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C.P.A. Series No. 46-1



DRAFT MANUAL.

ON

ADMINISTRATIVE INTELLIGENCE

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COMMUNITY PROJECTS ADMINISTRATION  
GOVERNMENT OF INDIA

December, 1955

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DRAFT MANUAL  
ON  
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## PREFACE

Administrator has referred to the need for administrative intelligence in the community development work from time to time in his monthly letters. He mentioned that "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.....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."

2. Thinking on this subject has been going on for some time and has led to the preparation of this Draft Manual on Administrative Intelligence. This is by no means a final document. This is only an attempt to put together in one place the various ideas on the subject and give an account of what has been done so far and what is proposed to be done in the near future. A great step forward was taken when the subject was discussed in detail at the Fourth Development Commissioners' Conference held in Simla during May 9—12, 1955. The Draft Manual embodies the suggestions and recommendations made by the Simla Conference.







## CHAPTER I

### INTRODUCTION

India is on the road to development as a Welfare State. The First Five Year Plan is now in its final year of implementation and the Second Five Year Plan is in the early stage of preparation. The planners in India have given the pride of place to the programme of Community Projects and the National Extension Service. In Chapter XV of the First Five Year Plan the Planning Commission observed as follows :—

“Community Development is the method and rural extension the agency through which the First Five Year Plan seeks to initiate a process of transformation of the social and economic life of villages.”

2. The Plan proposes to establish over a period of about 10 years a net-work of extension service throughout the country. About 120,000 villages, that is, nearly one-fourth of the rural population, are to be brought within the operation of the extension service during the period of the First Five Year Plan. At this writing, 977 Blocks have already been allotted in the various States covering about 1.09 lakh villages and 70.4 million people. If things go according to schedule, the programme should be in operation in about 5,000 Community Development and N. E. S. Blocks by the end of the Second Plan period.

3. The central object of the community development programme is to secure the fullest development of the material and human resources of rural India over a period of years. This calls for intensive work for agricultural development, social education, improvement in the health of the population, introduction of new skills and new occupations etc., so that the programme as a whole can help lift the rural community to higher levels of living and arouse enthusiasm for new knowledge and new ways of life. The programme is very vast and complex. Nowhere else in the world has a programme of this magnitude been taken up before. For a successful implementation of the programme, it is essential that we proceed with vigilance and



attach due importance to all phases of the programme. What is needed for this purpose is, among other things, an adequate and well-knit intelligence machinery at all levels not only for proper planning but also for watching the progress of implementation of the programme, the intention being to learn from those making best progress and to give special help to those most needing it.

4. One of the essential requirements for this purpose is an organisational set-up from which can emanate all basic information relating to planning, execution and progress. In other words, the organisation should be such as will be able to provide with the minimum of delay basic and accurate data for guided action in the light of past achievements or failures, difficulties experienced in the process and future requirements. The various levels in the organisational set-up are :—

- (a) Village Level Worker;
- (b) Project Executive Officer or Block Development Officer at the Project/Block level ;
- (c) Collector or Deputy Commissioner ;
- (d) Development Commissioner/Secretary at the State level; and
- (e) Headquarters at the Centre.

An attempt has been made in this Manual to outline the nature of statistical work that is being done at present and is required to be done in future at each of these levels to ensure success of a planned programme of rural development.

5. A small beginning has already been made at the C.P.A. Headquarters in the field of administrative intelligence. The organisation and functions of the Unit handling this work are described in detail at the appropriate place. The Third Development Commissioners' Conference held at Ootacamund in May 1954 recognised the need for an Administrative Intelligence Organisation at the State level where statistical data regarding progress of schemes, targets and achievements should be co-related. It was recommended that the Department concerned in the State Government responsible for the execution of the programme of Community Projects and National Extension Service should have a statistical unit headed by an official who is a trained statistician and that he should be



adequately assisted by a full complement of staff. The Fourth Developement Commissioners' Conference held in Simla in May 1955 reiterated the earlier recommendation and further suggested that the stage had now come when the Project Executive Officers/Block Development Officers and the Village Level Workers should also be linked in this chain of intelligence workers. This is an important and urgent task to which we have to give our prompt attention.

6. The object of this Manual is not only to give information and guidance but to stimulate thinking on this very important but relatively neglected part of the programme, namely, administrative intelligence. We sincerely believe that collective thinking goes far beyond the intelligence and experience of any single individual, no matter how able and competent he may be. It is with this sense of humility that we place the Draft Manual before all concerned.



## CHAPTER II

### NEED FOR REPORTING

Probably no other activity of governmental programme is more generally misunderstood than that of "reporting". Preparing reports inevitably takes a certain amount of time,—time which otherwise might be spent furthering the development programme. Why then should we take time away from "constructive work" to prepare reports?

2. The work relating to the community projects and national extension service means team work. The team consists not only of the project staff but also the officers at the State and the Centre. Each member of the team has a specific job to do in terms of the main objective of the programme, viz., how best to help the villager to improve his lot. The project staff who work directly with the villagers are the most important members of the team. It is upon their alertness and effectiveness that the rate of progress towards the overall programme goals depends. All the rest of the team—District, State and the Centre—contribute to achieving these goals *through* those working directly with the villagers. The entire organisation is geared to facilitating the flow of supplies, equipment, finance, dissemination of information etc. Some can come only from the Centre; some from the States; some from the District and some from the Project itself. Each source must be kept currently informed of pertinent developments if they are to plan and act efficiently in carrying out their part of the team's activities. There lies the need for and justification of periodical reporting. Periodic 'status' reports provide a systematic method for those closest to particular current developments to pass pertinent information on to those more distantly removed from the field of action, so that they in turn may act more intelligently in facilitating the flow of information and materials they are in best position to provide in the opposite direction.

3. In Addition to this primary one, systematic periodic reports contribute to furthering the programme in at least four other major ways :—

- (i) They help keep everyone's thoughts focussed upon the objectives of the programme; what we are trying to



accomplish and by what methods. If we are to function effectively as a team, each one of us must keep his mind constantly trained upon the over-all goals—and relate his respective daily activities to these goals. Periodic progress reports can bring objectives and methods into bold relief by measuring progress in terms of specific objectives and placing other activities in their proper position as means toward these proximate ends.

- (ii) They help those preparing the reports appraise their own work in terms of the objectives they set out to accomplish. Systematic critical analysis of one's own activities in relation to specific objectives is a useful method of making future efforts more effective. Preparation of a report can aid significantly this process of self-evaluation. It stimulates thinking and may lead to planned action. A worthwhile report can be of greater value to the person preparing it than to those who study it for information only if he approaches the task as a learning process rather than as a matter merely of duty.
- (iii) They provide a basis for systematic exchange of experience among projects. For the community development and national extension programme to achieve its objectives as rapidly and efficiently as possible, it is essential that full advantage be taken of the experience gained in the process. Many of the problems will be common to most projects. By combining our efforts, we may expect to find practicable solutions more quickly than by each person or project working alone in isolation. If some one has found a better way of doing something, let us pass the word around. It probably can be adapted advantageously in other project areas. Periodic reports provide an efficient medium for effecting this exchange in an organised manner.
- (iv) They provide a basis for keeping the public informed on the progress of development work. Community development and national extension programme has been rightly called a "people's programme". Not only is it financed by public funds but it can succeed only if it can stimulate and maintain active public participation in all



phases of planning and execution. Public participation in and support for continuing and extending the community development and national extension programme will both depend, in large measure, upon how firmly the people *believe* that this programme is an effective means of improving their economic and social well-being. Their faith in the programme will in turn depend largely upon their understanding of the way in which the programme helps them reach the goals they have set for themselves and upon *proof* that progress is actually being made. Public reports based upon information from the projects can meet both these needs. We must recognize that it is *our duty* to tell the people and the people's representatives fully and frankly as to how *their programme* is progressing and to seek their guidance from time to time as to how improvements can be effected.

4. Finally, it must be understood that the object of reporting is to help everybody and to censure none. Mistakes may occur at times and progress may lag behind in spite of the best of efforts. In any action programme, one has got to reckon with many unforeseen circumstances impeding progress over which one may not have much control. But whatever the circumstances, it is imperative that the original reports must be accurate, objective, comprehensive and pertinent. *Padded reports of accomplishments invariably do more harm than good*—to the overall programme and more so to those who produce those reports. Wilful misrepresentation of facts, when it comes to light—and it nearly always does—irreparably damages public faith in the programme and casts a shadow of suspicion upon the entire organisation administering it. Nor is there any virtue in trying to hide our mistakes. We should constantly endeavour not to make mistakes but should frankly admit if we do so.



### CHAPTER III

#### 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. After all, a Project/Block is a self-contained, compact, administrative and functional unit in the whole scheme of community development programme. 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. Certain suggestions have been made in this respect at the appropriate Section of this Manual.

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 upto 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 top executives, whether at the Centre or in the States, have to ration their time very carefully because of the heavy demand on them from their diverse responsibilities. Extreme care should, therefore, be taken as to how the relevant information is presented to them. A few suggestions are given below by way of



stating the general principles. Their applicability in actual practice may have to be considered further.

(i) Bring all relevant data together into tables arranged to facilitate study of the primary aspect to be depicted.

(ii) The smaller the number of columns in a table the easier the comparison.

(iii) For specific items having high administrative significance, it will be useful to prepare supplementary tables arranged to facilitate specific comparisons. For instance, "Government expenditure" and "people's contribution" would seem to be such items.

(iv) Use graphs and charts, wherever possible, to give quick visual picture of the significant conclusions to be drawn from tabular statements. Charts are easier reading than tables.

(a) Charts must be simple and portray clearly only one set of facts unless two or more are so closely inter-related that all are needed for meaningful interpretation of the components or the whole complex.

(b) Generally speaking, statistical tables containing the basic data from which charts are drawn should accompany the charts to facilitate closer scrutiny of the specifics. Charts are intended only to "tell" the story "in line" which is already told in greater detail in figures.

(v) Minimize the number of items presented for the top executive's review. The Administrator/Development Commissioner is most concerned with the functioning of the several departments and/or segments of the project staff in the States/Blocks. In other words, the Administrator/Development Commissioner would probably like to know at any point of time how, say, the agricultural programme in State/Block 'X' is progressing rather than the progress on specific items of the agricultural programme, viz., the number of compost pits dug, maunds of seeds and fertilizers and the number of tools and implements distributed and so on. The latter becomes unwieldy both for effective presentation and for meaningful interpretation. Ideally, the maximum number of items should be the 10 major heads for which budgets are sanctioned plus a staff position summary. This is based on the assumption



that each major field of activity is generally the responsibility of a separate State Department. In cases where this assumption is not valid, consideration might advantageously be given to breaking up both budgets and activity reports along department lines.

5. Presenting data for major fields of activities is much easier said than done. The multiplicity of specific activities pursued under each of the several major heads presents a difficult task of aggregation. Two alternative approaches appear promising :

(i) Assign weights to each separate activity in each major field and construct a weighted average for the entire field, e.g., weigh each of the 14 items under Agriculture and Animal Husbandry into a composite weighted average for the field. To do this with great refinement for all fields would no doubt require a prohibitive amount of work and time. If one were willing to use some rather crude estimating procedures, however, it should be possible to construct a set of weights which would provide results accurate enough for over-all administrative purposes. Before setting about to assign weights for deriving composite "field" averages, careful consideration should be given to the usefulness of the criteria of progress available for each activity. Unless meaningful indicators are available for each activity, combining the several parts into a composite whole becomes merely a mechanical exercise.

(ii) Alternatively, one or two principal activities in a field might be taken to reflect the situation in the entire field. For various reasons, explained later in the Manual, this procedure is being followed at present. This approach has three limitations as compared to a broadly based weighted average :

- (a) The number of items presented for the Administrator/Development Commissioner's review still would be quite large ;
- (b) The problem of combining one or more items selected in order to form a judgment about an entire field of work still remains ; and
- (c) There may be a feeling of uncertainty that the selected items may not be fully representative of the progress in the field as a whole.



6. Finally, the programme analysis function should be extended to include 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.



## CHAPTER IV

### 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 N.E.S. 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.

2. The importance of basic survey in planning has assumed a special significance in the context of forward planning of the National Extension Service and the Community Development Programme. A general outline of the expansion of the programme during the Second Five Year Plan period has already been communicated to the State Governments in Community Projects Administration's letter No. CPA/163/36/54 dated 13-11-1954. Since the entire rural area of each State is to be covered under the National Extension Service in the course of the Second Five-Year Plan, *Forward Planning* of the programme through basic surveys will greatly help to reduce the bottlenecks which might otherwise come up in the way of efficient and coordinated development of the areas.

3. The entire area of the State may be divided into suitable blocks and the actual selection of areas to be taken up for development may be made six months in advance to enable completion of preliminaries. Some skelton staff may also be appointed six months



ahead, to undertake a thorough survey of the area and to associate the people in the preparation of the working Plan. This will provide the necessary ground on which the programme is to proceed further. During this period, all efforts should be made to determine the needs of the people and with reference to these and on the basis of information collected in the surveys, it would not be difficult to draw up a broad outline of the programme which may be taken up in that area.

4. In its letter (No. CPA/37/52 dated April 7, 1952), C.P.A. suggested to the State Governments that the latter should undertake a survey of the project areas as a first step to the formulation of actual schemes of community development. And, in order to assist the State Governments in conducting these surveys, C.P.A. prepared and transmitted along with the letter a detailed questionnaire for the village survey report calling for such basic information as nature of the soil and land utilisation, rainfall and irrigation facilities, occupational distribution of population, livestock distribution, communication, literacy and education, health and sanitation, housing, cooperation, etc. In a subsequent letter (No. CPA/37/52 dated April 15, 1952) C.P.A. indicated the sources from which the various types of information called for in the questionnaire could be conveniently derived, and thereby economy in the cost of survey effected.

5. With the expansion of the national extension service and community development programme, C.P.A. is no longer interested in receiving village survey reports. It was agreed at the Fourth Development Commissioners' Conference that the State Governments should send to the C.P.A. *Block-wise* consolidated survey reports for each development block in the prescribed *proforma* appended at the end of this chapter. (The State Governments will, of course, have to prepare village-wise survey reports for each area so as to enable them to prepare consolidated reports for the Block as a whole). State Governments are requested to furnish Block Survey Reports not only for the C.D./N.E.S Blocks to be allotted in future but also to those Blocks for which survey reports have not yet been prepared.

6. Section X on 'Progress Indicators' of the Quarterly Progress Report *proforma* for C.D./N.E.S. Blocks (*vide* Chapter VI) calls for some of the information required under the Block Survey Report. This information is required to be furnished once a year along with the progress reports for the quarter ended 30th September every



year. The intention is to collect material for a first-hand assessment of the changed conditions at the end of each year of the programme period in the background of the conditions obtaining during the corresponding period in the previous year and the base year.

7. It seems appropriate to refer in this context to the comprehensive rural survey called the Bench-Mark Survey undertaken by the Programme Evaluation Organisation of the Planning Commission in 24 evaluation blocks located in the community development and national extension service blocks. The objective of the survey is to obtain information on (i) the extent of people's participation in improvement practices and in works of community developments, and (ii) the effects of adoption of such practices upon production, income, employment and levels of living of the rural population. The number of villages selected for the survey varies between 6 to 10 in different blocks depending upon the population of the villages, the idea being to cover approximately 1,000 rural families in each block. In addition to the villages falling within the block, 2 villages outside each block are included in the survey in order to provide some basis for a comparative study of conditions in the adjoining areas outside the development block. The total number of villages selected for all the 24 blocks is approximately 200. The first survey which was completed between January and June 1954, collected the "Bench-Mark" and base-line data for the areas in question. It is intended to repeat surveys after suitable intervals and measure changes in conditions so as to assess the results of the community development programme. The information collected under the Bench-Mark Survey will soon be available for purposes of planning and other uses : (Summary data for 10 evaluation blocks were published in Vol. I of the second Evaluation Report published in April 1955). As the community development and national extension service programme is extended over progressively larger areas, it may become necessary to undertake similar surveys in other areas in order to be able to arrive at correct conclusions about the impact of the programme as a whole.



**BLOCK SURVEY REPORT**

(for both C.D. and N.E.S. Blocks)

**I. GENERAL**

(i) Name of State

(ii) Name of Block

(iii) Type of Block

(C.D. or N.E.S.)

(iv) Year of allotment

(v) Period to which the report relates

(vi) Location of Block : District

Tehsil

(attach sketch map, scale 1 inch=4 miles)

(vii) Block Headquarters

(viii) Area of Block (acres)

(ix) No. of villages in Block

(x) *Population :*

Total (No.)

Adult Male (No.)

Adult Female (No.)

No. of children under 5 years

No. of children of age 5—16 years

(xi) No. of families in the Block

(xii) *Principal towns with population :**Town**Population*

(1)

(2)

(3)

**2. OCCUPATIONAL DISTRIBUTION OF POPULATION :****I. Agriculturists :**

(a) Owner cultivators (No.)

(b) Non-cultivating owners (No.)

(c) Agricultural labourers (No.)

**II. Landless labourers.****III. Skilled labourers and workers :**

(a) Arts, crafts and cottage industry workers (No.)

(b) Workers in urban small-scale industry (No.)



- (c) Building trade workers (No.)
- (d) Transport workers (No.)
- (e) Others, specify (No.)

IV. *Other occupations :*

- (a) School Teachers (No.)
- (b) Persons engaged in administrative and supervisory services (No.)
- (c) Shopkeepers (No.)
- (d) Others, specify (No.)

V. Give a brief note on the State of employment and unemployment in the Block and State specifically, with regard to the adult male population in the age-group 18—55.

- (a) No. of unemployed, and
- (b) Unemployed as percent of total adult male population (%).

3. Regarding arts, crafts & cottage industry (item 2 III (a) above), please furnish the following further information :—

<i>Type of industry</i>	<i>No. of persons engaged in</i>
1. Weaving	
2. Oil pressing	
3. Blacksmithy	
4. Pottery	
5. Mat weaving	
6. Toy making	
7.	
8.	
9.	

4. SOIL AND LAND UTILISATION

- (a) Nature of soil
- (b) Total area :
  - (i) in square miles
  - (ii) in acres
- (c) Net sown area (acres)
- (d) Area sown more than once (acres)
- (e) Total crop area (acres) (c+d)
- (f) Current fallows (acres)
- (g) Area under forests (acres)



(h) Cultivable waste land (acres)

(i) Barren and uncultivable land (acres)

## 5. RAINFALL AND IRRIGATION

## A. Rainfall :

(i) Annual (inches)

(ii) Seasonal i.e., during crop season (inches)

(iii) Level of water table (feet).

## B. Irrigation :

Nos.

Area Irrigated (acres)

(i) Wells

(ii) Tubewells

(iii) Tanks

(iv) Canals (miles)

(v) Other sources (specify).

Net area irrigated (acres)

Area irrigated more than once (acres)

Gross area irrigated (acres)

## 6. AGRICULTURAL PRODUCTION AND TRADE

(a) Names of Crops	Area under Crops (acres)		Yield per acre (lbs.)		Production Total (mds.)
	Irrigated	Un-irrigated	Irrigated	Un-irrigated	
1	2	3	4	5	6
1. Rice					
2. Wheat					
3. Gram					
4. Cotton					
5. Oilseeds					
6.					
7.					
8.					

(b) Names of Crops	Season of			Please indicate whether major portion of the crop is exported or consumed internally
	Sowing	Harvesting	Marketing	
1	2	3	4	5
1. Rice				
2. Wheat				
3. Gram				
4. Cotton				
5. Oilseeds				
6.				
7.				
8.				

(c) No. of regulated/wholesale markets.



## 7. AGRICULTURAL PRACTICES

Fertilizers and seeds	Quantity used per year (mds.)	Crops for which used
(i) Chemical fertilizers (ammonium sulphate, super phosphate etc.)		
(ii) Manures (cow-dung, oil-cake, town compost etc.)		
(iii) Improved seeds.		

## 8. LIVESTOCK AND VETERINARY SERVICES

(i) *Live-stock :*

## A. Oxen

- (a) Breeding bulls (No.)
- (b) Working bullocks (No.)
- (c) Cows (No.)
- (d) Young stock (No.)

## B. Buffaloes

- (a) Male (No.)
- (b) She buffaloes (No.)
- (c) Young stock (No.)

## C. Sheep (No.)

## D. Goats (No.)

## E. Horses and Ponies

- (a) Horses (No.)
- (b) Mares (No.)
- (c) Young stock (No.)

## F. No. of poultry farms

(ii) *Veterinary and Animal Husbandry Services :*

- (a) No. of Veterinary Dispensaries
- (b) No. of Key Village Centres, if any
- (c) No. of Artificial Insemination Centres not included under (b) above



## 9. SYSTEM OF LAND TENURE AND PATTERN OF LAND HOLDINGS

### (i) *System of land tenure*

	No. in each category	Area covered under each category (acres)
Zamindari		
Ryotwari		
Inams		
Others		

### (ii) *Pattern of land holdings*

Size of holdings (acres)	No. of cultivators operating	Area covered (acres)
Below 1		
1 to 5		
5 to 10		
10 to 20		
20 and above		

## 10. COMMUNICATION

- (i) Mileage of pacca roads
- (ii) Mileage of kacha roads
- (iii) No. of Railway Stations (mention line also)
- (iv) Availability of Bus Service (mention number of routes and buses available)
- (v) Distance of Block Headquarters from the nearest Railway Station/Bus Station/Airport (miles)
- (vi) No. of Post Offices
- (vii) No. of Telegraph Offices

## 11. LITERACY AND EDUCATION

- (i) *Primary Schools :*                      *No. of Schools    No. of Students*
  - (a) Ordinary
  - (b) Junior Basic
- (ii) *Secondary Schools :*
  - (a) Middle Ordinary
  - (b) Senior Basic
- (iii) *High Schools :*
  - (a) Ordinary High
  - (b) Post Basic



- (iv) Percentage of literacy  
among adults (%)

## 12. HEALTH AND SANITATION

- (i) No. of hospitals/dispensaries and No. of beds provided for in-door patients
- (ii) No. of Child Welfare and Maternity Centres
- (iii) Drinking water facilities :
- (a) No. of wells
- (b) No. of tanks
- (c) Is drinking water supply sufficient ?
- (iv) Is drainage system satisfactory ?

## 13. HOUSING

- (i) No. of kacha houses
- (ii) No. of pacca houses

## 14. COOPERATION

Type of cooperative societies	No. of members enrolled
Credit Farming Marketing Multi-purpose Others, if any (specify)	

## 15. LOCAL BODIES

- |   |     |                         |
|---|-----|-------------------------|
|   | No. | No. of villages covered |
| (i) Panchayats and other statutory bodies.                            |     |                         |
| (ii) Non-statutory bodies like Village Councils, Vikash Mandals, etc. |     |                         |

## 16. REMARKS

Mention any special features of the block, for instance whether the block has been subjected to nature's vagaries like cyclones, floods etc., during recent years and, if so, the cause and the extent of the damage.



## CHAPTER V

### RECORDS, RETURNS AND REPORTS

In addition to the basic survey and planning reports discussed in Chapter IV, 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) Records maintained at the Project/Block level ;
- (iii) Monthly Progress Reports ;
- (iv) Quarterly Progress Reports ; and
- (v) Miscellaneous *ad hoc* surveys.

#### RECORDS MAINTAINED BY VILLAGE LEVEL WORKERS

2. The village level workers are expected to keep a diary (date-wise register) of their daily activities. They are required to furnish every month an account of the achievements in respect of the villages in their charge to the respective Project/Block Development Officers.

3. It is understood that certain State Governments have initiated a system of daily diary and group meetings with Village Level Workers at regular intervals at the Project/Block Headquarters. At these meetings a detailed daily programme of work adopted to the particular needs and resources of each village is allotted to each VLW for execution during a certain period, usually a fortnight or a month. The VLWs maintain a daily record of their activities. At the next meeting the work done during the previous period is reviewed and instructions given for the programme of work for the next period. Such meetings are very important inasmuch as they facilitate group discussion and exchange of experience particularly with regard to the difficulties encountered in carrying out the programme and finding out ways and means for overcoming them. The procedure may be introduced with advantage in all States. Ordinarily, monthly meetings should suffice, but whenever necessary, fortnightly meetings may be held.



