. They cannot be said to have been finally settled yet. The different aspects of these are briefly indicated below to acquaint all concerned with coordination of the two movements. The questions relate to :—

- (a) definition of Gramdan,
- (b) composition of Gram Sabha,
- (c) Gram Sabha and its relations with panchayats,
- (d) Gram Sabha and its relations with cooperatives,
- (e) providing credit, short, medium and long-term.

5.4.1. (a) Definition of Gramdan

Since the coordination of the two movements is to be effected in Gramdan areas, definition of Gramdan becomes relevant. Its other implication is in respect of the structure and pattern of the village institutions which would play the main role in the development of the community living in the Gramdan areas. The definition of Gramdan as suggested by the working group should be :

“Gramdan means a village in which not less than 80 per cent of the persons owning land and residing in the village donate all their land to the village community, the total land donated being not less than 50 per cent of the total occupied land of the village and not less than 80 per cent of the total number of adult persons residing in the village agree to join the Gramdan community.”

5.4.2. (b) Composition of Gram Sabha

All the adults residing in the Gramdan village will form the Gram Sabha. The age limit for membership of the Gram Sabha should be 21 years (and not 16 as originally suggested by the Sarva Seva Sangh) and for holding office should be 25 years. This was considered necessary because the Gram Sabha is to become a body corporate having a legal status. The adults forming such Sabha should be individually competent legally to contract. Hence, the age limit of 21 was considered essential.

Non-residents owning land in the Gramdan village can be members of the Gram Sabha. Their donations of land may be taken into account in calculating the 50 per cent requirements in the definition. Similarly, persons owning a house or land in the village, but not permanently residing there, can participate as members of the Gramdan Sabha. The Sarva Seva Sangh conception is that the Gram Sabha should have only a convenor and not a permanent committee. There may, however, be *ad hoc* committees for specific functions and they would get dissolved as soon as those functions were over. A difficulty was expressed against this view that in the process of continuous village development it may not always be feasible or desirable to form and dissolve committees. Sometimes, situations may arise when liabilities may have to be fixed on those responsible for any act or omission. Besides, there should be a certain element of continuity at least over a specific period in the policy, programme and its implementation. Though Gram Sabha, as a whole under the Gramdan concept will be continuously consulted yet every Gram Sabha may elect a President, Secretary and Treasurer and be competent to form standing and *ad hoc* committees for managing its affairs.

5.4.3. (c) Gram Sabha vis-a-vis Panchayats

Under the Gramdan concept, people of a homogeneous community living as such should all actively participate in all matters pertaining to the community life. This process of every adult in the village taking direct part in the day-to-day decisions concerning village life is termed "direct democracy". This process eliminates group rivalries and factions. It also claims another advantage in that the whole group remains actively associated right from planning to implementation of all items of development work, thus getting the cooperation of all and full utilization of man-power resources. This does not necessarily happen in the pattern where a few individuals are elected and entrusted with the work of village development, the rest of the people becoming out of touch with what goes on from day-to-day. The Gram Sabha would, under this conception, be the single village institution which would deal with all aspects of community life—its existence, development and welfare. Accordingly, the Gram Sabha is pictured as a panchayat unto itself as also a cooperative unto itself. This idea was considered in much detail by the working groups. The questions that would arise in respect of existing panchayats are :—

(i) what would be the administrative, functional and financial relationship between Gram Sabha and an existing panchayat where—

(a) a Panchayat covers a number of revenue villages, such as, 10 to 15 in some States,

(b) where the Panchayat covers a single revenue village as in some other States,

(c) where the Panchayat has existing Gram Sabhas, having populations of about 250 people, and

(d) again, if a hamlet or a part of a revenue village is recognised as a Gramdan village and therefore has its Gram Sabha, what would be its relation with the Panchayat of the whole revenue village of which it forms a part?

(ii) Another issue that may arise is that though, under the Gramdan concept, where 80 per cent of the people of a

village join the Gramdan community, the Gram Sabha would be of the whole village including the remaining 20 per cent. But if an existing revenue village has a panchayat and the remaining 20 per cent do not want to form themselves as a part of the Gram Sabha and may like to continue its panchayat, what would be the position?

- (iii) To ensure proper utilisation of public funds entrusted to local self-governing bodies like Panchayats, Government have official agencies for audit, supervision, etc. What would be the position in the respect of Gram Sabhas treating themselves as Panchayats? These and such other matters require further consideration.