4. With a view to systematising and standardising the records that should be maintained at the village level, the Programme Evaluation Organisation of the Planning Commission has prepared, at the request of C.P.A., an elaborate "Manual of Village Level Workers' Records" which contains, among other things, a set of village and family forms and registers for the use of the Village Level Workers. The Manual also contains detailed instructions, together with illustrations, for filling up the forms and registers. Printed copies of the Manual have already been forwarded to the State Governments and Block Development Officers (*vide* CPA letter No CPA/Fub/1(34),55 dated 22-4-55). State Governments may kindly ensure that the Village Level Workers make careful use of the various forms and registers included in the Manual and communicate their experience in the maintenance of these forms to the P.E.O. and C.P.A. as early as possible, and, in any case, not later than March 1, 1956. It must be realised that ultimately much of the factual reporting, including monthly and quarterly progress reports, will have to be built up from these records. The preparation and maintenance of uniform records by the VLWs in all States should go a long way in meeting the long-felt problem of finding adequate basic data and material bearing on the detailed progress of the programme in all its phases.

#### RECORDS MAINTAINED AT THE PROJECT/BLOCK LEVEL

5. The Project/Block office is the most important channel of communication,—the key point, so to say—in the entire reporting system. The materials for the monthly reports and the quarterly progress reports are compiled in the first instance, at the Project/Block level. It is on the validity and accuracy of the information furnished at that level that the ultimate usefulness of all subsequent reports and analysis will depend.

6. It is naturally expected that information, as detailed and complete as possible, in respect of the Project/Block as a whole should be available at the Project/Block office. This information will mostly have to be derived from the records maintained by the VLWs. At present, the activities relating to the various fields are co-ordinated by the subject-matter specialists appointed at the Project/Block level. They should check carefully the figures on progress of work and expenditure, physical achievements, etc., furnished by the VLWs. Periodical sample checks should also be



exercised by the Block Development Officer and other field officers, for instance, the Headquarters touring officers and officers of the State Governments. It is only then that the records maintained can be treated as reliable, and planning based on them will be considered meaningful.

7. A great deal of responsibility rests with the Project/Block Officer for watching the progress of work in every field of activity in his own area. To assess the progress scientifically, the achievements should be measured against realistic targets, if any. (The question of fixing targets raises a number of important problems which are discussed separately in Chapter VIII). In the absence of targets, at least some convenient and easily intelligible methods of inter-village comparison of progress could be initiated by reducing achievements to homogenous bases, *e.g.*, achievement per 1000 (or 100) persons, per 1,000 (or 100) acres of arable land etc., depending on the nature of the items considered. Checking of data and analysis of progress should be a continuous process, and every effort should be made at every stage to pull up those lagging behind.

8. So far as the community development programme is concerned, the authorities at the district level do not yet form an integral part of the machinery for administrative intelligence and, as such, have no specific responsibility for it. They have an administrative responsibility in so far as they are required to ensure that the various types of services and facilities required for the implementation of the programme are made available to the project authorities in time and in adequate measure. They are not, however, directly concerned with the reporting system. In other words, they are not required to maintain and submit systematic periodical reports on progress and achievements of the programme.

9. With the expansion of the community development and N.E.S. programme in the Second Five Year Plan, the district authorities are sure to play an increasingly important role. When under the expanded programme the entire rural India is covered by Community Projects/Development Blocks and N. E. S. Blocks the present distinction between project and non-project areas (and project and non-project "inputs") within a district will more or less disappear. It is envisaged that a District Development Officer will be appointed in each district in the near future and placed incharge



of all development activities with special responsibility for the Community Projects/Development Blocks and N. E. S. Blocks in his own jurisdiction. The District Development Officer will probably have the status of an Additional Collector. The Collector or the Deputy Commissioner will be expected to act as the co-ordinating authority for the entire developmental programme within the district just as the Project/Block Officer is at present the co-ordinating authority at the Project/Block level. One of the important functions the Collector or the Deputy Commissioner will be called upon to perform under the expanded programme is to keep an up-to-date record of progress in all the Community Projects/Blocks and N. E. S. Blocks and to be generally responsible for the working of the programme in the district.

### MONTHLY PROGRESS REPORTS

10. The State Governments used to furnish at one time the C. P. A., with a brief descriptive note on progress made every month. The monthly report comprised three sections and provided a separate account in respect of each project or development block. The three sections were:—

- (i) Administration—Appointment of project staff, etc.
- (ii) Brief description of work done during the month.
- (iii) Special features which may be of interest to the other States.

The report was more or less in a narrative form.

11. The monthly report is meant for a quick, overall, qualitative assessment of the progress made in several important fields of work during a particular month. It was realised that it was rather difficult to obtain such an assessment from the narrative monthly progress reports received from the State Governments. The matter was carefully considered in the C. P. A. and, in consultation with the Programme Evaluation Organisation, a *proforma* for monthly report was devised and forwarded to the State Governments with the Administrator's D.O. letters No. PS/CP-115 dated 16.2.1953 and No. PS/CP-424 dated 20.5.1953 (*vide* Appendix I). There was a two-fold objective so far as the Community Projects Administration was concerned, in getting these monthly reports. First, to eliminate the old monthly reports which contained more or less descriptive accounts of the



programme which, not infrequently, failed to give a clear picture of the movement in the project areas. Secondly, it was felt that the compilation of the data for the monthly reports required by the C. P. A. would necessarily mean a careful and critical assessment of the material which must invariably be available with the Project Officers if they were at all keeping a monthly check over progress made against targets.

12. With the programme gaining in momentum, it is felt that from the point of view of C. P. A. Headquarters monthly progress reports are perhaps no longer necessary. The State Governments may, however, continue to get these reports from the Blocks—both Community Development and N. E. S.—for their own review of the programme. It is understood that some of the States have introduced more elaborate systems of their own for intensive checking up of the progress of the programme from month to month. This is as it should be since the State Governments and, more so, the Project Officers would naturally need much more detailed information than the C. P. A. Headquarters.

#### QUARTERLY PROGRESS REPORTS

13. In view of the over-riding importance of the quarterly progress reports, the subject has been dealt separately in the next Chapter.

#### MISCELLANEOUS *Ad Hoc* SURVEYS

14. So far only two *ad hoc* surveys have been undertaken in selected community project and N. E. S. areas. First, there is the Bench-Mark Survey which has been mentioned in para 7 Chapter IV. The second is what is known as the Crop Estimation Survey conducted by the Directorate of National Sample Survey, Ministry of Finance, in co-operation with the State Governments and the Community Projects Administration. The crop estimation survey, sometimes called crop-cutting experiments, is primarily concerned with the estimation of average yields of principal crops in community project and N. E. S. areas as compared to over-all averages for the States and the country as a whole. A good deal of effort is being put in the project areas for introducing improved agricultural practices, such as, sowing better varieties of seed, using fertilizers, preventing soil erosion, etc. Besides, significant changes of other kind like cropping pattern and land utilization are also



expected to be brought about. While increase in agricultural production would be the net result of these changes, the problem of its assessment can be approached broadly from two aspects. One aspect will be concerned with the quantitative check-up of the physical inputs, such as, fertilizers, tube-wells etc., which are expected to yield better returns. The second aspect (and this is a complementary aspect) would relate to the conduct of appropriately planned experiments on cultivators' fields for estimating the resulting increase in yield.

15. A scheme for the conduct of crop-cutting experiments in the community development and N.E.S. Blocks in the different States in 1952-53 and 1953-54 has already been initiated. Generally, one-third of Development Blocks allotted in 1952-53 and one Block in each district out of the 1953-54 N. E. S. allotment have been selected at random for the purpose of the experiments. The first series of crop-cutting experiments was carried out during the harvest time of the *rabi* season starting in early 1955. The experiments are being repeated in the current *kharif* season. The present experiments are essentially of a 'pilot' nature. As more and more community development and N. E. S. Blocks are taken up, it may be necessary to extend the crop estimation surveys to a larger number of blocks. The result of the first series of experiments is likely to be available soon. It will then be possible to know objectively the extent of increase in agricultural production in the community project and N. E. S. areas in relation to the over-all performance in the country.



## CHAPTER VI

### QUARTERLY PROGRESS REPORTS

#### QUARTERLY PROGRESS REPORT FOR COMMUNITY PROJECTS/BLOCKS

At the Development Commissioners' Conference held in May, 1952 it was agreed that the State Governments should furnish to the Community Projects Administration every quarter a report on the progress of work which should cover generally information on all schemes undertaken in the project area and any other additional information relating to the programme. It was on this basis that a *proforma* for quarterly progress report on community projects together with an Introductory Note was prepared and circulated to the State Governments in December, 1952 (*vide* C.P.A. letter No. CPA/507/52 dated 27-12-1952). Some minor changes were carried out in the *proforma* in the light of the comments and suggestions received from the State Governments.

2. While devising the *proforma*, three main considerations were kept in view, viz.,

- (i) uniformity with respect to substance ;
- (ii) to ensure that the progress reports were of maximum value to all concerned without their becoming unduly burdensome upon those supplying the information ; and
- (iii) the details of information collected must not be such as to preclude their prompt analysis for purposes of planning and for use in action.

3. The *proforma* on community projects outlined what was considered the minimum information which Project Officers, Development Commissioners and the C.P.A. Headquarters should have in their possession as basis for administrative planning and execution. Briefly, the points on which information was sought in the quarterly progress reports were :—

- (i) What the project staff set out to do during a given quarter and how these goals are related to the long-term project objectives ?



- (ii) What was accomplished — in terms of specific goals—and why achievements in particular fields exceeded or fell short of the goals?
- (iii) How it was accomplished: What personnel, materials and methods were used?
- (iv) Special problems encountered and anticipated and what steps were taken to overcome them?
- (v) Specific goals for the next quarter. What special assistance is needed from outside the project area to reach them?
- (vi) Views of the project staff on comparative effectiveness of the methods used, and how operations can be made more effective?

4. Some of this essential information can be expressed numerically while other features of project operations can best be described in words. The *proforma* for quarterly progress report was, therefore, split up into two parts: (i) narrative and (ii) statistical. The statistical part is discussed in some detail in this Chapter. A few words here about the narrative part.

### NARRATIVE SUMMARY

5. A thoughtfully prepared narrative summary of project operations, their effect upon the people and the community concerned can provide invaluable insight into the working of the programme. It will do so, however, only if those preparing the report ask themselves the right questions, that is, if they probe deeply into the factors making for the comparative success or failure of their own efforts.

6. The community development programme touches every aspect of family and village life. It is a programme of induced change towards a fuller life. These changes must go far beyond mere adoption of improved practices if our efforts are to yield lasting benefits. Villagers' attitudes and the values they place upon the various components of a satisfactory way of life are both means and ends of the community development programme. Their attitude towards the changes we are trying to encourage them to make spells the difference between the success and failure of our efforts. Unless their appreciation of the value of the objectives sought grows with the programme, progress inevitably will be slow and of doubtful permanence. It behoves all of us to keep



constantly aware of the tremendous significance of the human element in community development and seek understanding of how to use the values and attitudes of the villagers as positive factors in reaching our objectives. The narrative section of the *proforma* for the quarterly progress report is intended to deal specifically with these and other qualitative aspects of programme operations.

#### QUARTERLY PROGRESS REPORT FOR N.E.S. BLOCKS

7. Since the programme of work for the N.E.S. blocks is of a less intensive character than that for the community development blocks, it was felt that the *proforma* for the quarterly progress report on N.E.S. blocks need not be so detailed as the *proforma* for the quarterly progress report on Community Projects/Development Blocks. Yet the progress reports on N.E.S. blocks should retain, as far as possible, the essential features of the report on Community Projects/Blocks. Consequently, a simpler *proforma* was devised for the quarterly progress report on N.E.S. blocks and circulated to the State Governments along with C.P.A. letter No. CPA/6/54-E.S. dated 15-2-1954.

#### REVISED PROFORMA FOR QUARTERLY PROGRESS REPORT FOR COMMUNITY PROJECTS/BLOCKS AND N.E.S. BLOCKS

8. In the original *proforma* for Quarterly Progress Report only the items of major significance to all-India programme planning and action were included. It was recognized right from the beginning that the *proforma* may need to be modified from time to time, both in content and form, as experience points the way to a more efficient system. Indications of desirable changes should come largely from the project staff, for it is here that the problems of preparation and usefulness of particular information from periodic reports first become apparent.

9. The C.P.A. has addressed from time to time a number of circular letters to the State Governments asking for additional information on items like non-project inputs, village industries, employment, co-operation, local bodies and other miscellaneous items, such as, units of people's organisations developed, community centres started, number of meetings held of Project Advisory Committees, etc. In future such information should be furnished along with the Quarterly Progress Reports.



10. The quarterly progress reports received so far from the State Governments have brought to our attention certain cases of ambiguity, inconsistency and incorrect interpretation of what is wanted under certain items in the proforma. A revised proforma for Quarterly Progress Reports, simplifying the information required under the various heads and also incorporating the additional information required is given as an Annexure at the end of this Chapter. *This proforma should henceforth be used for both Community Projects/Development Blocks and N.E.S. Blocks.* In other words, there will be no separate proforma for Community Projects/Blocks and N.E.S. Blocks.

11. The Fourth Development Commissioners' Conference held at Simla in May, 1955 decided that beginning with the Quarter ending September, 1955, the State Governments should furnish to the C.P.A. *consolidated* quarterly progress reports for Community Projects/Development Blocks and N.E.S. Blocks for the State as a whole and not individual Block-wise reports as has been the practice hitherto. A separate proforma has accordingly been devised for the consolidated report which is given in pages 33-38. The proforma was circulated to the State Governments with C.P.A. letter No. CPA/132/55-PPB dated the 11th October, 1955.

12. It will be noted that the summary proforma calls for and combines in one report the essential items of information relating to the progress under all series of Blocks. The items of information have been selected out of the detailed Block-wise report proforma appended at the end of this chapter. It is felt that this summary statement will serve the purpose, so far as the C.P.A. is concerned. It must, however, be emphasised that the summary statement is not a substitute for the detailed Block-wise reports. The State Governments should continue to receive the detailed Block-wise reports on the basis of which they are to prepare, at their respective Headquarters, consolidated summary statements for the use of the C.P.A.



# Consolidated Progress Report on Community Projects/Development Blocks/N.E.S. Blocks

State \_\_\_\_\_

Quarter ending.....,195

N.B. TOTAL CUMULATIVE ACHIEVEMENTS AT END OF THE QUARTER NEED ONLY BE REPORTED

	Community Projects/Blocks					N.E.S. Blocks						
	1952-53 (Oct' 52 to....)	1953-54 (Oct' 53 to....)	1955-56 (Convert- ed NES Blocks) (April'55 to.....)*	1953-54 (Oct' 53 to... ..)	1954-55 (Oct' 54 to.....)	1955-56 (April' 55 to.....)						TOTAL
No. of Blocks allotted												
(No. of Blocks to which the state- ment relates)												
Population covered ('000 persons)												
No. of villages covered												
Area covered (sq. miles)												
1	2	3	4	5	6	7	8	9	10	11	12	

## I. Government Expenditure (Rs. '000)\*\*

1. State & Project Headquarters
2. Animal Husbandry and Agri-  
cultural Extension
3. Irrigation
4. Reclamation
5. Health & Rural Sanitation
6. Education
7. Social Education
8. Communication

(Please see footnotes on page 34)



	1	2	3	4	5	6	7	8	9	10	11	12
9. Rural Arts, Crafts & Industries												
10. Housing (Project Staff and rural housing).												
11. Miscellaneous, if any (e. g. cost of imported equipment, suspense account, contingencies, etc).												
TOTAL (1 to 11)												
<b>II. People's Contribution</b>												
1. Labour (value Rs. Lakhs)												
2. Cash and other contributions (value Rs. Lakhs)												
TOTAL												

*Notes:—\** In the case of 1955-56 converted C.D. Blocks, please include information for the period prior to conversion.

*\*\** The classification suggested is in accordance with the instructions contained in C. P. A. letter No. C. P. A.—19/Bd/55 dated 2-1-56 and may be used for both CP/CD and NES Blocks.

Please give explanatory foot-notes wherever necessary.



Community Projects/Blocks					N. E. S. Blocks								TOTAL
1952-53 (Oct '52 to.....)	1953-54 (Oct '53 to.....)	1955-56 (Converted NES Blocks) (April '55 to.....)*	1953-54 (Oct '53 to.....)	1954-55 (Oct '54 to.....)	1955-56 (April '55 to.....)								
1	2	3	4	5	6	7	8	9	10	11	12		

### III. Physical Achievements

#### Agriculture & Animal Husbandry

1. Fertilizers distributed (mds.)
2. Improved seeds distributed (mds.)
3. Agricultural demonstrations held (Nos)
4. Area brought under fruits (acres)
5. Area brought under vegetables (acres)
6. Key Village Centres started (Nos)
7. Pedigree animals supplied (Nos)
8. Pedigree birds supplied (Nos)

#### Reclamation

9. Area reclaimed (acres)

#### Irrigation

10. Additional area brought under irrigation (acres)

#### Health & Rural Sanitation

11. Primary Health Centres set up (Nos)
12. Maternity and child welfare centres set up (Nos)
13. Rural latrines constructed (Nos)
14. Drains constructed (Yds)

(Please see footnote on page 37)



	1	2	3	4	5	6	7	8	9	10	11	12
--	---	---	---	---	---	---	---	---	---	----	----	----

15. Drinking water wells constructed (Nos)
16. Drinking water wells renovated (Nos)

#### Education

17. New schools started (Nos)
18. Ordinary schools converted into basic type (Nos)

#### Social Education

19. Adult Education Centres started (Nos)

20. Adults made literate (Nos)
21. Community Centres started (including Community Recreation Centres, Libraries etc.) (Nos)

22. Units of people's organisations developed (including Youth Clubs, Farmers' Unions, Mahila Samities, etc.) (Nos)

23. Participation in summer camps  
(a) No. of A.C. C. & N.C.C. cadets  
(b) No. of students

24. No. of village-leaders trained

#### Communication

25. Pacca roads constructed (miles)

26. Kacha roads constructed  
(a) New roads constructed (miles)  
(b) Existing roads improved (miles)

#### Housing

27. No. of new houses constructed
28. No. of new model houses built
29. No. of existing houses improved



	1	2	3	4	5	6	7	8	9	10	11	12
<b>Rural Arts &amp; Crafts</b>												
30. Demonstration-cum-training centres started (Nos)												
31. No. of persons trained (a) refresher training (b) basic training												
32. No. of persons provided with additional employment : (a) Part-time (b) Full-time												
<b>Cooperation</b>												
33. New co-operative societies started (Nos)												
34. New members enrolled in co-operative societies (Nos)												
<b>Local Bodies</b>												
35. No. of Panchayats and other statutory bodies started												
36. No. of non-statutory bodies like Village Councils, Vikash Mandals, etc., started												
<b>General</b>												
37. Families benefited by development activities : (a) No. of families benefited (b) Per cent of total families in project area—(%)												
38. No. of meetings held of Project Advisory Committees.												
39. No. of meetings held of State Development Committee.												

\* In the case of 1955-56 converted C.D. Blocks, please include information for the period prior to conversion.



*Narrative Summary:*

Please give a short note indicating:

- (1) the principal accomplishments under major heads of development, viz., Agriculture, Irrigation, Education, etc. *during* the current quarter and the factors mainly responsible for them;
- (2) the difficulties, if any, encountered in the execution of the programme and how they are proposed to be overcome;
- (3) the major goals of achievements for the next quarter;
- (4) the promotion of people's institutions (*e.g.*, Panchayats, Village Councils, Vikash Mandals etc.) and cooperation;
- (5) the reaction of the villagers to the programme in general and the extent of their participation in specific items of activity;
- (6) the progress made towards the goal of bringing all rural families within the fold of development activities;
- (7) the progress made in setting up and energising women's and youth organisations;
- (8) the extent of increased production and employment generated in the project area; and
- (9) the measures of *permanent* improvement (*e.g.*, consolidation of holdings) undertaken.



## INSTRUCTIONS FOR FILLING UP THE REVISED QUARTERLY PROGRESS REPORT PROFORMA

13. It is essential that the persons who are concerned with the preparation of reports and returns should understand clearly as to what exactly is required of them. They must not be in any doubt about the meaning and significance of the statistical data furnished by them. Any doubt in the interpretation of any item of the questionnaire should be got clarified immediately. Information supplied with imperfect understanding of the questionnaire is likely to be misleading and will, therefore, reduce the value and usefulness of the final statements. Care has been taken to make the detailed Block-wise report proforma as well as the consolidated summary report proforma as self-explanatory as possible. Some of the items in respect of which discrepancies and lacunae are usually noticed are further explained below. It is expected that if the instructions are followed carefully, the quality of reporting will improve considerably and will, therefore, enhance the value of analysis for furthering the efficiency of programme operation.

14. The important features of the proforma (Block-wise report proforma appended at the end of the Chapter) are discussed seriatim below :

### (i) SECTION III : FAMILIES BENEFITED

The reason for collecting this information is to ensure that every family has a programme of work for which it is assisted, the main aim being increased production and employment. The following points should be noted while furnishing information under this Section :—

Regarding the number of families benefited till the end of current quarter by different types of development work like improved agricultural practices, irrigation works, reclamation etc., a family should be counted once and once only for each type of work. In other words, the same family should *not* be counted several times under a particular type of work even in the event of its participating in (or being benefited by) the work during several quarters or several times in one quarter. For purposes of categorisation and counting, one should go by the major heads of development, like improved agricultural practices and not separately by the sub-heads like the purchase (and use) of improved seeds, improved agricultural implements etc. The sub-heads are obviously included under the major head.



It follows from what has been stated above that in case a family is benefited by, say, two programmes or more like irrigation works, reclamation, cottage industries development etc., it ought to be counted under each of these programmes but only once in one programme.

While enumerating the total number of families benefited (item III B), no family should be counted more than once. The figure under this column is not a sum total of the figures recorded under individual items under III A. In fact, it is not necessary to strike a total of the type-wise figures under III A. It is obvious that the total number of families benefited by the programme (III B) should—

- (a) include those who may have been covered by activities other than those specifically listed under III A, and
- (b) avoid double counting of the same family.

#### (ii) SECTION IV : PERSONNEL

It has been observed that the total sanction of personnel for the entire programme period is sometimes altered from quarter to quarter. To avoid misunderstanding, it will be appropriate if in such cases a foot-note is given explaining the reasons for such alteration. Again, the total personnel at the end of a quarter should be equal to the personnel at the end of the previous quarter plus the net increase, if any, (or minus net decrease) in personnel occurring during the quarter. For example, if the total number of VLWs sanctioned for the whole project period is 60, the number of VLWs in position at end of June quarter was 57 and if 7 VLWs were lost during September quarter with no replacements, then the total number of VLWs at end of September quarter will appear to be  $57-7=50$  and not  $60-7=53$ .

It is suggested further that of the total number of VLWs in position, number trained and number untrained may be clearly indicated separately.

#### (iii) SECTION V : PROGRAMMES

Descriptive items 1, 2, 3, 4 etc under item V. A (a) require that the names and quantities of different kinds of improved seeds (paddy, wheat, jowar, bajra, etc.), types of fertilisers (ammonium sulphate, super phosphate, bone meal, oilcakes, town compost etc.) and implements (e.g. improved iron plough, seed driller, hoes, etc.) distributed should be given. The cumulative figures of distribution carried out during the successive quarters should be given carefully to provide figures for total distribution at end of current quarter. For example, the distribution till quarter ending September, 1955 should cover the entire distribution from October, 1952 to September, 1955, in the case



of Community Projects/Blocks allotted in 1952-53. The quantity distributed should invariably be given in standard units like 'Maund' (one Maund= $82\frac{2}{7}$  lbs.) in the case of seeds and fertilisers, and not in local measures which are often misleading.

Regarding items V (A)—(d) and (e), it is possible that some of the area under fruits and vegetables may be switched over to other crops from time to time. It would, therefore, be desirable that information regarding the net area under fruits and vegetables at end of current quarter, allowance having been made for areas diverted to other crops, is also indicated.

#### (iv) SECTION VIII: NON-PROJECT INPUTS

Block Development Officers and the Village Level Workers are required to furnish information in respect of all activities handled by them under the approved CD/NES programme. This will necessarily leave out some of the activities sponsored by agencies other than C.P.A. with which VLWs and BDOs may not be directly concerned. There are some who feel that this is not the right approach. According to them, progress reports should describe total activity in the area and portray a complete picture of the progress towards community development goal regardless of the agency or agencies sponsoring activities. While the merit of the argument is not denied, there are certain practical and administrative difficulties in giving effect to this suggestion fully. To achieve the same objective, however, a separate Section on "Non-Project Inputs" has been provided in the Quarterly Progress Report *proforma* which clearly indicates what items should be included under this head. It is most desirable that the information required under this Section should be given in as much detail as possible (without delaying the preparation of the report) to enable the State and Centre Headquarters to assess the magnitude of the total developmental work undertaken in the project areas.

#### (v) SECTION IX : PEOPLE'S PARTICIPATION

Major discrepancies are observed under this Section. In the first place, considerable misunderstanding seems to exist as to what should and should not be counted under the head 'people's participation'. This has been explained fully and clearly in the explanatory note under Section IX. Secondly, it is sometimes noted that the value of labour is estimated differently for the same type of schemes within a Block. If there is any valid reason for variation in rates—which seems highly improbable—this should be explained clearly in a foot-note. Thirdly, —and this is a general point—the rates used for evaluating villagers' contribution in labour appear to be rather exaggerated. Contribution



in labour and kind may be stated, as far as possible, in terms of both quantity and estimated value in rupees. This is necessary because the rates used are likely to vary from place to place, and the contributions in terms of money are not always strictly comparable. Furthermore, value of contributions should be given separately for each field listed in the proforma and the *cumulative* total for all fields, for both 'during current quarter' and 'at end of current quarter.'

#### (VI) GENERAL

The Block-wise progress report proforma calls for information regarding targets of work for the entire programme period in respect of almost all the important fields of activity. This information is generally conspicuous by its absence. It is essential that targets are recorded at the appropriate place indicated in the proforma. (Please see Chapter VIII for a detailed discussion on targets).



**COMMUNITY PROJECTS ADMINISTRATION**

REVISED PROFORMA  
FOR  
THE QUARTERLY PROGRESS REPORT ON  
COMMUNITY PROJECTS/DEVELOP-  
MENT BLOCKS/N.E.S. BLOCKS

Name of the Project/Development Block/N.E.S. Block \_\_\_\_\_

State \_\_\_\_\_

District \_\_\_\_\_

Project/Block H.Q. \_\_\_\_\_

Date of submission \_\_\_\_\_

For the quarter ending \_\_\_\_\_ Year \_\_\_\_\_

**GENERAL NOTES**

1. Where a full Project has been allotted, the Report should relate to the Project areas as a whole, irrespective of whether work is in progress in all the development blocks or not. Where only an individual block has been allotted, the Report should relate to the block itself.

2. Quarterly Progress Reports should relate to the 3-month periods ending 31st December, 31st March, 30th June and 30th September.

3. The expression 'at end of current quarter' is to be taken to mean the period since the commencement of the programme right upto the end of the quarter to which the Report relates.



## OUTLINE OF THE QUARTERLY PROGRESS REPORT PROFORMA

- I. GENERAL.
- II. NARRATIVE SUMMARY.
- III. FAMILIES BENEFITED BY DEVELOPMENT WORK.
- IV. PERSONNEL.
- V. PROGRAMME :—
  - A. **Agriculture and animal husbandry**
    - (a) Distribution schemes—seeds, fertilizers and implements
    - (b) Animal Husbandry and Veterinary aid.
    - (c) Fisheries.
    - (d) Fruits.
    - (e) Vegetables.
    - (f) Afforestation.
    - (g) Compost pits dug.
    - (h) Demonstrations held.
  - B.—Irrigation
  - C.—Reclamation
  - D.—Health and Rural Sanitation
  - E.—Education
  - F.—Social Education
  - G.—Communication
  - H.—Rural Arts, Crafts and Industries
  - I.—Cooperation
  - J.—Local Bodies
  - K.—Housing
- VI. PROJECT/BLOCK ADVISORY COMMITTEE.
- VII. PROJECT BUDGET POSITION.
- VIII. NON-PROJECT INPUTS.
- IX. PEOPLE'S PARTICIPATION.
- X. PROGRESS INDICATORS :—
  - A—Population
  - B—Emigration and Immigration
  - C—Occupational Distribution of Population
  - D—Employment
  - E—Production
  - F—Living Conditions
  - G—State of Indebtedness
  - H—Cooperative Societies



## I. GENERAL

- Area of Project/Development Block/N.E.S. Block (acres) \_\_\_\_\_
- No. of villages in Project/Development Block/N.E.S. Block \_\_\_\_\_
- Population of Project/Development Block/N.E.S. Block \_\_\_\_\_
- No. of families in the Project/Development Block/N.E.S. Block \_\_\_\_\_
- No. and names of Development Blocks in which work has started (for Community Projects only) \_\_\_\_\_
- Area of Block/Blocks in which work has started (acres) \_\_\_\_\_
- No. of villages in Block/Blocks in which work has started \_\_\_\_\_
- Population of Block/Blocks in which work has started \_\_\_\_\_
- No. of families in Block/Blocks in which work has started \_\_\_\_\_

## II. NARRATIVE SUMMARY

Please give a short note indicating :

1. the principal accomplishments under major heads of development, *viz.*, Agriculture, Irrigation, Education, etc. during the current quarter and the factors mainly responsible for them ;
2. the difficulties, if any, encountered in the execution of the programme and how they are proposed to be overcome ;
3. the major goals of achievements for the next quarter ;
4. the growth and development of people's institutions (*e.g.* Panchayats, Village Councils, Vikash Mandals etc.) and co-operation ;
5. the reaction of the villagers to the programme in general and the extent of their participation in specific items of activity ;
6. the progress made towards the goal of bringing all rural families within the fold of development activities ;
7. the progress made in energising women's and youth organisations ;
8. the extent of increased production and employment generated in the project area ; and
9. the measures of *permanent* improvement (*e.g.*, consolidation of holdings) undertaken.



### III. FAMILIES BENEFITED BY DEVELOPMENT WORK

A. By type of development work	Number of families benefited at end of current quarter
--------------------------------	---

---

1. Improved agricultural practices.
  2. Irrigation works.
  3. Reclamation work.
  4. Cottage industries programme.
  5. Miscellaneous (specify).
- 

	No.*	% of families in the Project/Block
B. Total number of families benefited by development activities at end of current quarter.		
C. Total number of families covered by Co-operative Societies at end of current quarter.		

\* Regarding B and C, no family should be counted more than once.



## IV. PERSONNEL.

Total Sanction for the Programme Period	During Current Quarter			Total Personnel at end of Current Quarter
	New appoint- ments	Loss o f personnel, if any	Net increase in personnel (+) or (-)	

1. *Administrative :*
  - (a) P.E.Os.
  - (b) A.P.Os./B.D.Os.
  - (c) Others.
2. *Village Level Workers :*
  - (a) No. trained.
  - (b) No. untrained.
3. *Agriculture and A.H. :*
  - (a) Agricultural Officers
  - (b) Veterinary Doctors
  - (c) Agricultural Engineers
  - (d) Others
4. *Cooperation :*
  - (a) Cooperative/Panchayat Inspectors
  - (b) Others
5. *Works :*
  - (a) Executive Engineers
  - (b) Assistant Engineers
  - (c) Overseers
  - (d) Others
6. *Education :*
  - (a) Education Officers
  - (b) Social Education Organisers
  - (c) Others
7. *Health and Sanitation :*
  - (a) Doctors
  - (b) Sanitary Inspectors
  - (c) Health Visitors
  - (d) Midwives
  - (e) Others
8. *Rural Arts and Crafts :*
  - (a) Supervisory Staff
  - (b) Others

TOTAL :



## V. PROGRAMME :

Target for the Programme period, if any.	Achievements during current quarter	Cumulative achievements at end of current quarter
--	---	---

## A. Agriculture and Animal Husbandry

## (a) Distribution Schemes :

Improved seeds distributed (mds)  
(by types)

1. Paddy
2. Wheat
- 3.
- 4.

Fertilizers distributed (mds)  
(by types)

1. Ammonium Sulphate
2. Super phosphate
- 3.
- 4.

Implements distributed (No.)

1. Iron plough
2. Seed driller
- 3.
- 4.

## (b) Animal Husbandry and Veterinary aid.

1. Key Village Centres  
started (No.)
2. Artificial Insemination  
Centres started, if any, not  
included under (1) above  
(No.)
3. Veterinary dispensaries  
started (No.)
4. Bulls castrated (No.)
5. Pedigree animals supplied  
(No.)
6. Pedigree birds supplied  
(No.)
7. Poultry farms started (No.)
8. No. of animals inoculated.



Target for the Programme period, if any	Achievements during current quarter	Cumulative achievements at end of current quarter
---	---	---

9. No. of animals vaccinated.

10. No. of animals treated.

11. No. of poultry treated.

(c) *Fisheries*

1. No. of fingerlings supplied.

2. Tanks stocked with fish (No.)

(d) *Fruits*

1. No. of fruit trees planted.

2. Additional acreage brought under fruits.

(Please also indicate the extent of diversion, if any, to other crops)

(e) *Vegetables*

Additional acreage brought under vegetables.

(Please also indicate the extent of diversion, if any, to other crops)

(f) *Afforestation*

(1) No. of trees (other than fruit trees) planted.

(2) Acreage covered.

(g) *Compost pits dug (No.)*

Achievements during current quarter	Cumulative chievements at end of current quarter
---	---

(h) *Demonstrations held*

(1) Demonstration plots laid (No.)

(2) Plant protection operations (No.)

(3) Demonstration in the use of improved implements.

(4) .....

(5) .....

(6) .....

NOTES: (1) The above list is only illustrative. Additional items of demonstration may please be mentioned specifically.

(2) Please give a brief description note indicating the result of the various demonstrations held and the reaction of the people thereto.



Target for the Programme period, if any 1	Achievements during current quarter 2	Cumulative achievements at end of current quarter 3
---	--	--

## B. Irrigation :

### 1. Kacha Wells

(a) New wells constructed  
(No.)

(b) Old wells repaired (No.)

(c) Additional area irrigated  
(acres)

### 2. Pacca Wells

(a) New wells constructed  
(No.)

(b) Old wells repaired (No.)

(c) Additional area irrigated  
(acres)

### 3. Tanks

(a) New tanks constructed  
(No.)

(b) Old tanks repaired (No.)

(c) Additional area irrigated  
(acres)

### 4. Tube Wells

(a) No. constructed

(b) Additional area irrigated  
(acres)

### 5. Canals

(a) Length dug (miles)

(b) Additional area irrigated  
(acres)

### 6. Others (specify types)

(a) No., length etc.

(b) Additional area irrigated  
(acres)

Total additional area irrigated  
(acres)



1	2	3
---	---	---

### C. Reclamation

Area reclaimed (acres)

### D. Health & Rural Sanitation

#### 1. Hospitals

(a) No. opened

(b) No. of beds provided

#### 2. Dispensaries

(a) No. opened

(b) No. of beds provided

#### 3. Child welfare & maternity centres

(a) No. opened

(b) No. of beds provided.

#### 4. No. of first aid centres started

#### 5. No. of Mobile Health Vans working

#### 6. No. of persons treated in

(i) Hospitals

(ii) Dispensaries

(iii) Child welfare & maternity centres

(iv) First aid centres

(v) Mobile Health Vans

(vi) Total No. of persons treated.

#### 7. No. of persons given preventive inoculation and vaccination

#### 8. Drinking water wells\*

(a) constructed (No.)

(b) renovated (No.)

#### 9. Latrines constructed (No.)

#### 10. Soakage pits constructed (No.)

#### 11. Drains constructed

(a) pacca (yds.)

(b) kacha (yds.)

#### 12. Streets paved (yds.)

\*Drinking water wells should be taken to include tubewells used for supplying drinking water.



Target for the programme period, if any	Achievements during current quarter	Achievements at end of current quarter allowance being made for closures if any
---	---	--

### **E. Education**

1. *New schools started*
  - (a) Basic (No.)
  - (b) Ordinary (No.)
2. *Ordinary schools converted into Basic type (No.)*
3. *No. of pupils attending schools*
  - (a) Boys
  - (b) Girls

NOTE : Ordinarily most of the schools in rural areas will be of the primary standard. In case, there are any Secondary or High Schools, these should also be taken into account while furnishing the information required.

### **F. Social Education**

1. *People's organisations developed*
  - (a) Youth Clubs (No.)
  - (b) Farmers' Unions (No.)
  - (c) Mahila Samities (No.)
  - (d) Others (specify)
2. *Community Centres started*
  - (a) Community recreation Centres (No.)
  - (b) Libraries/Reading Rooms (No.)
  - (c) Others (specify)
3. *Community entertainments organised (No.)*
4. *Adult literacy*
  - (a) No. of Adult Education Centres started
  - (b) No. of adults made literate (including those under training)
5. *Participation in Summer Camps*
  - (a) No. of A.C.C. and N.C.C. Cadets
  - (b) No. of Students
6. *In-Service Training*  
No. of village leaders trained



Target for the programme period, if any	Achievements during current quarter	Cumulative achievements at end of current quarter
---	---	---

## G. Communication

1. *Roads constructed*
  - (a) Kacha (miles)
  - (b) Pacca (miles)
2. *Existing roads improved*
  - (a) Kacha (miles)
  - (b) Pacca (miles)
3. *Culverts constructed (No.)*

## H. Rural Arts, Crafts and Industries

1. Demonstration-cum-Training  
Centres started (No.)
2. *No. of persons trained/under  
training*
  - (a) refresher training
  - (b) basic training
3. *No. of industrial units assisted  
by Government.*
  - (a) new units started
  - (b) old units revived
4. *Loan assistance*
  - (a) Amount of loan given (Rs.)
  - (b) Amount of loan repaid (Rs.)
5. *Additional employment pro-  
vided*
  - (a) No. of persons fully  
employed
  - (b) No. of persons partly  
employed
6. Value of output

[Please also give a short note indicating the number and kind of new industries set up during the quarter and any other special feature].



Target for the programme period, if any	Achievements during current quarter	Achievements at end of current quarter
---	-------------------------------------	--

## I. Cooperation

1. *No. of new cooperative societies started*
  - (a) credit societies (No.)
  - (b) industrial cooperatives (No)
  - (c) multi-purpose cooperative societies (No.)
  - (d) others (specify)
2. *No. of credit societies converted into multi-purpose cooperative societies*
3. *No. of new members enrolled in:—*
  - (a) new societies
  - (b) existing societies

No. before programme started	Target No.	No. started during current quarter	Cumulative total at end of current quarter
------------------------------	------------	------------------------------------	--

## J. Local Bodies

1. *No. of Panchayats and other statutory bodies started*
2. *No. of non-statutory bodies like Village Councils, Vikash Mandals, etc. started.*
3. *No. of villages covered by :*
  - (a) Panchyats and other statutory bodies started
  - (b) Non-statutory bodies like Village Councils, Vikash Mandals, etc., started



Target for the programme period, if any	Achievements during current quarter	Cumulative achievements at end of current quarter
--	---	---

## K. Housing

### 1. *New pacca houses constructed*

- (a) Residential (No.)
- (b) Schools (No.)
- (c) Hospitals/Dispensaries (No.)
- (d) Others (specify)

### 2. *New kacha houses constructed*

- (a) Residential (No.)
- (b) Schools (No.)
- (c) Hospitals/Dispensaries (No.)
- (d) Others (specify)

### 3. No. of existing houses improved.

### 4. New 'model' houses constructed.

## VI. PROJECTL/BOCK ADVISORY COMMITTEE

No. of meetings held







## VII. PROJECT BUDGET POSITION :

(Figures are in thousands of rupees)

Major Heads	Total budget sanction for whole project period							Expenditure incurred during current quarter							Expenditure incurred till end of current quarter																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																
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Note :—The classification suggested is in accordance with the instructions contained in C.P.A. letter No. CPA—19/Bd/55 dated 2/1/56 and may be used for both CP/CD and N.E.S Blocks.







## IX PEOPLE'S PARTICIPATION

*A. The following points may kindly be kept in view while assessing the value of people's participation:*

(1) People's participation should be assessed in terms of voluntary contribution in cash, kind and labour for works of common benefit.

(2) Contribution in the form of labour should be measured by the value of work done estimated according to the P.W.D. rates or the authorised rates of the local boards whichever may be lower. Contribution in kind should be valued at the prevailing market rates.

(3) Facilities already existing in a village e. g., community centre, chaupal etc., before the community development or N.E.S. programme started should not be included in people's contribution.

(4) When Government property such as lands, buildings etc., are utilised for a common purpose, the value of such property should not be counted as part of people's participation.

(5) Grants out of funds collected by the Panchayats from the villagers could be counted as people's contribution, but not the grants made out of funds received by the Panchayats from the Government.

*B. In addition to giving the required information in the attached form, a general note covering the following points should also be furnished:*

(a) the attitude of villagers, village leaders and village organisations (panchayats, village councils etc.) to the various programmes of development ;

(b) the extent to which they are supporting the programme ;

(c) the methods adopted and the problems encountered in securing their cooperation;

(d) the items of work for which people's participation is most readily forthcoming ; and

(e) what the villagers consider to be their most pressing needs and to what extent they are receiving attention under the C.D./N.E.S. Programme.







## Villagers' Contribution

Head*	Cash	Labour		Miscellaneous (Contribution in kind)										Total estimated value of contributions (Total of cols. 2, 4, 6, 8, 11 & 14)
				Land		Buildings		Materials			Other			
		(Rs)	Man-hours (No.)	Value (Rs)	Acres	Value (Rs)	No.	Value (Rs)	Description	Qty.	Value (Rs)	Description	Qty.	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)
(a) <i>Agriculture &amp; Animal Husbandry</i>														
1. During current quarter														
2. Till end of current quarter														
(b) <i>Irrigation</i>														
1. During current quarter														
2. Till end of current quarter														
(c) <i>Reclamation</i>														
1. During current quarter														
2. Till end of current quarter														
(d) <i>Health &amp; Rural Sanitation</i>														
1. During current quarter														
2. Till end of current quarter														
(e) <i>Education</i>														
1. During current quarter														
2. Till end of current quarter														
(f) <i>Social Education</i>														
1. During current quarter														
2. Till end of current quarter														
(g) <i>Community Recreation Centres</i>														
1. During current quarter														
2. Till end of current quarter														
(h) <i>Communication</i>														
1. During current quarter														
2. Till end of current quarter														
(i) <i>Housing</i>														
1. During current quarter														
2. Till end of current quarter														
(j) <i>Other Works Programme</i>														
1. During current quarter														
2. Till end of current quarter														
(k) <i>Total</i>														
1. During current quarter														
2. Till end of current quarter														

\* As far as possible, please mention specific items of activity under each major head.







**X. PROGRESS INDICATORS**

(Note: 1. Information under different heads in this section are to be supplied *only once a year*, along with the Quarterly Progress Report for the quarter ending 30th September.

2. The term "base year" occurring in this section should refer to the year preceding the commencement of the programme in the area.)

**A. Population :**

Base year	Current year	Previous year
-----------	--------------	---------------

(No. in thousands)

1. Total population
  - (a) Males
  - (b) Females
2. No. of Adults (18 or above)
  - (a) Males
  - (b) Females
3. Children of school-going age (5-16)
  - (a) Males
  - (b) Females

**B. Emigration and Immigration :**

A note indicating the extent of movement of people into, and out of the project area and the reasons thereof.

**C. Occupational Distribution of Population :**

(in terms of primary occupation)

Base year	Current year	Previous year
-----------	--------------	---------------

(No. in thousands)

1. Agricultural.
2. Industrial (including those engaged in rural arts & crafts, cottage and small-scale industries).
3. Professional (officials, teachers, shop-keepers etc).
4. Others.



## D. Employment

Please fill up the proforma below as fully as possible and also give a short-note indicating the extent of increased (i.e. additional) employment in the project area since the commencement of the programme. The note should particularly indicate any significant, noticeable, change in the employment situation in different occupations and also review the extent and nature of unemployment in the area.

Additional employment generated since the commencement of the C.D./N.E.S programme.

(No. employed)

Occupation	Full-time employment		Part-time employment	
	At end of previous year	At end of current year	At end of previous year	At end of current year
1	2	3	4	5
1. Agriculture and allied occupations				
2. Cottage and small-scale industries				
3. Constructional activities(houses, buildings, etc.)				
4. Public works programme (roads, canals, etc.)				
Professional (officers, teachers, shopkeepers, etc.)				
6.				
7.				
8.				

(The above list is illustrative only. Please enumerate items as specifically as possible).



## E. Production

(It is intended to obtain in this Section information about the extent and value of increased production as a result of the introduction of improved techniques of production since the commencement of the C. D./N. E. S. programme).

### (i) Agriculture:

Principal Crops	Area under crop (acres)			Production						Yield per acre (lbs.)		
				Quantity (in mds.)			Value (in Rs.)					
				Base year	Current year	Previous year	Base year	Current year	Previous year			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
1. Rice												
2. Wheat												
3. Gram												
4. Cotton												
5. Oilseeds												
6.												
7.												
8.												



(ii) *Rural Arts, Crafts and Cottage Industries :*

Type	Total annual production ( in Rs. )		
	Base year	Current year	Previous year
1. Spinning & weaving			
2. Carpentry			
3. Blacksmithy			
4. Oil-crushing			
5. Pottery			
6. Basket-making			
7.			
8.			
9.			
10.			

**F. Living Conditions**

Please furnish a general, self-contained note on the living standards of the people in the area covered by the programme, indicating specifically any significant improvement with particular reference to the following items:—

- 1 General level of prosperity.
- 2 Food habits—Is there any change in diet in favour of more nutritive food, e.g., fruits, vegetables, milk, egg, fish, meat etc. ?
- 3 Clothing—average annual consumption of cloth (in yards) per person ;
- 4 Housing—Do the villagers have better houses (for instance pacca houses) and better housing facilities ?
- 5 Health—general state of health, major diseases, incidence of epidemics, sanitation etc.
- 6 Education—percentage of literacy ; and
7. Community entertainment and recreation.



Base year	Current year	Previous year
--------------	-----------------	------------------

**G. State of Indebtedness :**

1. Total No. of persons in debt.
2. Total amount of debt in (Rs).
3. Average amount of debt per person (Rs).

Please also state :—

- (1) the principal purposes for which debt was incurred,
- (2) the principal sources from which loans were obtained with an indication of any new source of borrowing, and
- (3) usual interest rates charged for loans obtained from different sources.







## CHAPTER VII

### TECHNIQUES OF PROCESSING AND ANALYSIS OF DATA

The uses made of the survey reports, monthly reports and quarterly progress reports have been discussed in some detail in the earlier Chapters. It is proposed to discuss in this Chapter the techniques employed in the processing and analysis of data with reference to the quarterly progress reports.

2. Before going into the details of the techniques of statistical analysis, let us mention the important aspects of the programme to which the analysis is mainly directed.

These are :—

- (i) Progress of expenditure,
- (ii) People's participation,
- (iii) Physical achievements, and
- (iv) Position with regard to extension staff and other personnel.

3. The statistical analysis is done in five different stages. First, preliminary analysis of the progress of total Government expenditure and people's contribution is made as soon as a report is received from a State. The expenditures incurred during the current quarter and cumulative expenditure till the end of the quarter are compared with the corresponding figures relating to the previous quarter and the previous year, if available. The cumulative expenditure figures are then expressed as percentages of the '*pro rata*' targets of expenditure (discussed in para 6) and compared with the corresponding percentages of the previous quarter's and the previous year's figures. Similarly, the value of people's contribution in cash, kind or labour, which is generally expressed in terms of contribution per 1000 persons, is compared with the previous quarter's and the previous year's figures. The absolute figure of the value of people's contribution is also compared with, and expressed as percentage of, the total Government expenditure incurred during a period of time.



4. The second stage of analysis begins when reports have been received from practically all the States. General statistical summaries of the progress in respect of important items of activity as per list given in pages 33-37, based on the information furnished in the progress reports, are prepared. These block-wise summaries are further processed, consolidated and analysed State-wise to provide an account of the total progress made in each State separately. From State-wise accounts of progress are compiled the progress statements in respect of Part 'A', Part 'B' and Part 'C' States separately and also for All-India. The process is repeated with respect to each series of Blocks, viz., Community Projects/Development Blocks allotted in 1952-53 and 1953-54, N.E.S. Blocks allotted in 1953-54, 1954-55 and 1955-56 and Community Development Blocks (converted N. E. S. Blocks) allotted in 1955-56. A specimen copy of the statement giving details of physical achievements and people's contribution is given in Appendix II.

5. Statistical summaries are also prepared with regard to the staff position, that is, the total staff in position and the shortages under different categories. A specimen copy of the statement showing the extension staff position (as on 30.9.1955) is given in Appendix III.