5.4.4. (d) Gram Sabha vis-a-vis Cooperatives

Working Groups had to devote a lot of time to the consideration of this matter. The Sarvodaya concept desires the Gram Sabha to be automatically considered as a cooperative society and recognised as such for purposes of getting financial and other facilities. The cooperative financing agencies are likely to have their difficulties in such automatic recognition, because a cooperative under the present conception and laws is a body of persons wishing to work together for certain specific purposes and coming forward to register themselves as a cooperative. Again, cooperation being "voluntary" and Gram Sabha under the present Gramdan concept being a body covering the whole village including those who are not members of the Gramdan community, has the risk of ceasing to be voluntary if the whole Gram Sabha is automatically considered as a cooperative. Some of the people from among the 20 per cent who have not joined the Gramdan may not be willing to be members of the automatically formed cooperative and may not like to share its liabilities. What should be done in this situation? It was difficult for the Gramdan concept to drop its basic idea of not having a multiplicity of institutions at the village level. It was, therefore, felt that for the interim period, as a working solution of a practical difficulty, each of the adult members of the Gram Sabha may register himself as a member of a cooperative society and thus the whole Gram Sabha may also be a cooperative society; but neither automatically nor because it is the Gram Sabha. Then arose the question of cooperative farming societies in Gramdan villages and their relationship with the main cooperative society mentioned above, since under the Gramdan concept, pooled land which is in the ownership of the Gram Sabha is re-allotted periodically to individuals, families or groups of families if they so choose. If individual allottees wish to join for purposes of cooperative farming and obtain government assistance extended to such cooperative farming societies, would it be necessary to register them separately as a cooperative society or the assistance to them would flow through the main society and they may function as a section of the main society? Again, the success or failure of the cooperative farming venture could be assessed only if it is treated financially as a separate entity and it was, therefore, according to one view, very necessary to register it as a separate farming society, distinct from the main society. The consensus of the working group was in favour of treating such cooperative farming as a part of the main cooperative. Yet the practical problems arising out of such arrangement may need further consideration.

(Extracts taken from the book "Coordination between Community Development & Gramdan Movement")

IX. ADMINISTRATIVE INTELLIGENCE

With the programme spreading out all over the country, I am finding it impossible to maintain physical contact with all the areas. Yet, I know it is futile to think of doing justice to this programme unless I have the feel of the movement in the beat of my own pulse. Further thinking on this line has led to the need of an Administrative Intelligence Section in the CPA. Based on the data we now receive from you, we hope to establish a quarter-to-quarter index on the progress of the movement in all the States. The technique is being studied with all the resources in Delhi today, both indigenous as well as foreign, and I have every reason to believe that we shall come to a final pattern soon.

What applies to the CPA (now Ministry of Community Development & Cooperation) at the Centre will apply with an equal, if not a greater, emphasis to the movement of this programme on the State front. It is no longer possible for the Development Commissioner or his Deputy to keep in touch with the movement on all spots through personal contacts. In fact, it would be a negation of all principles of administration even to attempt it. Therefore, it seems time that you begin setting up an Administrative Intelligence Section based on the same statistical reports which you send to us for our consumption.

The smooth working of the system will demand a combination of sound administrative judgements on one side, with statistical knowledge on the other. The appointment of a statistician will, therefore, appear to be the first step needed by you.

(Extracts taken from the book "Random Thoughts—Vol. III")

Administrative Intelligence Organisation

State Headquarters—Administrative Intelligence Units for Community Development work have been set up in all the States. The Unit which is under the technical control of the State Statistical Bureau is located either in the Development Commissioners' Office or the State Bureau itself depending upon administrative conveniences. An average State Unit has a strength of one Assistant Director, three or four investigators and a couple of computers. The Unit controls the programme of collection of data relating to the CD Programme and prepares consolidated statistical reports for the State, and also makes an appraisal of the progress on the basis of these reports.

District Statistical Agency—District Statistical Officers assisted by a few investigators/statistical inspectors have been appointed in a large number of districts in the country. One of the functions of the District Statistical Officer is to supervise and coordinate the work of progress assistants appointed in the Community Development Blocks. The District Statistical Officer is assigned a number of other duties and responsibilities and his services for Community Development statistics are, therefore, available only part-time.

Block Organisation—With a view to ensuring that the collection and compilation of data at the Block level is done in the manner prescribed, a statistically trained Progress Assistant is posted in each Block to look after

this programme. The Progress Assistant is borne on the technical cadre of the State Statistical Bureau and his work is directed by the Bureau, through the District Statistical Officer, wherever the latter is posted. The Progress Assistant imparts training to the VLWs in the appropriate methods of collection of data and supervises their work; he himself participates in the collection of certain primary data particularly on items covered by sample survey; and prepares the periodic statistical reports of the Block. The compilation work of the VLWs is also supervised by the Block Extension Officers and the District Officers.