6. In the third stage, statements assessing the progress of expenditure under broad heads like State and Project Headquarters, Animal Husbandry and Agricultural Extension etc., are prepared. Expenditure approved by the C.P.A. are for a period of three years, that is, the entire programme period. Break-down of expenditure targets for shorter periods, say, quarter, half-year or one year are not yet available. In the absence of short-term targets, the expenditure actually incurred upto a certain period can be judged only against the 'pro rata' target of expenditure calculated on the basis of allotment for the whole period of the programme. Let us illustrate the point. The total sanctioned amount for a Block for 3 years (i.e., 12 Quarters) is Rs. 15 lakhs. Suppose that work in Block 'X' commenced from 1st October, 1953 and the total expenditure actually incurred by the Government till the quarter ended 30th June, 1954 was Rs. 2 lakhs. The period from 1st October, 1953 to June 30, 1954 covers 3 quarters. The 'pro rata' target of expenditure thus works out at Rs.  $(15 \times \frac{3}{12})$  lakhs i.e., Rs.  $\frac{15}{4}$  lakhs. The expenditure of Rs. 2 lakhs upto 30th June, 1954 was, therefore,  $2 \div \frac{15}{4} \times 100$ , that is,  $53\frac{1}{3}\%$  of the 'pro rata' target of expenditure.



for that period. Similarly, expenditure incurred under specific heads *viz.*, State and Project Headquarters, Animal Husbandry and Agricultural Extension, Irrigation, etc., are expressed as percentages of the '*pro rata*' targets under these heads. The proforma used for this type of analysis for individual states is given in Appendix IV. A specimen copy of the statement showing progress of government expenditure (ratio of government expenditure to '*Prorata*' targets) is given in Appendix V.

7. The fourth stage of analysis concerns the assessment of physical achievements in individual States. Assessment of physical achievements against fixed targets would ordinarily be a simple yet useful device and could conveniently be introduced in our analysis. But this has not been possible so far since the State Governments do not generally furnish the target figures in their quarterly progress reports although the proforma specifically calls for this information. Yet, it was recognised that it would be extremely useful to measure physical achievements against some kind of meaningful yardsticks. After a good deal of thought and discussion it was considered that with the limited information at our disposal, the most practical course for assessing physical achievements would be to express physical achievements in terms of a common denominator. Achievements per 1000 population was considered the most relevant common denominator for this purpose,—at any rate, for the time being and until such time as a better measure or measures of progress could be devised. Accordingly, all physical achievements are calculated in terms of 'per thousand persons' and expressed as percentage of All-India performance to facilitate inter-State comparison.

8. Let us illustrate the point further. Suppose we are considering the progress made in the digging of compost pits in a particular State. Suppose further that in a particular project area 500 compost pits were dug in that State upto a certain period and that the population covered by the project activities in that State was 2,50,000. Then the number of compost pits dug per thousand persons is equal to  $\frac{500}{250} = 2$ . Suppose the All-India performance under this head calculated on the same basis is 3. Then the achievements of the particular State under this head may be expressed as  $\frac{2}{3}$  or 67 percent *relative* to the All-India performance.



9. There are about 150 items and sub-items in respect of which information on physical achievements in the community projects and N. E. S. areas is collected. They are intended to give as complete and comprehensive a picture as possible, under existing circumstances, of actual accomplishments. All these items, however, are not equally important as indicators of progress. It would mean a very heavy undertaking—perhaps not worth the effort—to attempt to assess physical achievements under all these items in the manner indicated in para 8 above. It has, therefore, been decided to select, for the time being, for the purpose of detailed assessment of physical achievements, 24 selected items only which may be called the 'Key Indicators' of progress. A list of these 24 items and the working sheet used for the purpose of assessment, may be found in Appendix VI. A specimen copy of the statement regarding assessment of achievements in the States relative to All-India average performance is given in Appendix VII.

10. The principle underlying the selection of key indicators has been to include in every major field of activity as few items as are absolutely essential to give due weight to the various activities under the programme and yet maintain its representative character. The 24 items mentioned in Appendix VI by no means exhaust the list of key indicators of progress. The intention is to add more items to the list from time to time, depending on the information being available, so as to cover ultimately all the 39 items (and sub-items) included in the consolidated statement proforma at pages 33-37. The State Headquarters and the Project/Block Officers will probably require a larger number of items for assessment of progress at their respective levels. In other words, the number of items selected as progress indicators should increase progressively as we go down the line from the Centre to the village.

11. The fifth stage of analysis relates to the preparation of summary assessment statements in respect of progress made in three broad fields, viz., Government expenditure, people's contribution and physical achievements, on the basis of detailed assessment statements discussed above. A sample copy of the summary assessment statement is given in Appendix VIII. The assessment made, it should be emphasised, is *relative assessment*,—relative to the all-India average performance in the respective fields. These assessment statements, prepared every Quater immediately after the detailed



statements are ready, are forwarded to the Development Commissioners/Directors of Community Projects of all State Governments with an appropriate covering letter from the Community Projects Administration. The forwarding letter contains, *inter alia*, the general conclusions regarding the over-all progress for the country as a whole and also an analysis of progress in each major field of activity under different series of Blocks. While addressing the State Governments care is taken to draw their attention to the noticeable weaknesses of the programme in their respective States in respect of which specific action is required. Copies of summary assessment statements are also circulated to the C.P.A. officers, including Field Officers and subject-matter specialists, and Advisers in the Ministries concerned with a view to assisting them to review the programme more closely in respect of their own fields so that they may take further appropriate action, in cooperation with the State Governments, for accelerating progress in all directions. Such periodical reviews have, indeed, proved very useful in speeding up the tempo of work. It may be seen that the summary assessment statement also reviews the staff position with regard to the village level workers who are considered to be the key personnel for the implementation of the programme.

12. At present, the C.P.A. Headquarters is preparing the State-wise and field-wise assessment statements on the basis of information furnished in respect of individual Blocks. This type of analysis has the advantage that it permits inter-state comparison in the background of all-India performance according to a common criterion. It also permits comparison of performance between Community Projects/Blocks and N.E.S. Blocks under different series. The Simla Conference of Development Commissioners' recommended that the State Governments and Block Development Officers should prepare and analyse Block-wise and V.L.W. circle-wise statements for their own States/Blocks. This arrangement will have two distinct advantages. First, not only will the assessment of progress be complete to the lowest unit but there will be a uniform stream-lined system of analysis throughout the country. Secondly, comparative analysis of progress between States (on the all-India level), between Blocks (at the State level) and between V.L.W. Circles (at the Block level) will offer a ready appraisal of effort between different units at the same level and will in the long run serve to push up the level of average performance approaching more or less the objective of optimum performance by all.



## CHAPTER VIII

### PROBLEMS OF FIXING TARGETS

In every action programme there are three essential steps: to plan, to act and to review. One step leads to the other so that after a stage planning, action and review become a continuous process. To *act* intelligently, one must know what has been planned to be achieved; to *plan* meaningfully for future, one must *review* the result of past action in relation to the objectives planned to be achieved during that period.

2. Community development programme is an action programme. It is not enough to declare its aims and objectives in broad terms. It is necessary to state precisely what it proposes to achieve in concrete terms right from the beginning. This brings in the question of targets. The authorities responsible for the implementation of the programme in the field should have a definite plan of action which should include "achievement target" and a 'working plan' to achieve the target within the allotted time and resources. For obvious reasons, the working plan cannot be very rigid. It may have to be changed from time to time, but the fulfilment of targets should never be lost sight of. In fact, any change in the working plan will have justification to the extent it helps to achieve target.

3. As early as in November, 1952 the State Governments were requested by the C.P.A. (ref. C.P.A. letter No. CPA/537/52 dated 8.11.1952) to prepare a 'working plan'—a specific and timed programme of action in respect of each Community Project/Development Block. It was further requested that any changes introduced later either in the content, pace or mechanism of the plan should be communicated in due course to the C.P.A. along with a statement of reasons for change.

4. It has been stated earlier that the Quarterly Progress Report proforma calls for information on targets for the whole programme period in respect of a number of items like the distribution schemes (seeds, fertilizers and implements to be distributed), area to be brought under fruits and vegetables, irrigation, reclamation and



communication. Information is also called for regarding the major goals of development for the next quarter. This information is usually not furnished by the State Governments. As a result, statements of actual physical achievements are of limited value for analytical purposes. Abstract numbers assume significance only in relation to some standard or target against which meaningful comparison can be made. In the absence of such standards of comparison any useful interpretation of data, let alone uniformity of interpretation, is extremely difficult.

5. Let us take an example. Suppose 2,834 maunds of chemical fertilizers were distributed during the December Quarter in State 'X' which has been allotted 2 Community Projects, that is, 6 Development Blocks. What conclusions regarding administrative planning or action can be drawn from this piece of information? Can it be said that the rate of progress in regard to this item has been satisfactory? Obviously, the figure of 2,834 maunds of chemical fertilizers distributed, taken by itself, does not lead us anywhere. If the quantity actually distributed could be compared with the requirements for the same calculated or estimated on the basis of crop area, types of crops grown, number of farmers, seasonal requirements etc., some sensible conclusion about the order of performance could be drawn. Again, how does the progress in State 'X' stand in comparison to the progress in State 'Y' where, say, 5,466 maunds of chemical fertilizers were distributed in 4 Projects and 1 Block, that is, 13 Development Blocks during the same period? It cannot be said with certainty that performance in State 'Y' is better than that in State 'X'. Distribution per Block stands a little higher in State 'X' than in State 'Y'. Even this consideration is relatively unimportant for the requirements of the two States may be different. State 'X' may have had a lower (or higher) *target* of distribution than State 'Y'. Unless one has got all this supporting information, particularly information on targets, it is not possible to interpret correctly the effectiveness of actual performance.

6. Statistical data could certainly be most usefully expressed, for analytical purposes, in terms of per cent of respective targets. The targets must reflect not only the needs and requirements but also the opportunity for extending a particular activity in a given State or Block or village. In other words, the targets must be realistic, not arbitrary. The targets should be fixed activity-wise



not only for the whole programme period but further broken down into yearly, six-monthly and quarterly and, if possible, even monthly targets. Short period targets, that is, monthly and quarterly targets, will have to take into account the 'seasonality' factor and the time a particular activity has been in operation. In short, the targets should reflect what reasonably can be accomplished during a given period of time with a given amount of resources.

7. Some of the States have fixed targets of work for the whole programme period. These targets are understood to have been drawn up by the Development/Technical Departments at the State Headquarters. The break-down of these three-yearly targets into annual or quarterly targets is usually not available.

8. Fixing targets is much easier said than done. This is a complicated matter which involves a number of technical problems. Some of these problems are discussed below :

#### *'Pro rata' targets*

9. In the absence of adequate data of the right type, progress of expenditure is being judged against 'pro rata' quarterly targets. The precise manner in which 'pro rata' targets are calculated has been explained in para 6 of Chapter VII. This method has several limitations, viz. :—

- (i) 'Pro rata' target assumes equal opportunity for expenditure in each quarter, in each activity and in each State which is not necessarily correct.
- (ii) It appears more reasonable to assume that for most activities the pattern of expenditure would be an exponential curve rather than a straight line—at least during the greater part of the project period. "Take-on" starts slowly and then moves rapidly. If this assumption is valid, a 'pro rata' target overstates realistic expectations during early quarters and understates them during later period.
- (iii) Some activities require longer preparatory period than others. For instance, seeds may be spread rapidly whereas it takes time to educate people to appreciate the need for medical care and sanitation. Consequently,



it is expected that the shape of expenditure curves would differ significantly with regard to the different fields of activity. The expenditure curve for 'State and Project Headquarters', for instance, should level off as soon as the full complement of staff and facilities has been provided.

(iv) Unless explicit assumptions are made regarding the rate of expenditure realistically expected during a given period, meaningful appraisal of actual expenditure is virtually impossible. Even so, no two persons are likely to make the same subjective judgment as to what represents a "satisfactory" rate of expenditure for a given portion of the Project period.

(v) 'Pro rata' targets may encourage the authorities concerned to follow the same arbitrary practice and instead of stimulating it, discourage realistic programme and budgetary planning. Theoratically, there is nothing necessarily illogical to assume that each State should (*i.e.* has need and opportunity) spend the same percentage of its total project budget for a particular activity during any given period. The realism of this assumption, however, must be faced objectively before it becomes a settled policy. The most important consideration in this connection is the States' Plan budgets. If different States *plan* to spend different proportions of their respective budgets during a given period, variations must be expected in the expenditures or rates of expenditure actually incurred. Many of the apparent shortfalls may be due to nothing more than inconsistencies between States' Plan budgets and Centre's expectations. 'Pro rata' targets applied uniformly to all States tend to magnify these inconsistencies.

(vi) Finally, 'pro rata' targets do not take into account the seasonality of different activities, which varies from State to State and may vary within the Projects/Blocks in the same State. This is an important factor limiting the usefulness of 'pro rata' quarterly targets.



### *Cumulative and non-cumulative items :*

10. Whereas some items in the progress report are of a cumulative nature, *e.g.*, people's contribution, roads constructed, etc., others are strictly not so, *e.g.*, seeds or fertilizers distributed. A mile of road constructed, if it is an all-weather road, will be useful for all time assuming adequate maintenance. It is not necessary to repeat construction on the same track. Consequently the cumulative total of the mileage of road constructed will go on increasing. By contrast, seeds and fertilizers have to be applied to a piece of land periodically. Obviously, there can be no one way of fixing targets for these two types of activities. Fixing a target of road construction is comparatively easy. The target in the case of seed, to be meaningful, should perhaps be fixed in terms of a certain percentage of the crop area proposed to be covered during a particular season. Adding together the quantities of seeds distributed during several seasons gives an idea of the total activity of the Project/Block in this field but does not indicate the position at a point of time with regard to the degree to which improved seeds have been adopted by the cultivators.

### *Choice of base :*

11. Until annual targets can be built up Project by Project or Block by Block and broken down quarter by quarter as the primary criterion of progress one can only rely upon second best alternative standards of performance. One such alternative is to consider accomplishments during a period with reference to a relevant base, *e.g.* per project, per capita, per acre of cropland etc. Such a criterion assumes homogeneity among States with respect to *all* relevant conditions *except* the one used as the base. The usefulness of the criterion depends primarily upon the validity of two basic assumptions, *viz.*, (a) specificity of base with respect to activity, and (b) opportunity for furthering this activity in a given Block/Project/State.

12. Let us consider the problem of 'specificity of base' in a little more detail. Consider, for example, the case of improved wheat seed and the alternative bases, *viz.*, quantity distributed per Project/Block, per 1,000 farmers, per unit of cropland or per acre of wheat.

(a) Quantity distributed per Project/Block, assumes implicitly that all Projects/Blocks

(i) require the same quantity of seed for their wheatlands,



(ii) have same access to adequate supply of improved seed, and

(iii) start from the same saturation point and hence have same opportunity for expansion during a given period.

(b) Quantity per 1,000 farmers assumes :

(i) the same order of requirement per 1 000 farmers everywhere without reference to variation in the density of population from State to State and Block to Block and even within the same block. Such an analysis exaggerates the performance of sparsely populated States and under-rates that of densely populated areas. Farmers in thinly populated areas are likely to have larger arable land as compared to the farmers in densely populated areas. The conclusion regarding actual performance per unit of crop area would, under these circumstances, seem to be the reverse of what one would obtain against the 'per 1,000 farmers' base.

(ii) & (iii) same as under sub-para (a) above.

(c) Quantity per unit of cropland assumes that the ratio of the area under wheat to total cropland is same in all States/Blocks. This assumption, although not too far wrong considered on a regional basis, will be subject to a wide margin of error for the country as a whole.

(d) Quantity per acre of wheat will, no doubt, enhance the value of comparison by reducing the chances of error in regard to the volume of total seed requirement, but it still assumes implicitly homogeneity with regard to the availability of seed and the extent of previous adoption.

13. The above discussion is enough to convince, if any conviction were required, that the problem of finding a suitable base or unit of measurement which maximises homogeneity among Blocks and at the same time is operationally practicable is really a very difficult one. For some items, of course, deriving a meaningful base is quite straight-forward, e.g., people's contribution per 1,000 persons or the number of drinking water wells per 1,000 population. On the other hand, taking compost pits to be primarily a function of ownership of cattle and cultivation, one must have a fairly complicated base requiring much more census-type data than is currently available.



14. There is another aspect of this problem which deserves consideration. Expressing accomplishments in terms of some physical base automatically sets a norm verging on target. To take the case of wheat seed again, comparing States with respect to percent of wheat land sown with improved seed implies that all wheat land in all States *should* be sown with improved seed. Likewise, "wells per 1,000 population" implies the belief that every 'X' number of people *should* have a well. Unless a Block plans its programme realistically in relation to its needs and resources and the time available for executing the programme, such abstract norms will probably go beyond the point of actual requirement.

15. The difficulties of choosing suitable alternatives and other factors for framing realistic targets have been noted. Nevertheless, we must do everything we can to overcome these difficulties and to establish reasonably good planning targets inspite of these difficulties. To start with, in addition to the targets for the entire programme period, the State Governments should work out annual targets of expenditure and physical achievements for each type of activity, keeping in view the level of performance during the earlier periods, the need and opportunity for further expansion, Block by Block, and the facilities available. Such planned targets may then be taken as the targets against which to measure progress and to guide administrative planning and action. Secondly, the annual targets should be further broken down into quarterly or six-monthly targets, taking account of the seasonality and other factors affecting each major activity under the programme. The quarterly (or six monthly) targets of expenditure and physical achievements may first be prepared item-wise by the Project/Block Development Officers in consultation with village level workers. The Development Commissioner may then coordinate these estimates for all the Blocks in the State and finalise them in consultation with the State Advisory Committee.

16. Once the targets are fixed, the task of inter-State, inter-Block and even inter-V.L.W. circle comparison of achievements becomes relatively less difficult. It is clearly the responsibility of the statistical analyst to make continuously such comparisons to facilitate administrative planning and action in the right direction. But the analyst has to depend on the project authorities, initially and recurrently, for the supply of basic data of the right type. Every effort should, therefore, be made to collect the necessary data at the appropriate levels.



## CHAPTER IX

### ORGANISATION AND TRAINING

The role of administrative intelligence in the successful planning and implementation of the community development programme and the national extension movement has been explained in the earlier chapters. The scope and content of administrative intelligence have also been dealt with in some detail in Chapter III. Comparatively very little has been said, except for occasional references here and there, about the administrative machinery required for the purpose.

2. There is in the C.P.A. Headquarters in New Delhi a Progress & Planning Branch under the charge of a Progress & Planning Officer, which is responsible among other things for all work relating to administrative intelligence. The Branch consists of the following staff :—

- (1) Progress and Planning Officer—Chief of the Section.
- (2) Community Projects Officer (Rural Economics)—Vacant.
- (3) Research Officer—1.
- (4) Economic Investigators, Grade I—3.
- (5) Economic Investigators, Grade II/Statistical Assistants—3.
- (6) Junior Statistical Assistants—4.
- (7) Clerical Staff—4.

In addition to the staff mentioned above, there is in the C.P.A. a pool of Draftsmen and Tracers whose assistance is available in the preparation of graphs and charts.

3. The nature of work handled by the Progress & Planning Branch has been indicated, to some extent, in the earlier Chapters, particularly in Chapter VII on Techniques of Processing etc. This may be summarised as under :—

A. *In the field of administrative intelligence :*

(i) Timely preparation of consolidated All-India statistical statements of various types and under various heads, which involve

- (a) scrutiny, compilation and analysis of data contained in the preliminary survey reports, quarterly progress reports etc ;



- (b) assessment of achievements in individual States against all-India achievements ;
- (c) assessment of item-wise progress of expenditure against 'pro rata' targets in different States ;
- (d) assessment of the quantum of non-project inputs in the community projects and N.E.S. areas ;
- (e) compilation and processing of statistics of the personnel employed in the Community Development and N. E. S. Blocks ; and
- (f) correspondence with the State Governments seeking clarification on any doubtful points, particularly in the matter of reconciliation of discrepancies observed in the reports and returns furnished by them.

(ii) Careful analysis of the data with a view to studying the inter-relationship of the various aspects of the programme, in other words, continuous and systematic study of the available factual information with a view to arriving at correct conclusions and detecting any inherent or apparent contradiction regarding the progress of implementation of the programme under important heads like Government expenditure, people's contribution, physical achievements etc. ;

(iii) To make available to all concerned the results of studies indicated under (ii) above ;

(iv) Examination and formulation of proposals for the conversion of N.E.S. Blocks into intensive Community Development Blocks ;

(v) Analysis of the tour reports of the Administrator and officers of the C. P. A. and outside in so far as they relate to the progress of work, expenditure, etc., in Community Projects and N.E.S. areas ;

(vi) Preparation of *ad hoc* notes, reports and statements for the Administrator and officers of the C.P.A. and others, e.g., Members, Advisors and Officers of the Planning Commission ;

(vii) Preparation of graphs and charts ; and

(viii) Miscellaneous items like furnishing materials for answering Parliament Questions.



*B. Work other than administrative intelligence :—*

(i) The Progress & Planning Branch assists in the preparation of the over-all planning of the Community Development and N. E. S. Programme ;

(ii) Progress reports concerning the C. P. A. for the Planning Commission in connection with their annual and six-monthly review of progress, Survey of Programmes, etc., are prepared in the Branch ;

(iii) All cases referred to or arising in the C. P. A. involving specifically study and examination of economic issues are handled by the Branch ;

(iv) The Progress & Planning Officer maintains liason with the Central Ministries and other organisations like the Central Statistical Organisation in all matters relating to economics and statistics. He represents the C. P. A. in the Standing Committee of Departmental Statisticians and a number of Working Parties and Groups set up by the C. S. O. and also attends the meetings of the Joint Conference of the Central and State Statisticians ; and

(v) The Progress & Planning Officer also represents the C.P.A. in all meetings and discussions from time to time with the Panel of Economists, foreign experts and others.

4. The type of work required to be done at the State Headquarters, as explained in the various Sections of the Manual, would seem to require, for expert handling, the services of an adequate and competent staff consisting of economists and statisticians. The details of requirements are likely to vary from State to State depending on the facilities already existing. It may not be appropriate for the Centre to suggest any set pattern of organisation and functions for the States. The minimum programme of work which is considered absolutely essential and the lines on which future work should be developed have already been indicated. It is for the State Governments to formulate their own proposals and take action on them in the light of the suggestions that have been made. The Centre will, of course, be glad to assist if any assistance is needed.



5. The Fourth Development Commissioners' Conference recommended that the State Governments should proceed immediately with the appointment of trained and/or experienced staff both at the State Headquarters and at the Block level for handling the work relating to administrative intelligence. It may be stated in this connection that the Third Joint Conference of Central and State Statisticians held in Calcutta in December, 1954, unanimously recommended that "statistical work relating to planning at the State level should appropriately be located in the State Statistical Bureaus which were now in existence in almost all the major States and which (following the pattern at the Centre in accordance with the decision of Planning Commission) would work in close cooperation with the Planning Department and other Government agencies at the State Level." It is expected that some measure of financial assistance will be provided to the State Governments by the Centre for this purpose. Reference is invited in this connection to paragraph 3 of the Planning Commission Circular letter No. FYII/CDI/24/55 dated June 9, 1955, addressed to all State Governments, *vide* Appendix IX. The Fourth Joint Conference of Central and State Statisticians held in New Delhi in December, 1955 reiterated its earlier recommendation quoted above. Since the work relating to the Community Development and National Extension Service programme is an integral part of the over-all plan, it is suggested that the Development Commissioners/Directors of Community Projects may kindly consider the question of integrating their Administrative Intelligence Units with the Economic and Statistical Bureaus in their own States and work out the details of their requirements in consultation with the Heads of the Economic and Statistical Bureaus.

6. We should like to suggest in this connection—although it may appear unnecessary—that extreme care should be taken in the selection of the staff, particularly the head of the unit. He will probably work under the personal guidance and supervision of the Development Commissioner/Secretary or some other senior officer. Nevertheless, it is on his initiative and ability that the quality and usefulness of work will greatly depend. The Head of the Unit will be primarily concerned with the analytical part of the work relating to administrative intelligence. It is, therefore, desirable that he should be a person with sound knowledge of both statistics and economics. He should be free, as far as possible, from day-to-day routine work, whether statistical compilation or purely secretariat



work, so that he may apply himself wholly to his main task and develop the system of administrative intelligence as best as possible.

7. It will be a distinct advantage to appoint a Statistical Assistant at the Project/Block Level. He should be familiar with normal statistical work relating to the filling up of forms, proformas, returns etc. It is very desirable that he, too, should be a trained person. The complexity of statistical work required to be done at the Block Level would seem to require some degree of specialisation. Until such time as a Statistical Assistant is appointed at the Block level, it would, perhaps, be desirable that the Head Clerk or Head Assistant in the office of B.D.O. should receive the necessary training in the work involved.

8. Chapter VII on Techniques of Processing etc., outlines the techniques developed so far in the C.P.A. Chapter VIII on Targets has served, it is hoped, to focus attention on some of the technical problems involved in the work relating to administrative intelligence. It is fully realised that the techniques developed and the formulae suggested for fixing targets etc., are anything but perfect. It is intended to improve the methodology further as the requisite data become progressively available from the States and the Blocks. State Governments will undoubtedly do their best in developing methods and techniques most convenient and suited to their requirements. It is felt that perhaps it would be worthwhile to arrange a training programme for this purpose for the junior statisticians at the Centre and the States. The object of training will be to evolve common methodology and develop a uniform system of reporting, processing, compilation and analysis of data from the Centre down to the Block so that we may all know that we speak the same language when we speak in figures. The period of training need not exceed 15 days or, at the most, one month at a time. Other details of the programme like course of training etc, have to be worked out. The Fourth Development Commissioner's Conference fully endorsed the suggestion. In pursuance of their recommendations in this regard, it is proposed to take action on the following lines :—

- (i) To arrange a Seminar of the Heads of State Administrative Intelligence Units as early as possible ;



- (ii) To arrange at the C.P.A. Headquarters a programme of training for the Statistical Officers/Assistants at the State level ; and
- (iii) To organise regional training centres at appropriate places from time to time.

It is, therefore, a matter of utmost importance that suitable Administrative Intelligence Units are set up at the State level as soon as possible so that action on the lines indicated above may be initiated without any further delay.

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## Recommendations of the Fourth Development Commissioners' Conference re : Evaluation and Administrative Intelligence

### EVALUATION

The criteria for evaluation of achievements of Projects/Blocks should include the following items :—

- (a) Physical achievements ;
- (b) Progress of Government expenditure ;
- (c) People's participation in the programme ;
- (d) Organisation including position of trained extension staff.

### ADMINISTRATIVE INTELLIGENCE

1. *Block Survey Reports*—Development Commissioners should send to C.P.A. by 30th June, 1955, proposals regarding additions and modifications to the Block Survey Report proformas (Annexure to Chapter IV of the Draft Manual on Administrative Intelligence).

2. *Forms and registers to be maintained by Village Level Workers*—State Governments will ensure that the Village Level Workers make careful use of the various forms and registers included in the Manual of Village Level Workers Records prepared by the Programme Evaluation Organisation and communicate their experience on the maintenance of these forms to the Programme Evaluation Organisation and the Community Projects Administration as early as possible, and, in any case, not later than 1.3.1956.

3. *Quarterly Progress Reports*—Beginning with the Quarter ending 30.9.1955 State Governments should furnish to the C.P.A. consolidated quarterly progress reports for Community Projects/Development Blocks and N.E.S. Blocks, separately for each series, for the State as a whole, within two months of the end of the Quarter.

A sub-Committee consisting of the Development Commissioners of Uttar Pradesh, Delhi, Punjab, Rajasthan and Vindhya Pradesh, two or three Block Development Officers and a representative each of the Central Statistical Organisation, O & M Division of the Ministry of Home Affairs and the C.P.A., should go into the question of preparation of the quarterly progress report and other matters arising therefrom.



4. *Key Indicators*—The “key indicators” to be adopted as a measure of progress in the C.P. & N.E.S. Blocks are given in Appendix I \*to the Main Recommendations and Conclusions. (\*not enclosed)

5. *Assessment of Progress*—In order to facilitate comparative analysis of progress at different levels, the State Governments and Block Development Officers should prepare and analyse Block-wise and Village Level Worker-circlewise (not ‘village-wise’ as suggested in the Draft Manual) assessment statements respectively just as the C.P.A. is at present preparing State-wise statements for inter-State comparison.

6. *Fixation of Targets*—In addition to the targets for the entire programme period in all fields, there should be quarterly, six monthly, or annual targets of physical achievements and expenditure depending on the nature of the items of activity. As far as possible, these targets should be built up from the village upwards.

7. *Staff*—State Governments should proceed immediately with the appointment of trained and/or experienced staff both at the State Headquarters and at the Block level for handling the work relating to Administrative Intelligence.

8. *Training*—C.P.A. should organise at its headquarters in New Delhi a Seminar (or Seminars) for the Heads of State Statistical Units and a training programme for junior statisticians engaged or likely to be engaged in the work relating to administrative intelligence. The training centres may be located either at the C.P.A. Headquarters in New Delhi or at different places on a regional basis according to the convenience of all concerned.



## Monthly Progress Report

For month ending \_\_\_\_\_ 195

Excellent

Very good

Good

Fair

Poor

Progress during the current month against the target

Field of activity	Project/Block								All Projects/Blocks
1. Agriculture									
2. Animal Husbandry									
3. Irrigation									
4. Reclamation									
5. Health & Sanitation									
6. Education									
7. Social Education									
8. Communication									
9. Rural Arts & Crafts									
10. Co-operation									
11. Works (Housing etc.)									
12. People's participation									
All Fields									

2. Comments on programmes where progress was excellent or poor :

3. Special comments or experiences in projects, of likely interest to others :



GOVERNMENT OF INDIA  
COMMUNITY PROJECTS ADMINISTRATION

*Physical achievements, people's contribution and Government  
expenditure in Community Projects/Blocks and N. E. S.  
Blocks upto 30-9-55*

Community Projects/Blocks				N. E. S. Blocks				Grand Total [(4) + (8)]
1952-53 (Oct. '52 to Sept. '55)	1953-54 (Oct. '53 to Sept. '55)	1955-56 (Ap. ril '55 to Sept. '55) *	Total	1953-54 (Oct. '53 to Sept. '55)	1954-55 (Oct. '54 to Sept. '55) **	1955-56 (Ap. ril '55 to Sept. '55) †	Total	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)

**I. PHYSICAL ACHIEVEMENTS**

*Agriculture &  
Animal Husbandry*

1. Compost pits dug ('000 Nos.)	520	129	195	844	165	184	30	379	1,223
2. Fertilizers distributed ('000 mds.)	3,742	471	1,010	5,223	652	726	195	1,573	6,796
3. Seeds distributed ('000 mds.)	1,394	264	463	2,121	535	430	34	999	3,120
4. Implements distributed ('000 Nos.)	109	18	23	150	27	57	3	87	237
5. Demonstration farms started ('000 Nos.)	649	85	95	829	41	32	15	88	917
6. Area brought under fruits ('000 acres)	38	13	24	75	20	14	10	44	119
7. Area brought under vegetables ('000 acres)	115	17	60	192	40	33	4	77	269
8. Breeding centres started (Nos.)	681	155	337	1,143	207	236	7	450	1,688
9. A.I. centres started (Nos.)					49	38	8	95	
10. Bulls castrated ('000 Nos.)	361	82	108	551	138	171	20	329	880
11. Pedigree bulls supplied (Nos.)	2,504	439	1,620	4,563	1,764	762	114	2,640	7,203



1	2	3	4	5	6	7	8	9
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12. Pedigree birds supplied ('000 Nos.) 78 15 32 125 36 19 2 57 182

13. Cattle treated (Lakh Nos.) 29 5 9 43 9 21 2 32 75

14. Fisheries-Fingerlings supplied (Lakh Nos.) 77 11 18 106 10 32 9 51 157

*Reclamation*

15. Area reclaimed ('000 acres) 352 86 259 697 110 66 22 198 895

*Irrigation*

16. Additional area brought under irrigation ('000 acres) 886 91 147 1,124 282 121 30 433 1,557

*Health & Rural Sanitation*

17. Soakage pits constructed ('000 Nos.) 105 25 48 178 41 54 6 101 279

18. Rural latrines constructed ('000 Nos.) 34 5 11 50 9 6 2 17 67

19. Drains constructed (Lakh Yds.) 14 3 5 22 7 6 1 14 36

20. Wells constructed ('000 Nos.) 11 3 4 18 4 5 1 10 28

21. Wells renovated ('000 Nos.) 19 3 6 28 11 5 1 17 45

*Education*

22. New schools started ('000 Nos.) 4 1 3 8 2 2 — 4 12

23. Ordinary schools converted into basic type (No.) 2,371 391 623 3,385 559 326 89 974 4,359

*Social Education*

24. A. E. Centres started ('000 Nos.) 11 3 4 18 4 6 2 12 30

25. Adults trained ('000 Nos.) 265 66 77 408 72 103 22 197 605

26. Community Centres started ('000 Nos.) 25 5 10 40 12 10 3 25 65

27. Community entertainments organised ('000 Nos.) 96 9 22 127 22 17 7 46 173



1	2	3	4	5	6	7	8	9
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28. Units of people's organisations developed ('000 Nos.)	16	4	5	25	20	9	2	31	56
<i>Communication</i>									
29. Pacca roads constructed (miles)	1,434	401	655	2,490	514	342	15	871	3,361
30. Kacha roads constructed ('000 miles)	12	3	3	18	3	3	1	7	25
<i>Arts &amp; Crafts</i>									
31. Production-cum-training centres started (No.)	433	97	69	599	112	10	3	125	724
<i>Co-operation</i>									
32. New co-operative societies started ('000 Nos.)	6	2	2	10	13	4	1	18	28
33. New members enrolled in co-operative societies, ('000 Nos.)	234	42	153	429	179	172	31	382	811
<i>Village Housing</i>									
34. Village houses constructed ('000 Nos.)	18	3	4	25	N.I.	N.I.	N.I.	N.I.	25
35. Village houses re-conditioned ('000 Nos.)	17	6	5	28	N.I.	N.I.	N.I.	N.I.	28
<i>People's Contribution</i>									
Cash, kind and labour (value Rs. lakhs)***	778	154	253	1,185	360	271	54	685	1,870

Notes: \* Converted N.E.S. Blocks, Include achievements prior to conversion.  
Information relates to 229 blocks out of 244 allotted.

† In Manipur work has not yet started.

\*\*\* Separate figures for labour and non-labour components are not available.

N.I. Not indicated.



## GOVERNMENT OF INDIA

## Appendix III

## COMMUNITY PROJECTS ADMINISTRATION

Statement showing the position of Extension Staff as on 30-9-55

Sl. No.	State	B.D.Os		V.L.Ws		Agricultural Extension Officers		Veterinary Doctors		Cooperative & Panchayat Inspectors		Social Education Organisers		Overseers		Doctors		Sanitary Inspectors		Lady Health Visitors		Midwives	
		Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
1.	Andhra	35	—	391	18	35	—	35	—	35	—	72	—	44	—	8	—	10	—	3	5	24	—
2.	Assam	31	1	588	30	28	—	28	—	24	4	59	1	30	1	31	4	11	8	2	17	24	—
3.	Bihar	83	—	1,017	15	76	3	65	14	79	4	155	23	67	34	22	5	23	14	3	8	41	35
4.	Bombay	87	—	702	—	67	—	54	—	54	—	102	—	221*	—	149	—	105	—	16	12	11	15
5.	Madhya Pradesh	91	—	1,038	22	91	—	91	—	84	7	174	12	101	—	25	—	29	—	17	—	76	36
6.	Madras	63	5	727	4	71	—	60	4	60	4	98	38	114	—	11	5	19	—	5	11	27	37
7.	Orissa	35	—	468	—	35	—	30	—	30	—	74	—	55	2	13	—	12	1	7	3	72	3
8.	Punjab	37	2	548	—	39	—	39	—	39	—	67	15	39	—	39	—	19	4	19	4	43	9
9.	Uttar Pradesh	120	6	1,455	—	94	—	80	40	94	—	231	—	27	17	26	—	20	—	7	19	72	20
10.	West Bengal	37	—	451	70	37	—	27	10	27	10	54	22	22	15	22	16	N.I.	N.I.	N.I.	N.I.	102	—
11.	Hyderabad	34	—	409	—	34	—	34	—	34	—	69	—	25	9	17	—	17	—	17	—	17	21
12.	Madhya Bharat	19	—	256	10	19	—	2	17	19	—	40	—	18	12	5	2	11	—	—	11	16	—
13.	Mysore	18	—	241	—	20	—	4	—	20	—	45	—	34	—	22	—	47	—	N.I.	N.I.	63	—
14.	PEPSU	19	—	228	—	18	14	4	—	6	10	38	1	19	—	—	—	3	1	6	1	6	2
15.	Rajasthan	36	—	425	20	34	1	8	7	25	4	69	3	50	4	15	10	10	3	—	2	5	31
16.	Saurashtra	11	—	132	—	11	—	2	—	9	2	18	—	11	—	4	—	8	—	4	—	16	—
17.	Travancore-Cochin	16	—	222	—	17	—	8	4	14	—	34	—	15	3	12	3	10	3	9	—	52	12
18.	Ajmer	4	—	52	1	4	—	4	1	4	—	9	—	5	—	—	1	2	2	2	2	8	4
19.	Bhopal	13	1	192	80	12	—	10	2	8	4	27	22	14	—	4	3	3	4	1	7	8	8
20.	Coorg	4	—	43	—	2	1	11	—	13	—	5	—	9	1	28	—	8	—	3	—	12	—
21.	Delhi	1	2	40	1	3	—	6	—	3	1	5	1	3	—	6	—	5	—	4	—	16	—
22.	Himachal Pradesh	14	—	257	23	14	—	1	3	8	—	29	—	14	4	6	2	3	2	1	2	14	—
23.	Kutch	4	—	54	—	12	3	—	—	—	—	9	—	4	—	1	—	—	2	—	2	2	2
24.	Manipur	2	—	36	—	8†	—	—	—	—	—	5	—	3	—	—	1	1	—	—	1	4	—
25.	Tripura	3	—	40	2	4	1	1	2	2	1	6	—	1	1	21	1	2	—	—	2	5	—
26.	Vindhya Pradesh	14	—	154	46	15	—	1	8	5	9	22	9	10	7	5	1	6	—	—	5	1	23
27.	N.E.F.A.	3	—	28	—	8	1	2	1	—	—	4	—	3	—	2	1	1	—	1	—	2	2
	Jammu & Kashmir	13	—	242	22	13	1	21	—	9	4	4	22	9	7	2	1	—	3	—	3	1	11
All-States Total		847	17	10,436	364	821	25	628	113	705	64	1,524	169	967	117	496	56	385	47	124	117	733	299

Notes:—\*Includes 77 engineers.

†Multipurpose Zonal Supervisors and Extension Officers.







# Progress of Government Expenditure against 'pro rata' Target

Name of State \_\_\_\_\_

Projects/Blocks  
allotted in \_\_\_\_\_

Major Heads	Total amount for which programme of work has been approved (for three years)	Target of ex- penditure from.....to..... on the basis of approved programme ( col. 2) of	Actual expenditure from October, 195 to	(4) as Percentage of (3)
1	2	3	4	5
1. State & Project Headquarters				
2. Animal Husbandry and Agricultural Extension				
3. Irrigation				
4. Reclamation				
5. Health & Rural Sanitation				
6. Education				
7. Social Education				
8. Communication				
9. Rural Arts, crafts & industries				
10. Housing				
Total				



GOVERNMENT OF INDIA  
COMMUNITY PROJECTS ADMINISTRATION

*Progress of Government expenditure in the 1952-53 Community  
Projects/Blocks : October, 1952 to September 1955.*

*Ratio of Government expenditure to 'Pro rata' targets*

l. No.	States	State & Pro- ject HQs.  %	A.H. and Agri Ext.  %	Irri- ga- tion  %	Recl- amat- tion  %	Hea- lth & Sani- tation.  %	Edu- cat- ion.  %	So- cial Edu- cat- ion  %	Com- mu- nica- tion  %	Rural Arts, crafts and indu- stries  %	*All- fields  %
1	2	3	4	5	6	7	8	9	10	11	12
1.	Andhra	99	76	13	47	53	52	88	55	18	53
2.	Assam	184	69	34	31	64	74	107	90	40	96
3.	Bihar	115	173	63	—	85	87	240	47	95	95
4.	Bombay	119	66	58	27	67	80	64	26	16	64
5.	M. P.	140	95	51	56	70	86	15	54	52	89
6.	Madras	116	118	93	52	50	27	93	47	15	80
7.	Orissa	127	40	40	93	69	68	63	71	60	77
8.	Punjab	88	137	95	83	78	99	87	61	40	91
9.	U. P.	128	86	85	26	95	80	151	85	82	100
10.	W. B.	125	80	51	82	39	55	60	103	20	65
11.	Hyderabad	77	31	20	30	20	61	49	27	32	49
12.	M. B.	95	68	94	6	75	( 66 )	82	35	83	
13.	Mysore	121	48	30	—	68	60	42	71	20	65
14.	PEPSU	125	132	—	111	105	71	95	103	70	140
15.	Rajasthan	185	55	87	90	59	103	74	66	47	92
16.	Saurasthra	123	145	70	22	88	130	100	76	36	90
17.	T. C.	114	32	39	7	47	63	59	85	44	69
18.	Ajmer	141	68	14	0	128	196	120	73	112	105
19.	Bhopal	115	46	20	64	45	37	81	19	59	69
20.	Coorg	97	48	52	2	100	123	51	57	76	76
21.	Delhi	83	186	110	133	64	68	49	95	90	110
22.	H. P.	115	62	5	0	46	55	69	63	29	52
23.	Kutch	148	38	126	44	50	59	54	145	30	106
24.	Manipur	154	89	14	28	265	153	110	78	101	114
25.	Tripura	131	117	54	—	117	87	99	63	62	93
26.	V. P.	136	107	117	58	83	100	97	124	53	113
27.	N.E.F.A.	200	57	34	156	62	29	90	24	2	104
28.	J. & K.										

Not received

ALL STATES

Average	122	82	65	51	65	76	92	64	46	81
Maximum	200	186	126	156	265	196	240	145	112	140
Minimum	77	31	5	0	20	27	42	19	2	49

Notes:—

— Indicates no target.

\* Includes expenditure on imported equipment and other miscellaneous items.



## ASSESSMENT OF ACHIEVEMENTS

Quarter ending.....

State.....

Series.....

Population.....

S1. No.	Items	Total Achie- vements	Achieve- ments per 1000 persons	All-India Achieve- ments per 1000 persons	(4) as per- cen of (5) %
(1)	(2)	(3)	(4)	(5)	(6)
	<b>AGRICULTURE</b>				
1.	Seeds distributed				
2.	Fertilizers distributed				
3.	Demonstrations held				
4.	Area brought under fruits				
5.	Area brought under vegetables				
	<b>ANIMAL HUSBANDRY</b>				
6.	Pedigree bulls supplied				
7.	Pedigree birds supplied				
	<b>IRRIGATION</b>				
8.	Area commanded				
	<b>RECLAMATION</b>				
9.	Area reclaimed				
	<b>HEALTH &amp; RURAL SANITATION</b>				
10.	Drains constructed				
11.	Latrines constructed				
12.	Drinking water wells constructed				
13.	Drinking water wells renovated				
	<b>EDUCATION</b>				
14.	New schools opened				
15.	Ordinary schools converted into basic schools				
	<b>SOCIAL EDUCATION</b>				
16.	A.E. Centres started				
17.	Adults trained/under training				
18.	Units of people's organisations developed —(Including Youth Clubs, Farmers' Unions, Mahila Samities etc.)				
19.	Community Centres Started—(including community recreation centres, Libraries etc.)				
	<b>COMMUNICATION</b>				
20.	Pucca roads constructed				
21.	Kucha roads constructed				
	<b>RURAL ARTS &amp; CRAFTS</b>				
22.	Deconstruction-cum-training centres started				
	<b>COOPERATION</b>				
23.	Cooperative societies started				
24.	No. of new members enrolled in co-operative societies				







GOVERNMENT OF INDIA  
COMMUNITY PROJECTS ADMINISTRATION

*Assessment of Achievements in the 1952-53 Community Projects/Blocks : October, 1952 to September, 1955.*

Serial No.	State	Ratio of Total Govt. Exp. to 'pro rata' target	People's contribution per 1000 persons	Physical achievements as percentages of All-India achievements per 1000 persons												
				Agriculture					Animal Husbandry		Irrigation	Reclamation	Health & Rural Sanitation			
				Seeds distributed	Fertilizers distributed	Demonstrations held	Area brought under		Pedigree bulls supplied	Pedigree birds supplied	Additional area brought under irrigation	Area reclaimed	Drinking water wells constructed	Drinking water wells renovated	Drains constructed	Latrines constructed
							Fruits	Vegetables								
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1.	Andhra	53	2,328	182	193	321	237	252	307	104	61	229	70	153	45	76
2.	Assam	96	5,291	22	7	64	425	453	33	61	162	140	94	8	119	535
3.	Bihar	95	12,303	73	160	270	974	111	80	106	204	15	224	241	201	235
4.	Bombay	64	5,610	25	57	12	55	90	47	89	33	86	19	75	32	59
5.	Madhya Pradesh	89	3,280	177	107	91	107	26	53	33	21	152	85	77	—	24
6.	Madras	81	1,279	28	155	40	42	44	27	25	50	35	25	25	9	38
7.	Orissa	77	2,480	81	23	35	130	81	69	126	31	69	93	218	396	179
8.	Punjab	91	9,093	112	63	122	50	85	153	113	65	227	39	87	386	3
9.	Uttar Pradesh	100	4,848	285	37	109	60	64	140	81	300	83	291	323	45	193
10.	West Bengal	65	4,012	37	285	121	54	61	260	564	18	142	173	59	41	194
11.	Hyderabad	49	3,088	140	330	8	441	27	187	53	99	51	55	20	122	7
12.	Madhya Bharat	83	10,404	67	72	91	83	176	47	N.I.	75	68	128	95	52	27
13.	Mysore	65	1,768	13	129	324	211	693	20	19	9	16	22	N.I.	N.I.	418
14.	PEPSU	140	10,715	275	56	72	26	266	73	535	309	248	42	84	207	2
15.	Rajasthan	92	4,792	89	32	98	80	111	40	7	51	135	199	81	45	17
16.	Saurashtra	90	3,569	54	434	16	171	71	227	9	43	37	N.I.	41	—	39
17.	Travancore-Cochin	69	856	2	9	3	8	2	7	80	2	2	13	1	N.I.	24
18.	Ajmer	105	7,772	166	22	63	42	164	127	193	93	94	178	143	98	106
19.	Bhopal	69	1,491	79	5	5	32	13	—	—	13	2,661	52	52	1	5
20.	Coorg	76	2,350	37	188	481	847	847	60	1,383	187	97	245	292	445	114
21.	Delhi	110	11,540	652	38	14	12	383	193	126	88	187	123	195	249	169
22.	Himachal Pradesh	52	860	69	5	53	388	8	266	9	27	5	52	168	12	4
23.	Kutch	106	7,871	15	8	80	23	41	100	N.I.	63	73	167	50	N.I.	17
24.	Manipur	114	12,708	15	1	32	249	713	N.I.	N.I.	1,797	74	N.I.	N.I.	59	177
25.	Tripura	93	5,400	8	2	151	103	54	27	4	24	66	206	143	20	49
26.	Vindhya Pradesh	113	3,239	74	8	120	114	20	567	6	4	251	130	95	170	2
27.	N. E. F. A.	104	33,200	216	—	131	857	496	N.I.	300	199	342	N.I.	N.I.	112	126
28.	Jammu & Kashmir	N. I.	100	2	8	21	16	5	93	—	—	14	—	—	—	—
All State Average		81	4,680													
All India achievements per 1,000 persons (in physical units)				83.82 (mds.)	224.95 (mds.)	39.04 (No.)	2.31 (acres)	6.91 (acres)	0.15 (No.)	4.67 (No.)	53.24 (acres)	21.19 (acres)	0.67 (No.)	1.11 (No.)	82.73 (Yds.)	2.06 (No.)