**(Additional datas provided by Director, Administrative Intelligence, Ministry of Community Development & Cooperation)*

Scope and Content of Administrative Intelligence

The immediate interest of the Village Level Worker is to obtain as much data and information as possible about his own jurisdiction. He must know the people and the place well before he can start working. Very often such information is not readily available but has to be collected by himself with or without the help of others. At a later stage, when programme action starts, he has to keep records and maintain a continuous flow of information to others, viz., Project/Block Development Office and to the Panchayat Office in the village.

2. The authorities at the Project/Block level have a slightly different use of the statistical information received by them. They are concerned not only with compiling and consolidating the reports received from the Village Level Workers and sending them to the State Headquarters but also with reviewing the programme for the Block as a whole. They may not have the responsibility for the primary collection of data but a greater degree of responsibility attaches to them in so far as they are required to analyse and interpret, on the basis of information received from VLWs and any other sources, the progress of work for the entire Block. This is a very important function. It will be of great help if statistics could be presented in such a way that every Project/Block gets an opportunity to compare its own performance with that of others in the same State and in other States.

3. All these activities come within the scope of administrative intelligence in a broad sense. But, for purpose of administrative research and direction, the expression has a special meaning and significance for the Centre and State Headquarters. While it is necessary to be kept informed of every phase of the programme in every nook and corner of the country, the authorities at the Centre and the States have necessarily to pay special attention to the broad pattern of the programme and its over-all progress. The Centre is primarily concerned with the following items :—

- (i) Progress during the current quarter in relation to schedule :
 - (a) *Absolute level.*—Is progress up to schedule? If not, why not?
 - (b) *Comparison with previous quarters.*—Is current performance record better or worse than the previous records? If there are any significant changes, the reason for such changes.
 - (c) *Inter-State comparison.*—Which States are making good progress and are in a position to impart lessons to others?

Which States, if any, are lagging behind and why? What type of assistance do they need from the Centre?

- (d) Review of the community development programme with reference to the over-all plan of the country as a whole.
- (ii) Cumulative position as of a given date with respect to the schedule of anticipated progress to that date :
 - (a) Absolute level;
 - (b) Comparison with the position during the corresponding period in the previous year; and
 - (c) Inter-State comparison.

The State Governments, it is presumed, will be interested in obtaining similar information and analysis regarding the performance in the Development Blocks in their respective States.

4. The programme analysis includes interpretation of data and presentation of conclusions and recommendations for action. Programme analysis or administrative research-in-common—with all other types of research—comprises two principal functions: data collection and data analysis or interpretation. If the programme analyst's responsibility ends only with the compilation of data and preparation of statistical tables and charts, the task of interpreting the data on which to base administrative decisions; for both planning and execution; falls necessarily on the top executive. Interpretation is a very difficult and time-consuming process and yet perhaps the most important part of effective programme analysis. With a view to relieving the executive of this onerous task and to render him maximum assistance, it is suggested that a section of the periodic report submitted to him should invariably consist of concise statements of conclusions and recommendations for action together with significant evidences supporting them. This narrative part should be accompanied by statistical summaries which would enable the executive to review, if he so desires, in detail the basis for the conclusions and recommendations made.

Basic Survey and Planning

A pre-requisite of any planned rational development is an intimate knowledge of the existing set-up of things, of the available resources both human and material, of the vocations open to the people and of the social and cultural practices obtaining in the area. In view of the huge dimensions of the present programme, the necessity for conducting surveys in the Community Projects/Blocks and NES Blocks so as to obtain basic data on economic and social conditions, which are closely related to the development programmes cannot be over-emphasized. The survey data, in particular, provide essential material on base-line data for a proper examination of the development programme and periodical assessment of the improvements effected in the block areas as a result of the development programme. It is equally important that the project staff should know well the people and the area before they proceed to work or immediately thereafter.

Records, Returns and Reports

In addition to the basic survey and planning the following records, returns etc., bearing on the progress of the community development programme are being prepared and maintained at various levels :—

- (i) Records maintained by Village Level Workers;

- (ii) Block Level Reports :
 - (a) Quarterly Progress Reports
 - (b) Annual Progress Reports
- (iii) Annual Progress Reports

The details of these Records and Progress Reports have been circulated with this Ministry's letters Nos. 5(1)/59-PP dated the 7th March, 1960 and 5(1)/59-PP-II dated the 31st March, 1959.

(Extracts from the book "Draft Manual of Administrative Intelligence")

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