*Assessment of Achievements in the 1952-53 Community Projects/Blocks : October, 1952 to September, 1955 (Contd.)*

Sl. No.	State	Physical achievements as percentages of All-India achievements per 1000 Persons										
		Education		Social Education			Community centres started	Communication		Rural Arts & Crafts	Cooperation	
		New Schools opened	Ordinary schools converted into basic type	Adult education centres started	Adults trained/under training	Units of people's organisations developed		Pacca Roads constructed	Kacha Roads constructed	Demonstration-cum-training centres started	New cooperative societies started	New members enrolled in co-operative societies
		%	%	%	%	%	%	%	%	%	%	%
1	2	18	19	20	21	22	23	24	25	26	27	28
1.	Andhra	37	179	39	21	128	42	144	41	133	22	91
2.	Assam	107	86	122	43	77	81	67	278	13	119	11
3.	Bihar	174	129	243	311	304	356	1	145	200	328	137
4.	Bombay	89	43	165	60	44	97	22	23	33	64	207
5.	Madhya Pradesh	156	221	106	79	45	128	122	113	33	3	N.I.
6.	Madras	22	29	32	30	13	20	33	59	20	8	16
7.	Orissa	122	193	132	323	65	159	200	70	167	125	219
8.	Punjab	67	121	86	13	52	68	89	144	33	36	20
9.	Uttar Pradesh	15	71	65	101	136	122	100	112	133	225	317
10.	West Bengal	100	64	165	346	184	99	144	68	67	139	137
11.	Hyderabad	181	186	80	154	92	55	67	58	67	3	21
12.	Madhya Bharat	330	86	99	43	339	86	556	58	67	49	52
13.	Mysore	130	43	113	62	80	74	N.I.	32	67	1	66
14.	PEPSU	167	21	128	149	68	103	211	196	67	5	N.I.
15.	Rajasthan	122	57	142	201	35	65	33	122	200	7	N.I.
16.	Saurashtra	185	307	172	111	50	87	33	123	133	2	N.I.
17.	Travancore-Cochin	N.I.	7	10	—	5	11	33	9	10	—	N.I.
18.	Ajmer	181	734	704	156	326	930	556	125	1,367	2	337
19.	Bhopal	130	—	83	22	57	51	78	7	17	2	39
20.	Coorg	300	307	161	69	1	128	656	1,367	33	1	N.I.
21.	Delhi	389	750	172	157	159	83	122	87	33	11	47
22.	Himachal Pradesh	230	100	54	N.I.	80	45	N.I.	38	67	2	90
23.	Kutch	167	100	35	N.I.	49	32	611	38	33	31	26
24.	Manipur	156	N.I.	274	76	6	143	33	109	33	3	N.I.
25.	Tripura	296	79	59	50	42	119	N.I.	183	367	111	724
26.	Vindhya Pradesh	200	150	61	44	161	45	—	45	100	39	54
27.	N.E.F.A.	222	N.I.	116	11	N.I.	158	1,000	638	333	N.I.	N.I.
28.	Jammu & Kashmir	104	—	3	—	—	7	144	16	33	N.I.	N.I.
All-India achievements per 1000 persons (in physical units).		0.27 (No.)	0.14 (No.)	0.69 (No.)	15.93 (No.)	0.96 (No.)	1.52 (No.)	0.09 (Miles)	0.69 (Miles)	0.03 (No.)	0.36 (No.)	14.09 (No.)

Notes:— N.I.—Not indicated.

‘—’ Indicates ‘nil’ information or less than 1 percent, as the case may be.







GOVERNMENT OF INDIA  
COMMUNITY PROJECTS ADMINISTRATION

*Summary assessment statement regarding the progress of Government expenditure, People's contribution, physical achievements (and staff position) in the state of.....relative to All-India average performances, as on 30-6-55.*

	Government Expendi- ture	People's Contribu- tion	Physical achievements
<i>C.P./C.D. Blocks.</i>			
1952-53	Good	Very good	Very good in community activ- ties and good in all other fields except cooperation wherein pro- gress is poor.
1953-54	Very good	Excellent	Over-all progress is very good.
1955-56 (Converted N.E.S. Blocks)	Poor	Good	Very good in irrigation and health and sanitation, good in agriculture and community activities, poor in communica- tion and average in others.
<i>N.E.S. Blocks.</i>			
1953-54	Poor	Poor	Good in agriculture and co- operation; average in com- munity activities and health and rural sanitation and poor in others.
1954-55	Very good	Average	Good in community activities, health and rural sanitation and cooperation; average in edu- cation and irrigation while poor in others.

*Extension Staff position*

Total No. of C P /CD and N. E. S. Blocks allotted so far.	...	111
Total No. of V. L. W's required according to the standard pat- tern of staffing as recommended by C. P. A.	...	1258
No. of V. L. W's in position	...	866
Shortage required to be met	...	392



No. FYII/CDI/24/55

GOVERNMENT OF INDIA  
PLANNING COMMISSION

New Delhi, June 9, 1955.

From

SHRI V.S. HEJMADI, ICS,  
*Secretary, Planning Commission.*

To

ALL STATE GOVERNMENTS

SUBJECT : *Statistical work relating to planning.*

Sir,

Statistical work relating to planning is likely to increase appreciably during the preparation and progress of the second five-year plan. At the Centre, the Central Statistical Organisation is looking after the statistical work relating to the second five-year plan. The Central Statistical Organisation, since its inception in 1951, is maintaining close touch with the State Statistical Bureaus. It is felt that in those States in which Statistical Bureaus exist, they should be made responsible for statistical work relating to planning at the State level.

2. In this connection, I am desired to \*enclose a note from the Central Statistical Organisation on the recommendations of the third Joint Conference of Central and State Statisticians, held in December 1954, on statistical work relating to planning which was circulated to the Members of the Standing Committee of the National Development Council in January 1955, and to State Governments.

3. The Planning Commission is in general agreement with the recommendations and accepts in principle that statistical schemes relating to planning could be included under the Plan, and some measure of financial assistance be provided to State Governments by the Centre for this purpose. It is, therefore, requested that while State Governments are taking steps to cope with the responsibilities relating to the preparation of the second five-year plan, the State Governments will also consider steps needed to strengthen the State Statistical Bureaus.



4. The Central Statistical Organisation will be glad to provide technical advice and guidance to those States which do not have Statistical Bureaus and may desire to have further information or advice regarding organisation of statistical work.

5. It will be appreciated if State Governments will kindly appraise the Planning Commission in due course of steps taken with reference to the suggestions contained in this letter.

Yours faithfully,

Sd/- Tarlok Singh

for Secretary, Planning Commission.

\*Enclosure : Pages 99 to 100.



A note on the discussions and recommendations on statistical work relating to Planning at the Third Joint Conference of Central and State Statisticians held at Calcutta in December 1954.

The Central theme for discussion at the Third Joint Conference of Central and State Statisticians, convened by the Central Statistical Organisation during the period 29th November to 2nd December 1954, was statistical work relating to planning. The Conference had the advantage of an address on the subject by the Chairman, the Statistical Adviser to the Cabinet. It had also the benefit of a seminar on Organisation of a State Statistical Bureau. The Conference discussed in some detail the statistical needs in the context of the Second Five Year Plan. The Conference was of opinion that the entire range of statistics will have to be strengthened; and *inter alia* recommend that District Statistical Officers be appointed at an early date with a view to give continuing attention to the improvement of the quality and flow of statistical information. The importance of liquidating unemployment gave high priority to collection of statistics on manpower, employment and unemployments; and also on cottage, small scale and village industries.

2. The Conference discussed the experience of the State Bureaus in these sectors, and reviewed the direction and magnitude of activities which would be required in the immediate future to cope with the needs which have already arisen in connection with planning. The Conference also took note of the fact that many new needs would arise calling for much further expansion of statistical services *pari passu* with the development of the physical approach to planning.

3. The Conference unanimously recommended that statistical work relating to planning at the State level should appropriately be located in the State Statistical Bureaus which were now in existence in almost all the major States and which (following the pattern at the Centre in accordance with the decision of the Planning Commission) would work in close cooperation with the Planning Department and other Government agencies at the State level.

4. The Conference further recommended that the State Statistical Bureau should formulate a detailed plan of work for the next three years in the light of the discussions and recommendations



at the Conference and in consultation with their Governments together with estimates of cost and requirements of technical personnel and send them to the Central Statistical Organisation by the 15th February 1955 for coordination and further consideration by the C.S.O. and the Standing Committee to be set up for this purpose.

5. The Conference assessed on a rough basis that the Statistical requirements for meeting the demands which have already arisen would imply an expansion of Statistical activities by about 150 percent in the course of the next three years and the training of about 200 Senior and 500 Junior Officers. As against the current expenditure on Statistical Services of about Rs. 1.5 or Rs. 1.6 crores per year inclusive of both the Centre and the States, the expenditure involved would be of the order of Rs. 3.5 or 4 crores. Much further expansion would be needed as planning develops at the physical level.

6. The Conference felt that an expansion of the State Statistical Organisation on the scale proposed could not be undertaken with the limited resources of the State alone. Recognising the importance of development of statistics for purposes of planning, the Conference recommended that this item should receive an adequate measure of financial assistance from the Centre.

7. It may be added that the Minister of Finance (who delivered the valedictory Address and) to whom the recommendations of the Conference were conveyed, expressed satisfaction at the progress made and the emergence of All-India views on statistical matters, as a result of the establishment of the C.S.O. The comprehensive programme would receive sympathetic consideration by the Central Government.



## ADDENDUM

### *Programme Analysis through Graphs and Charts*

While discussing the scope and content of administrative intelligence in Chapter III of the Manual, one of the suggestions made was :—

“Use graphs and charts, wherever possible, to give quick visual picture of the significant conclusions to be drawn from tabular statements.”

[page 11, paragraph 4 (iv) ]

Graphs, charts, diagrams and pictures occupy a place of special importance in the science of statistics inasmuch as they permit an easy and quick grasp of the subject-matter which is not always possible with a large mass of numerical data. The value of diagrammatic representation for purposes of comparison and analysis cannot, therefore, be over-emphasised. In the field of administrative intelligence particularly, if the progress data can be presented in a graphic form in such a manner that meaningful comparisons could be made between different series of Blocks on a number of related items for the same or different periods, depending on the purpose of comparison, it would be easier to understand and certainly more revealing than an abstract analysis of detailed assessment statements.

2. Special care should be taken in the matter of choosing suitable charts and diagrams. The type of chart used should be relevant to the purpose in view. The size of the chart, and the scale used, should be just sufficient to enable the eye to perceive the significant features intended to study. The charts should be drawn neatly and accurately with the help of instruments and distinctive colours, specially sharply contrasting colours. They should be attractive and, as far as possible, complete in all respects. To avoid any ambiguity and to safeguard against colour confusion which may sometimes unconsciously affect the study of a chart, use should be made discretely of straight lines, dotted lines, broken lines, cross lines, etc., and other appropriate distinctive methods.

3. The types of graphs, charts and diagrams which are generally used are :—

- (i) One-dimensional diagrams : lines, simple bar diagrams, sub-divided bar or compound bar diagrams and percentage bar charts ;



- (ii) Two-dimensional diagrams : rectangular diagrams, squares, circular or pie-diagrams ;
- (iii) Three-dimensional diagrams : cubes, blocks and spherical diagrams ; and
- (iv) Statistical graphs and charts : pictograms, historigrams, logarithmic or ratio charts, frequency-distribution graphs, such as, line or bar frequency diagrams, histograms, frequency polygons, ogive, Lorenz curve or Pareto curve, etc.

4. It is, perhaps, not necessary to go into a detailed discussion of the merits and demerits of the various types of graphs, charts and diagrams mentioned above. The graphs used in the C.P.A. for the purpose of administrative intelligence are admittedly very simple ones. At the request of several Development Commissioners a sample of 15 graphs together with an explanatory covering note were circulated at the Fourth Development Commissioner's Conference held at Simla in May 1955 (*vide* C.P.A. Circular No. CPA/51/55 PPB dated 6-5-1955). Some of these graphs, brought up-to-date, and a few additional ones are appended at the end of this Section. Altogether 16 graphs and charts are attached. These graphs meant to be illustrative only, have been selected out of a large number of graphs and charts maintained at the C.P.A. Headquarters for the use of the Administrator and others concerned. Although illustrative, these graphs portray the actual state of affairs in the respective fields.

5. Care has been taken, while making the selection, to include specimens of representative types from the point of view of presentation as well as actual studies. For instance, Nos. I-III are essentially studies in the pattern and progress of Government expenditure. Nos. IV and V relate to people's contribution ; No. VI combines in one chart the pattern of movement of the expenditure line and the physical achievement line in one specific field (irrigation) thereby helping to study the inter-relationship between the two; No. VII is an attempt at inter-Block comparison of achievements within a particular State (Rajasthan) in a specially important field of development (irrigation) in that State; No. VIII depicts the Quarter-to-Quarter progress of distribution of improved seeds and fertilizers, thereby bringing out the seasonal factor involved ; and Charts No. IX-XVI record the progress of physical achievements in selected fields in a number of States in All-India perspective.



6. As regards presentation, it may be noted that practically all the major conventional types, viz., lines, circles, bar charts, pillars etc., have been used. The methods adopted have been designed to suit the purpose in view. Most of the graphs are studies in *trends* of progress (cumulative quarterly progress) in which the C.P.A. is primarily interested. All these can be suitably adopted by the State Governments, with necessary changes in scales and units, for making inter-Block and inter-field comparisons within the States under various combinations.

7. A word about the "perspective" graphs (Nos. IX to XVI). These graphs show cumulative quarterly achievements in various States in respect of key indicators of progress. Their special feature is that each of them shows in the same graph not only the achievements in a particular field separately for all series of Blocks and all-series total for the State but also the latter viewed in all-India perspective. The data for the all-India perspective line are derived from the total all-India achievement multiplied by the ratio between the population covered by the Projects/Blocks in the State and the corresponding total all-India population.

8. These graphs help to assess total progress in a field in a particular State *relative* to all-India progress in that field. While drawing conclusions from these graphs, it must always be remembered that in a programme as varied and complex as the community development and national extension service programme is, there are many intangible factors to reckon with which do not always lend themselves to objective reporting. It is, therefore, suggested that utmost discretion should be exercised while making use of these graphs. The appropriateness of taking population as a common denominator always for making comparisons between a particular State and all-India is sometimes open to question. Population has been used as a common denominator mainly because of the lack of information in respect of other relevant bases, such as, arable area for seeds distributed and area irrigated, child population for new schools opened, etc. When such data become available, it should be possible to re-draw some of the graphs somewhat differently, thereby increasing their usefulness.

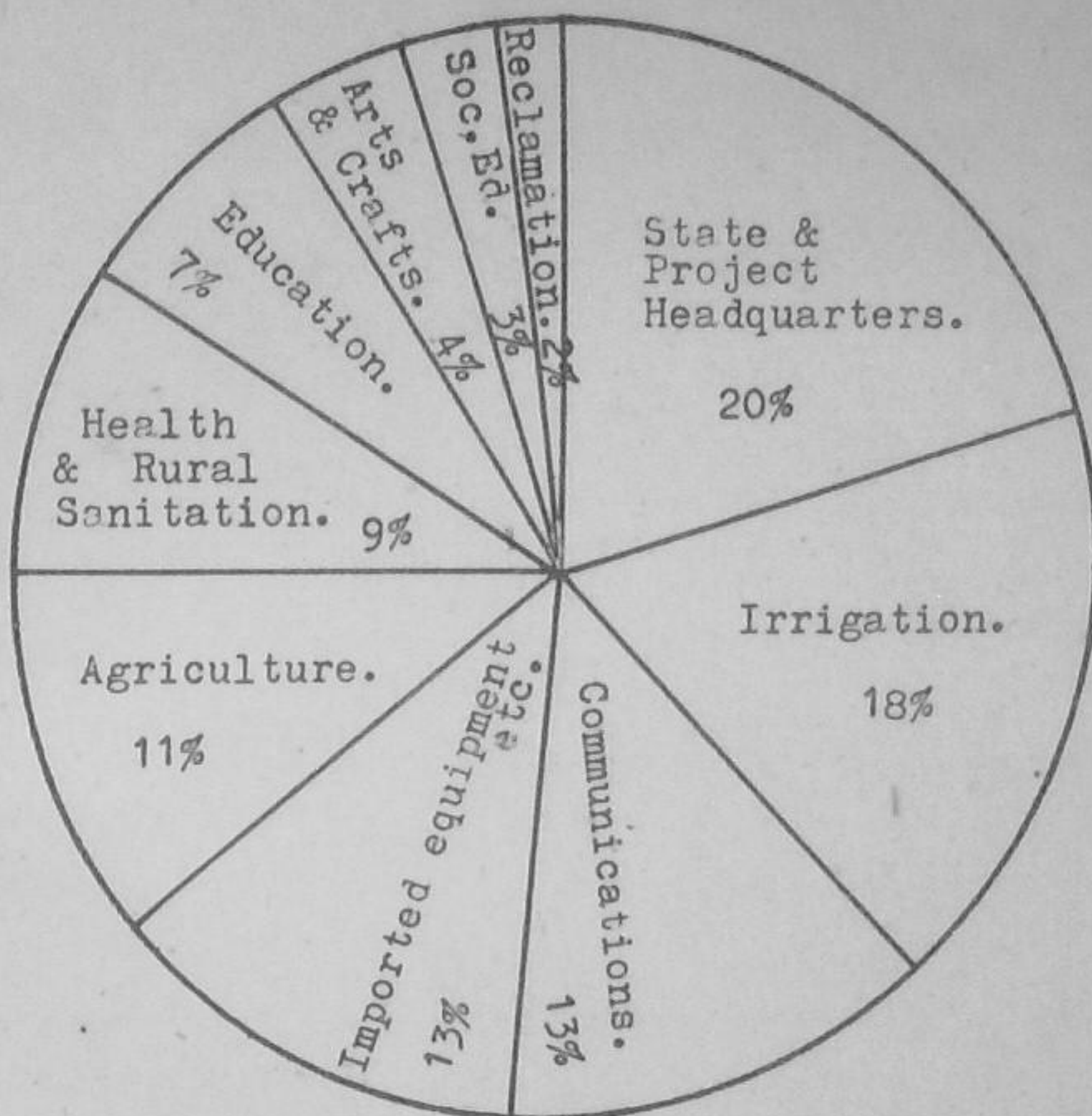
9. With the help of these graphs and charts, it is now possible for the Community Projects Administration and the State Governments to judge with reasonable accuracy the progress of the



programme not only in its broad aspect but also the performance at the various levels and apply correctives wherever necessary. The methodology evolved in the C.P.A. is by no means final. As the programme of work develops, new problems will arise and new techniques of analysis and interpretation will undoubtedly be developed to meet new needs. The present effort should, therefore, be viewed only as the first step in a long-range programme of analytical research.



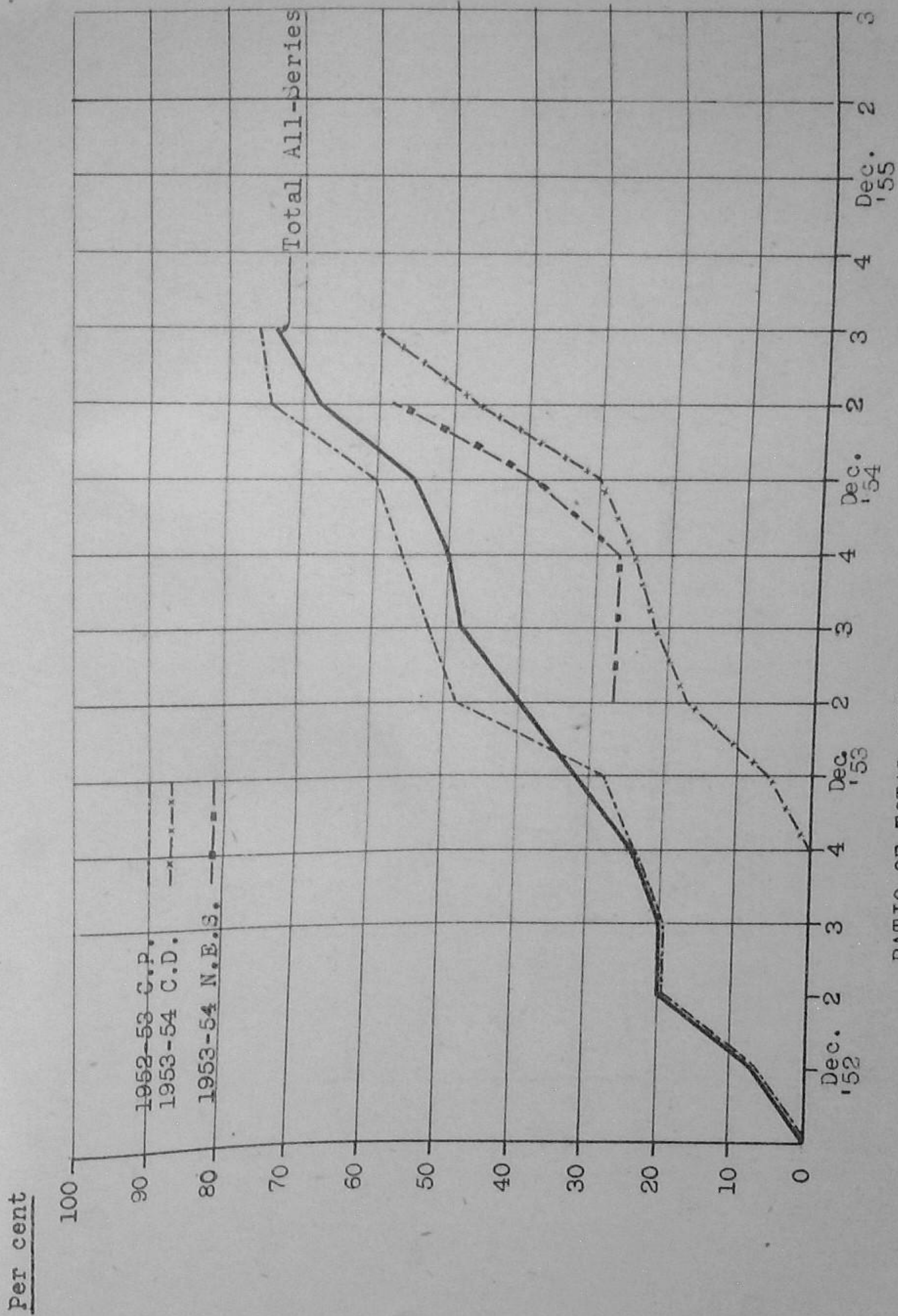
HOW HAS THE COMMUNITY PROJECTS  
RUPEE BEEN SPENT ?  
(October, 1952-June, 1955)



1952-53 Community Projects/Blocks.

	<u>Rs. Crores.</u>	<u>% of total</u>
State & Project Hd.Qtrs.	3.4	20
Agriculture.	1.8	11
Irrigation.	3.1	18
Reclamation.	0.4	2
Health & Rural Sanitation.	1.6	9
Education.	1.2	7
Social Education.	0.5	3
Communications.	2.2	13
Arts & Crafts.	0.7	4
Imported equipment etc.	2.2	13
<u>TOTAL</u>	<u>17.1</u>	<u>100</u>



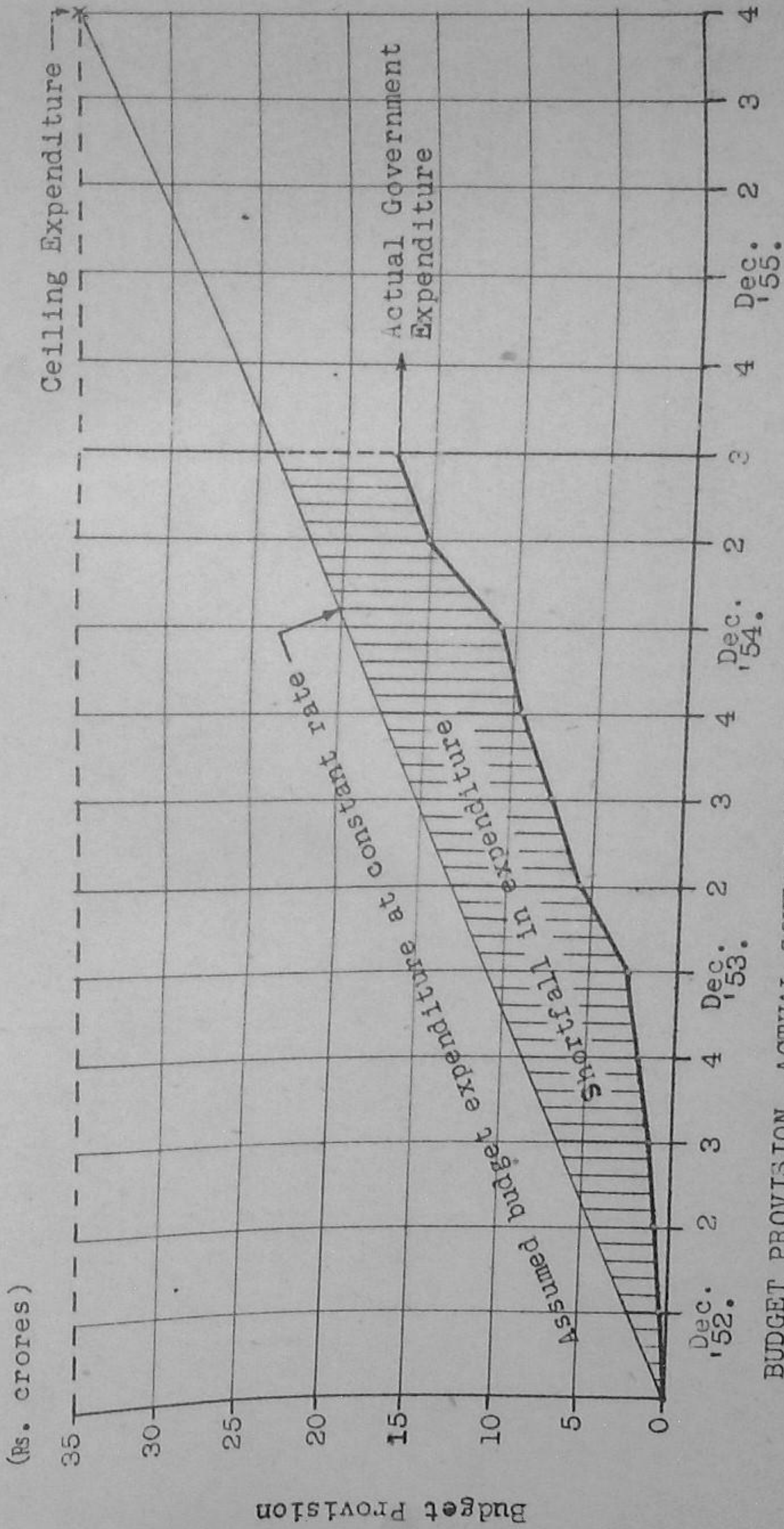


RATIO OF TOTAL GOVERNMENT EXPENDITURE TO 'PRORATA' TARGET

ALL-INDIA

CHART II

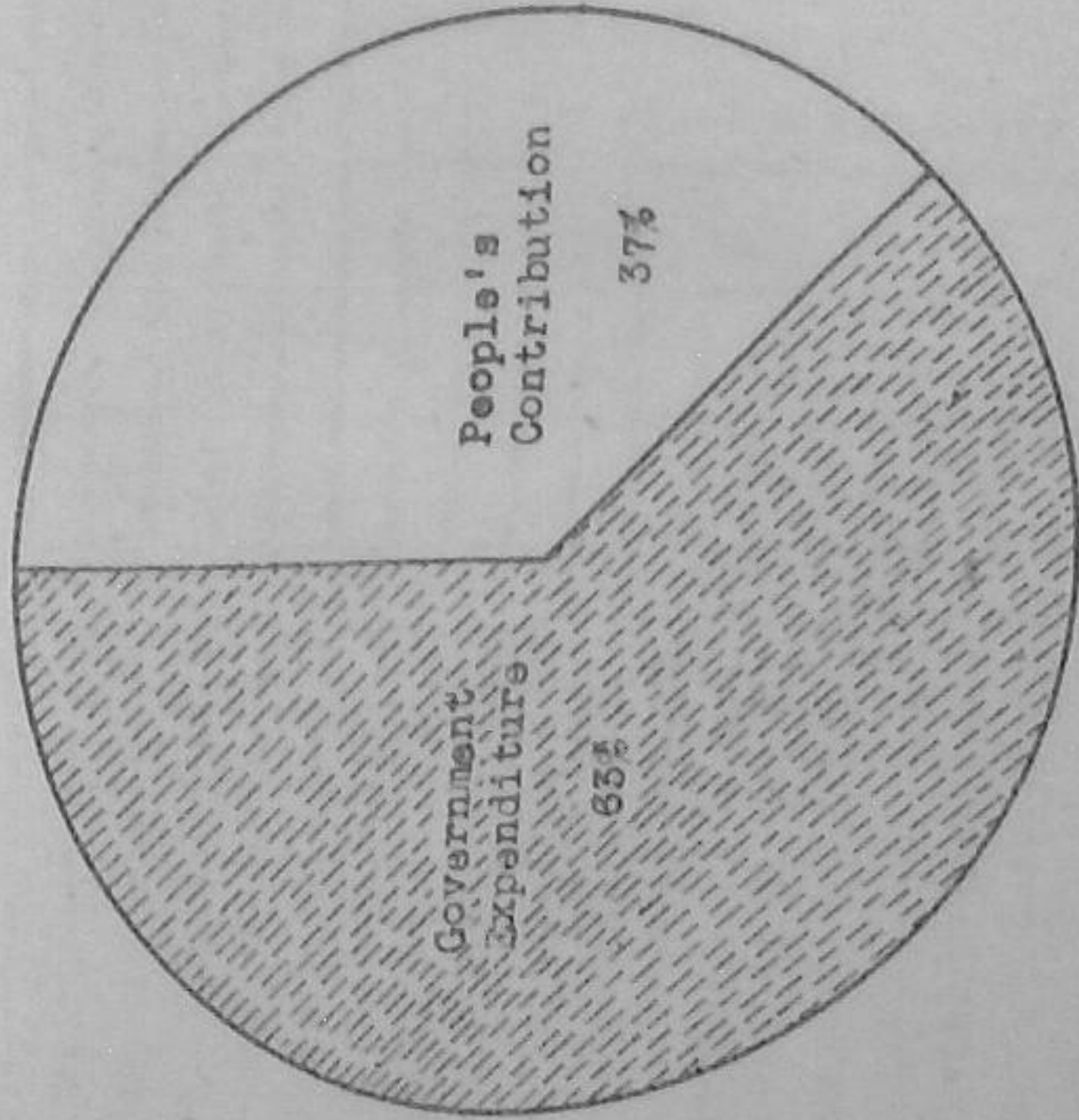




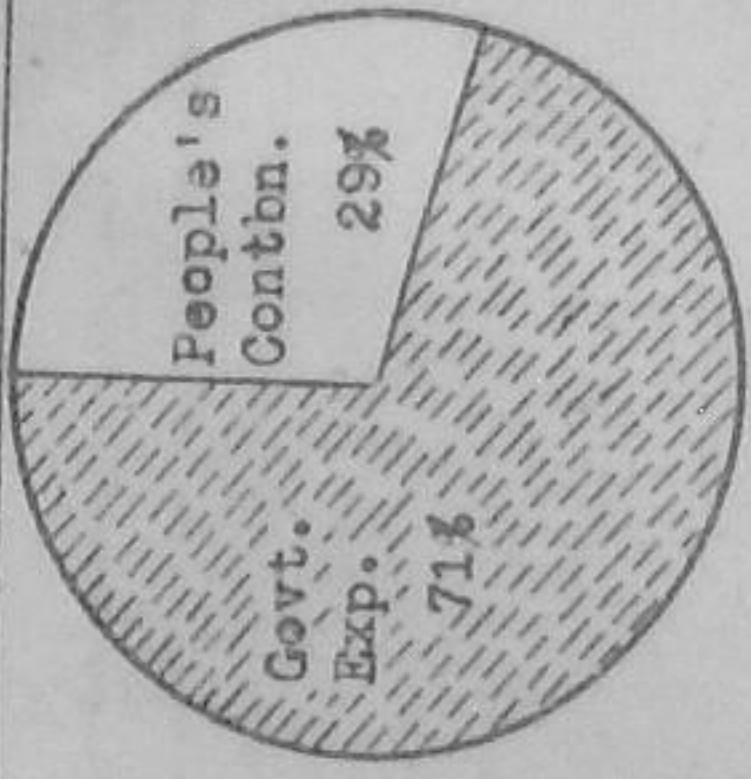
BUDGET PROVISION, ACTUAL GOVERNMENT EXPENDITURE AND SHORTFALL IN EXPENDITURE : ALL-INDIA  
(1952/53 Community Projects/Blocks)



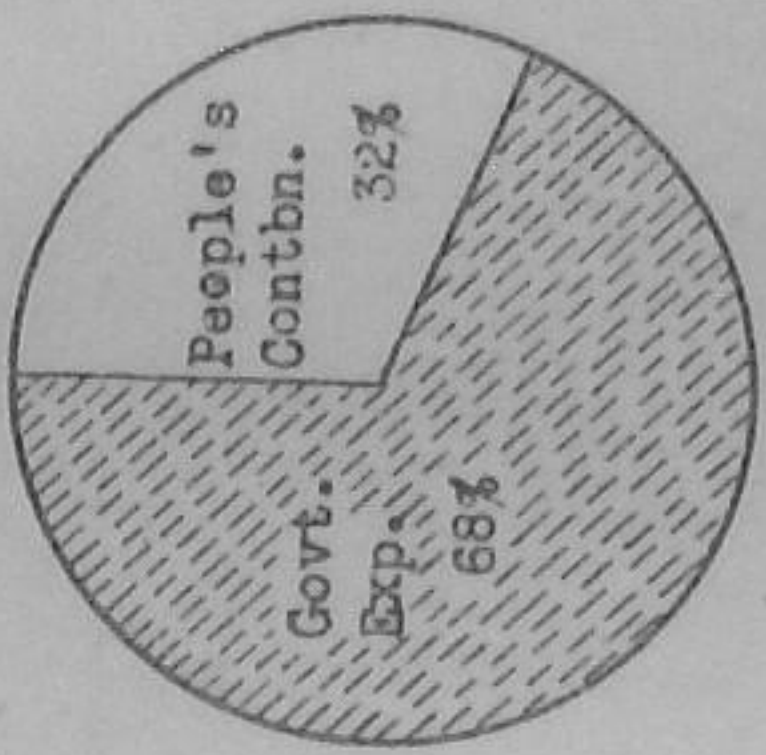
GOVERNMENT EXPENDITURE AND PEOPLE'S CONTRIBUTION ALL-INDIA



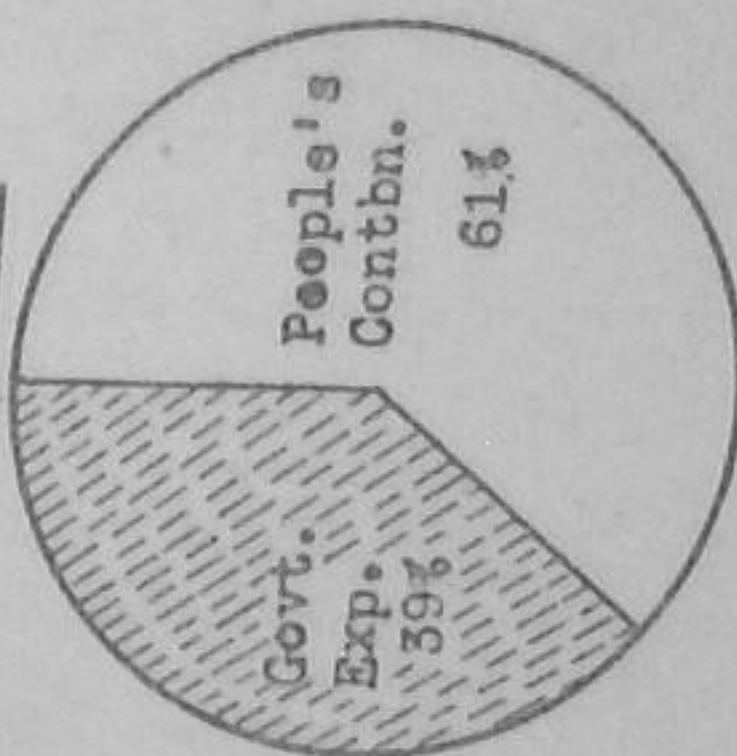
Total All-India All-Series



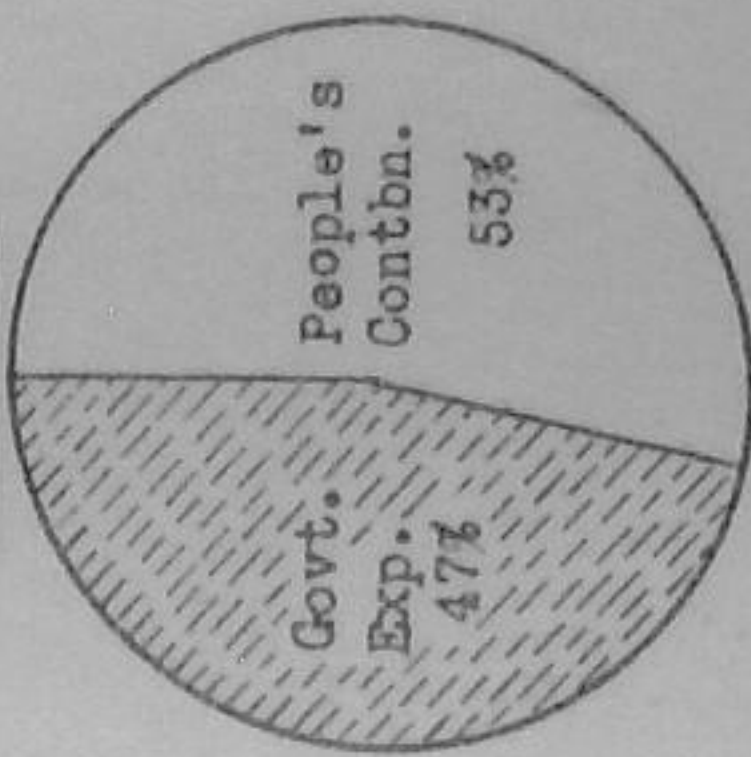
52-53 C.D.



53-54 C.D.



53-54 N.E.S.

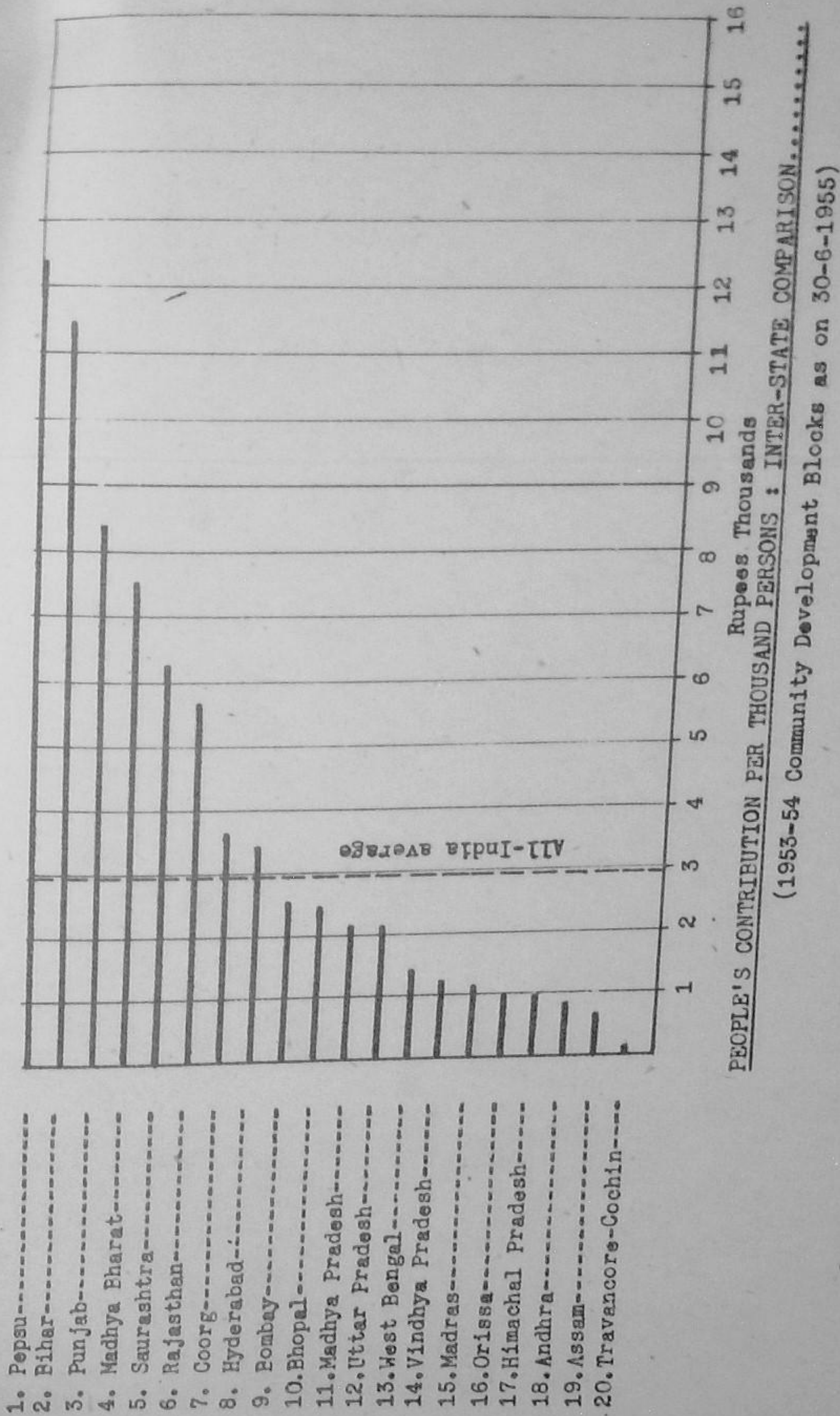


54-55 N.E.S.

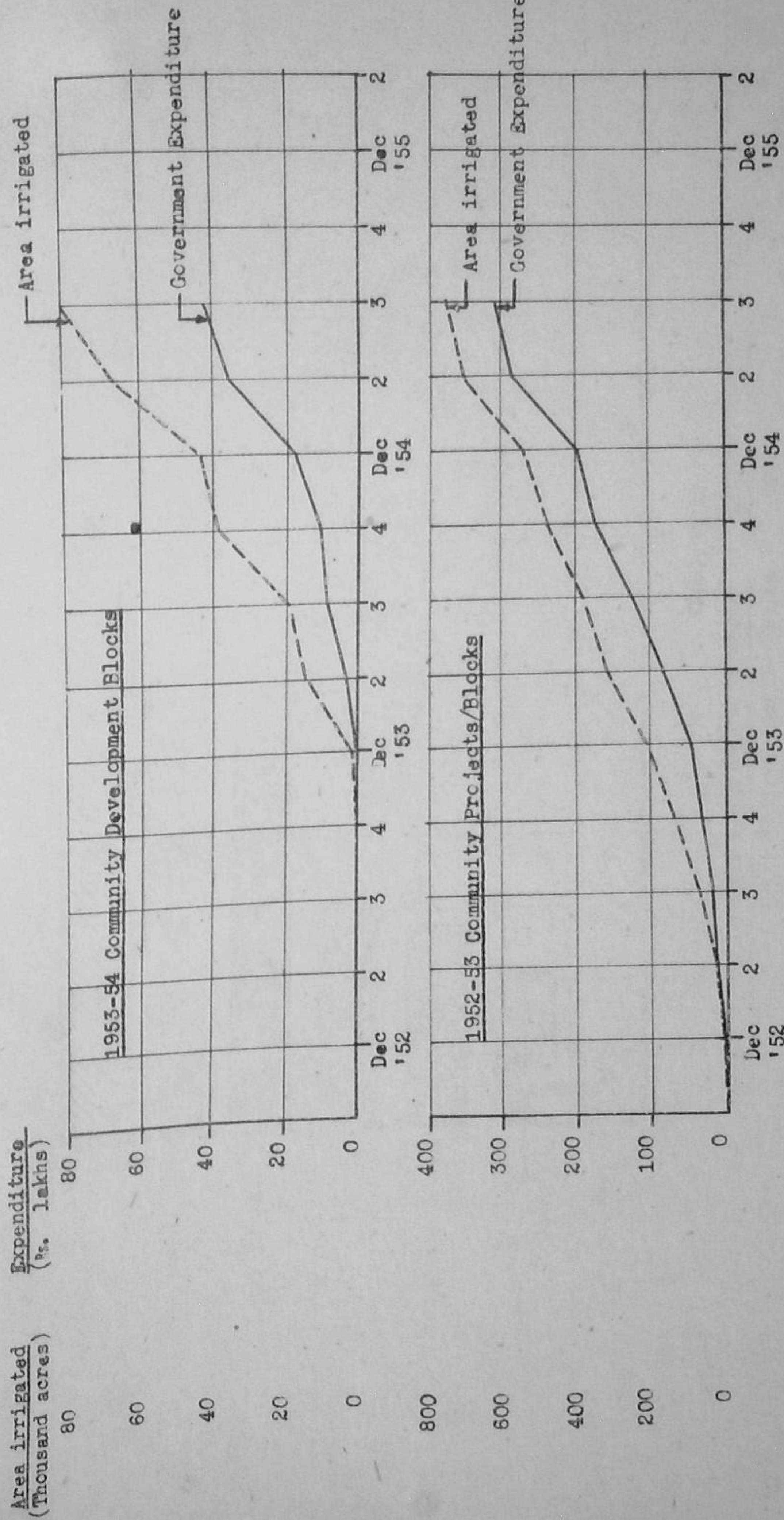
1952-53 C.P./C.D.	Govt. Exp.	People's Contbn.
1953-54 C.D.	(Rs. crores)	(Rs. crores)
1953-54 N.E.S.	17.11	6.96
1954-55 N.E.S.	2.83	1.34
	1.83	2.92
	1.63	1.84
Total	25.51	15.27

(Position as on June 30, 1955)



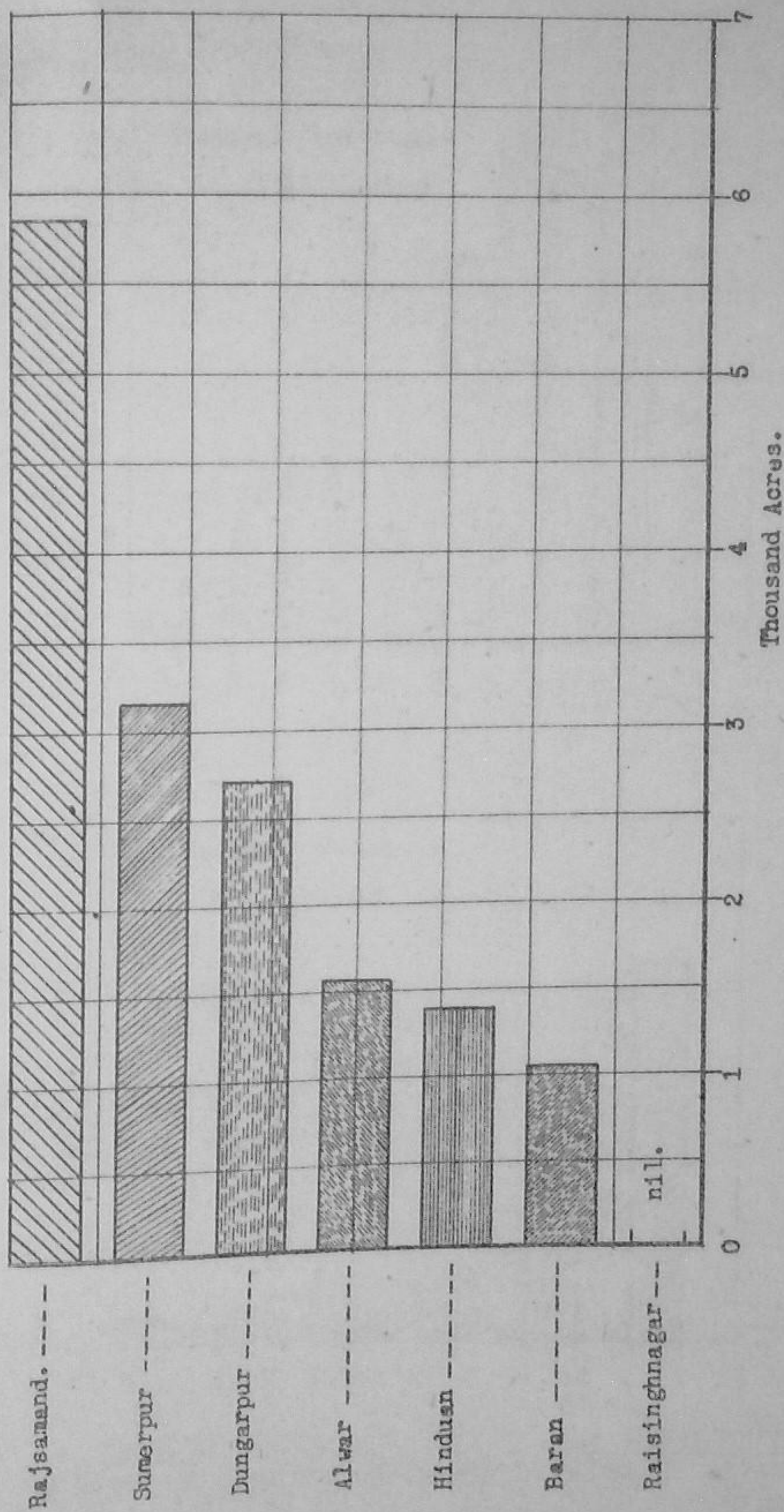






IRRIGATION : PROGRESS OF GOVERNMENT EXPENDITURE & PHYSICAL ACHIEVEMENTS : ALL-INDIA  
(Cumulative quarterly progress as on June 30, 1955) CHART VI



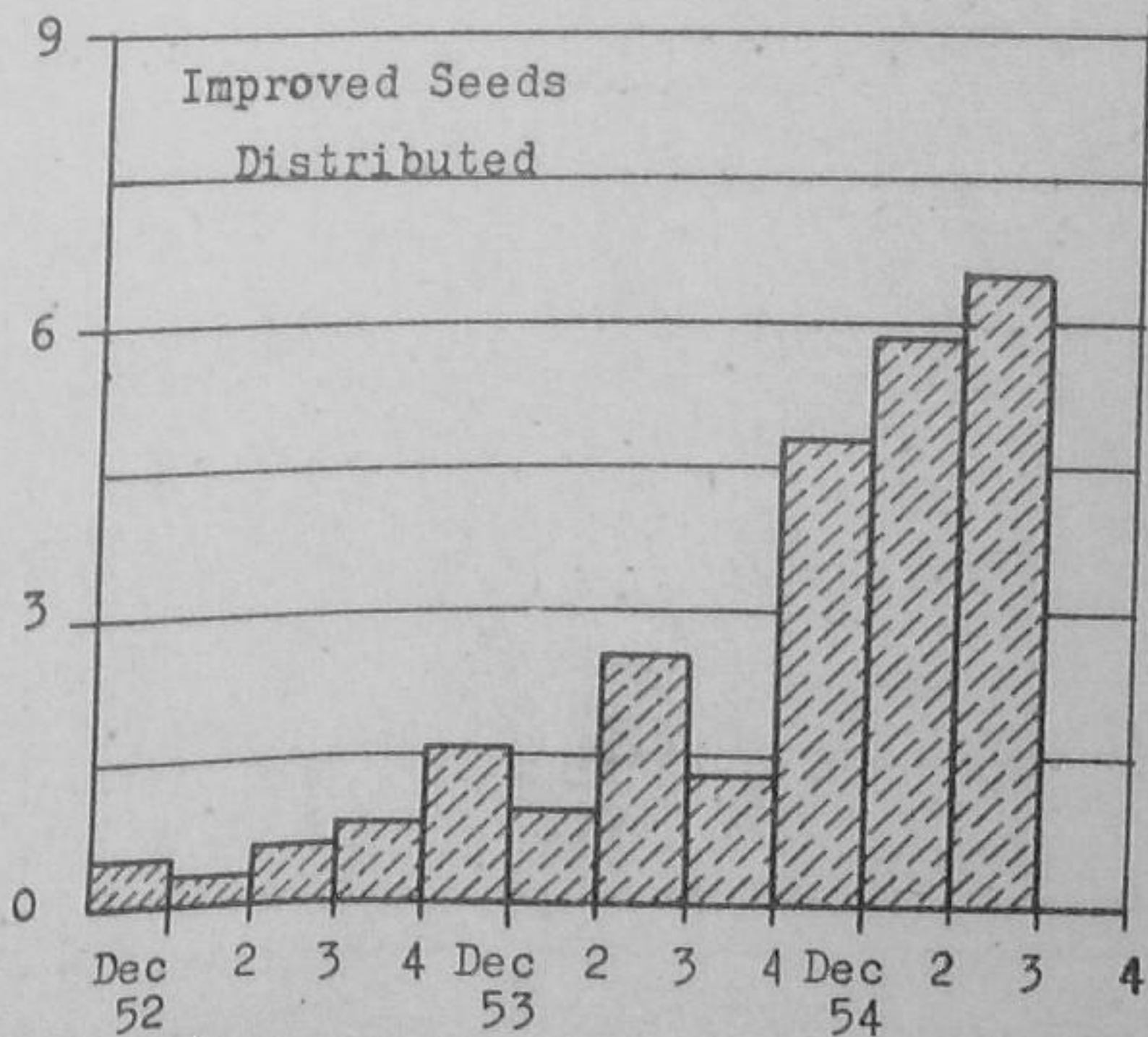
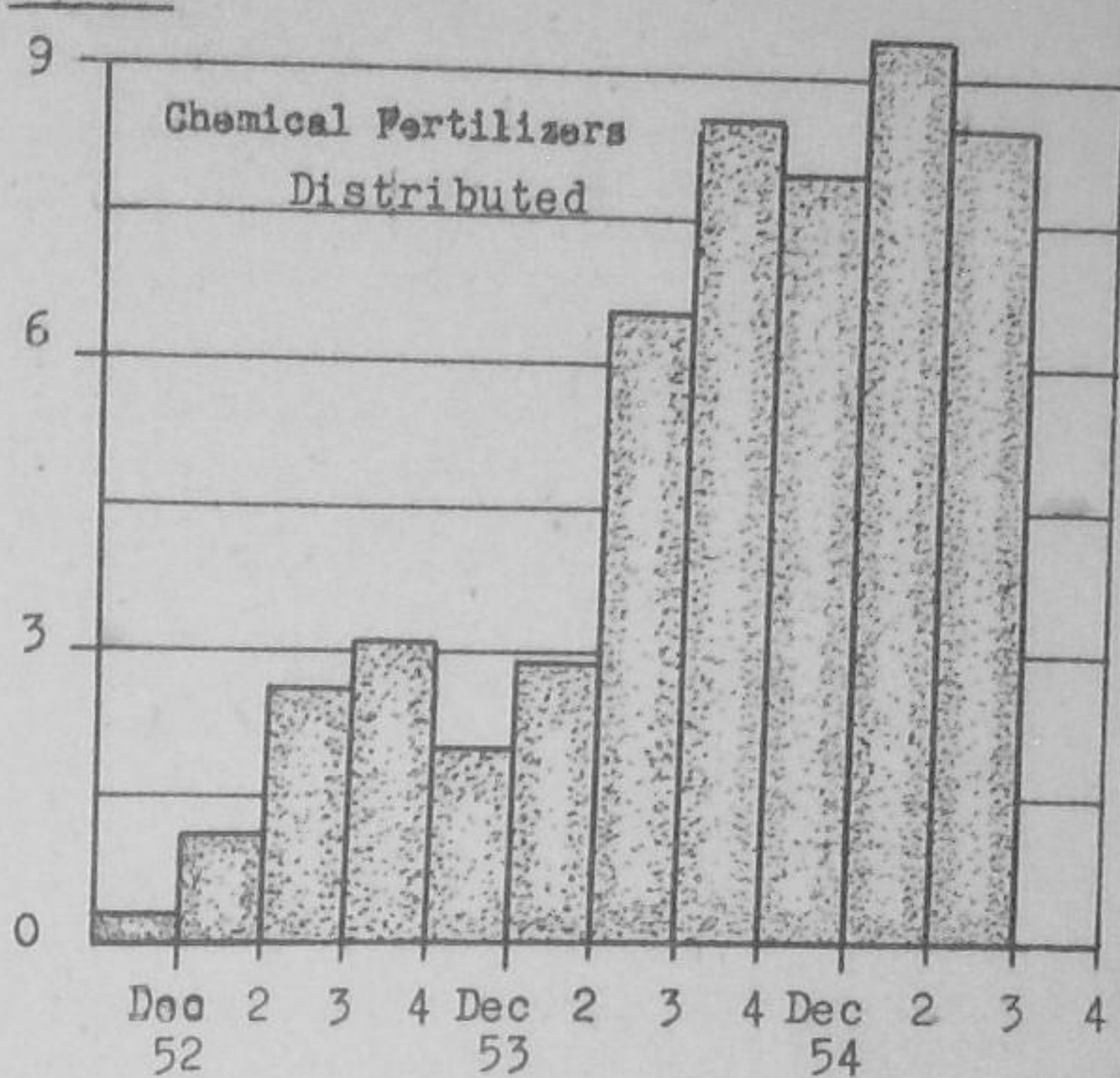


AREA BROUGHT UNDER IRRIGATION IN RAJASTHAN : 1952-53 Community Development Blocks  
( Inter-Block comparison as in June 30, 1955 )

CHART VII



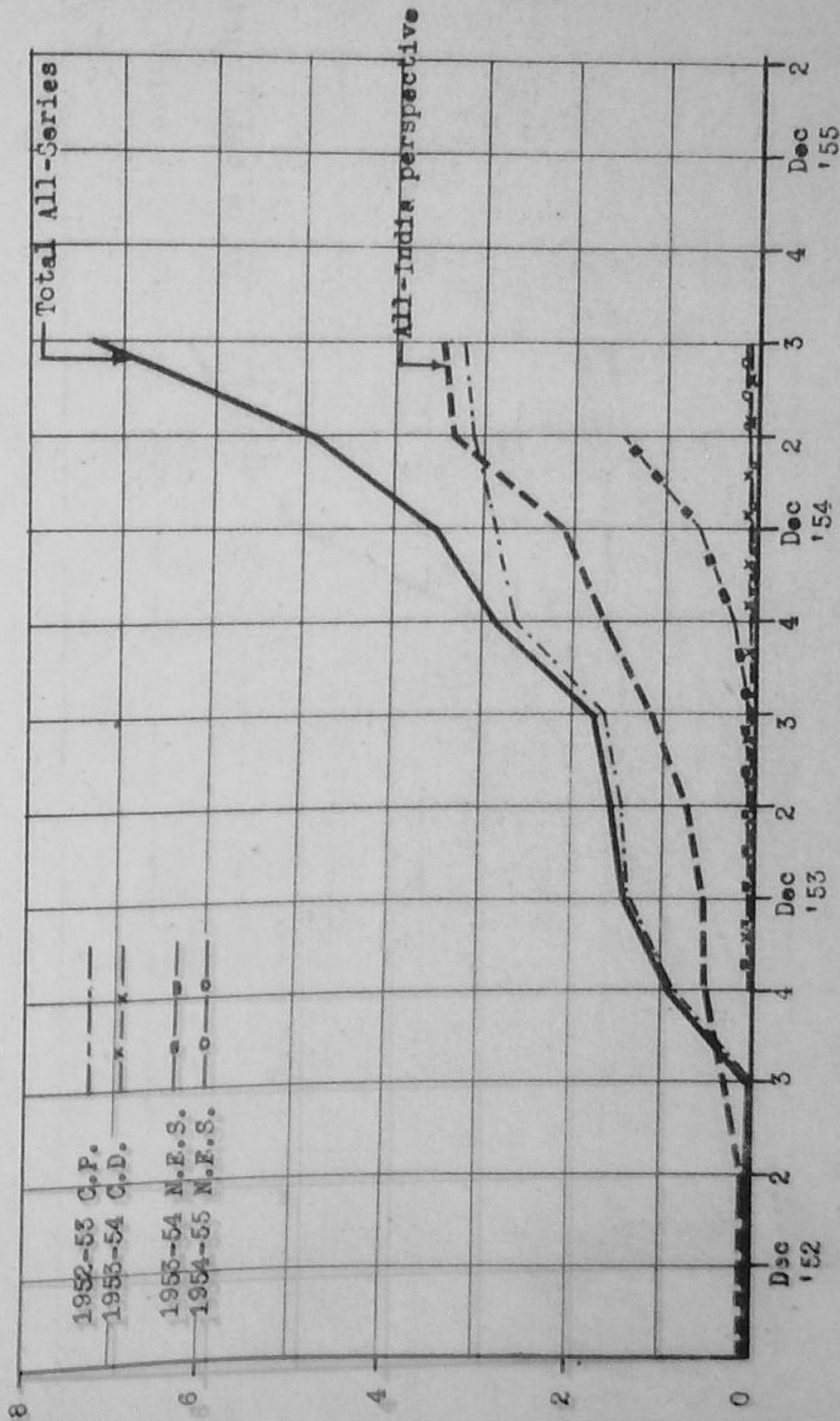
Lakh Mds.



IMPROVED SEEDS AND FERTILIZERS DISTRIBUTED  
(Quarter to Quarter progress All-India All-Series)



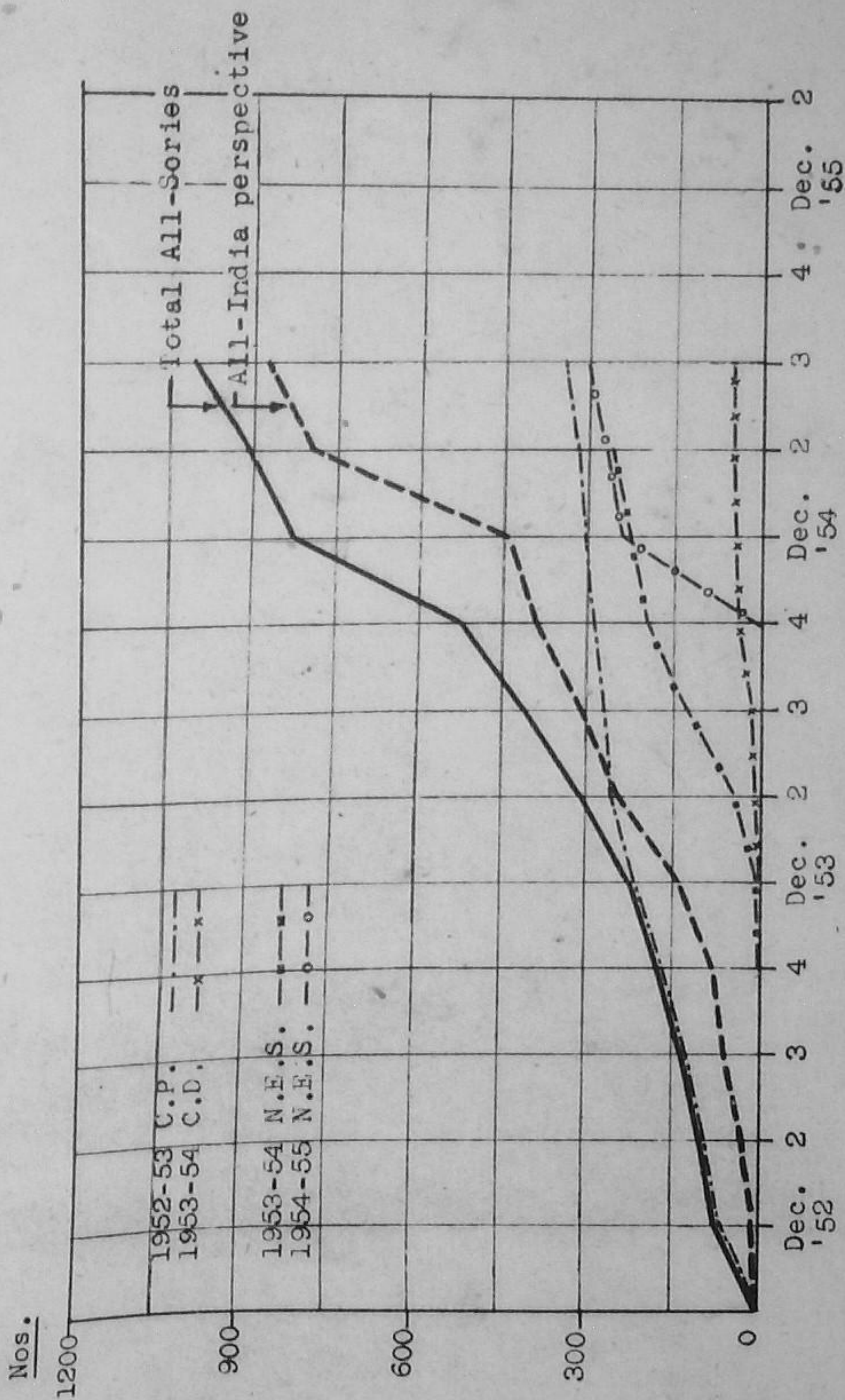
Lakh Mds.



CHEMICAL FERTILIZERS DISTRIBUTED - BIHAR

CHART IX

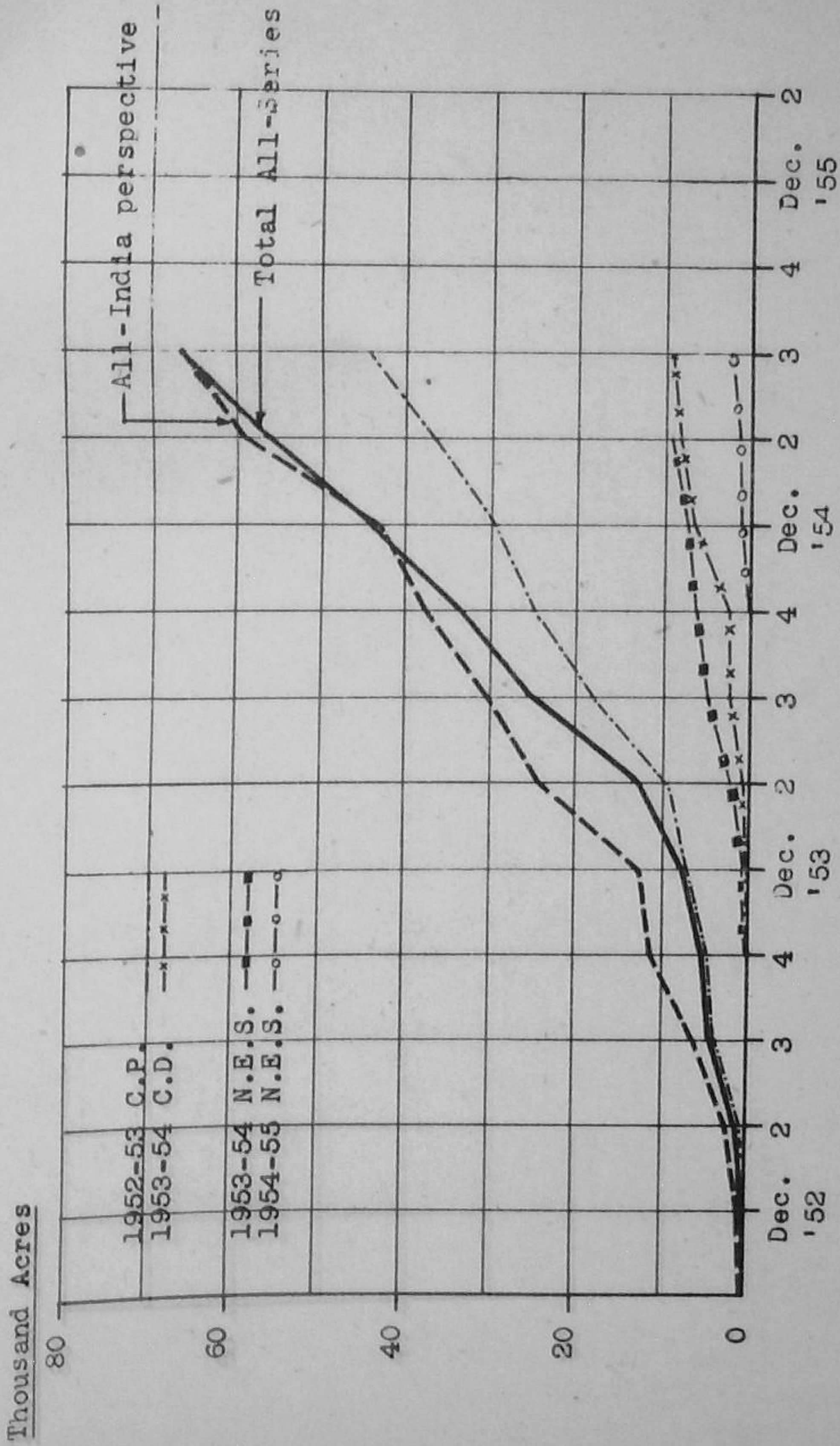




NEW SCHOOLS OPENED - MADHYA PRADESH

CHART X

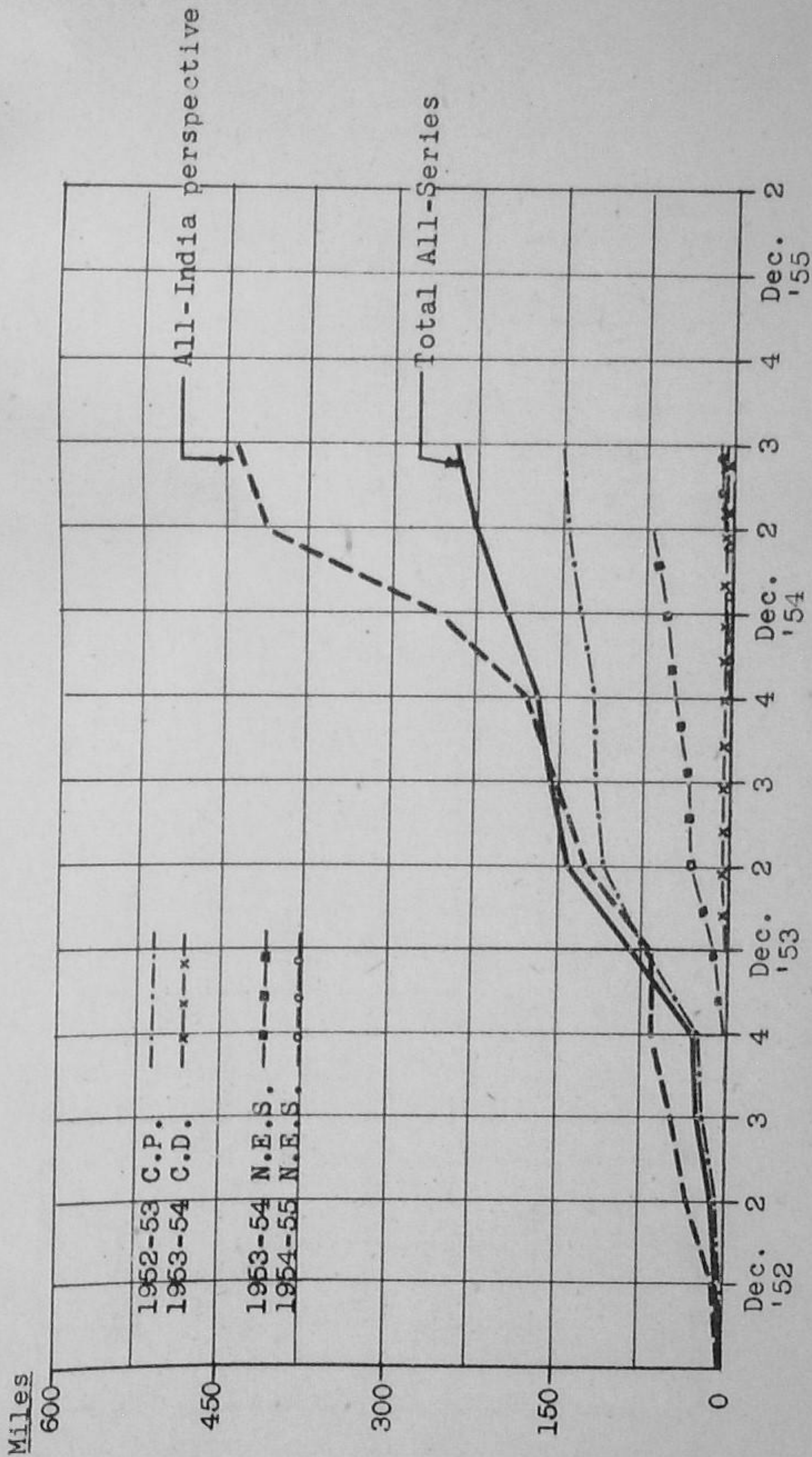




ADDITIONAL AREA IRRIGATED - PUNJAB

CHART XI

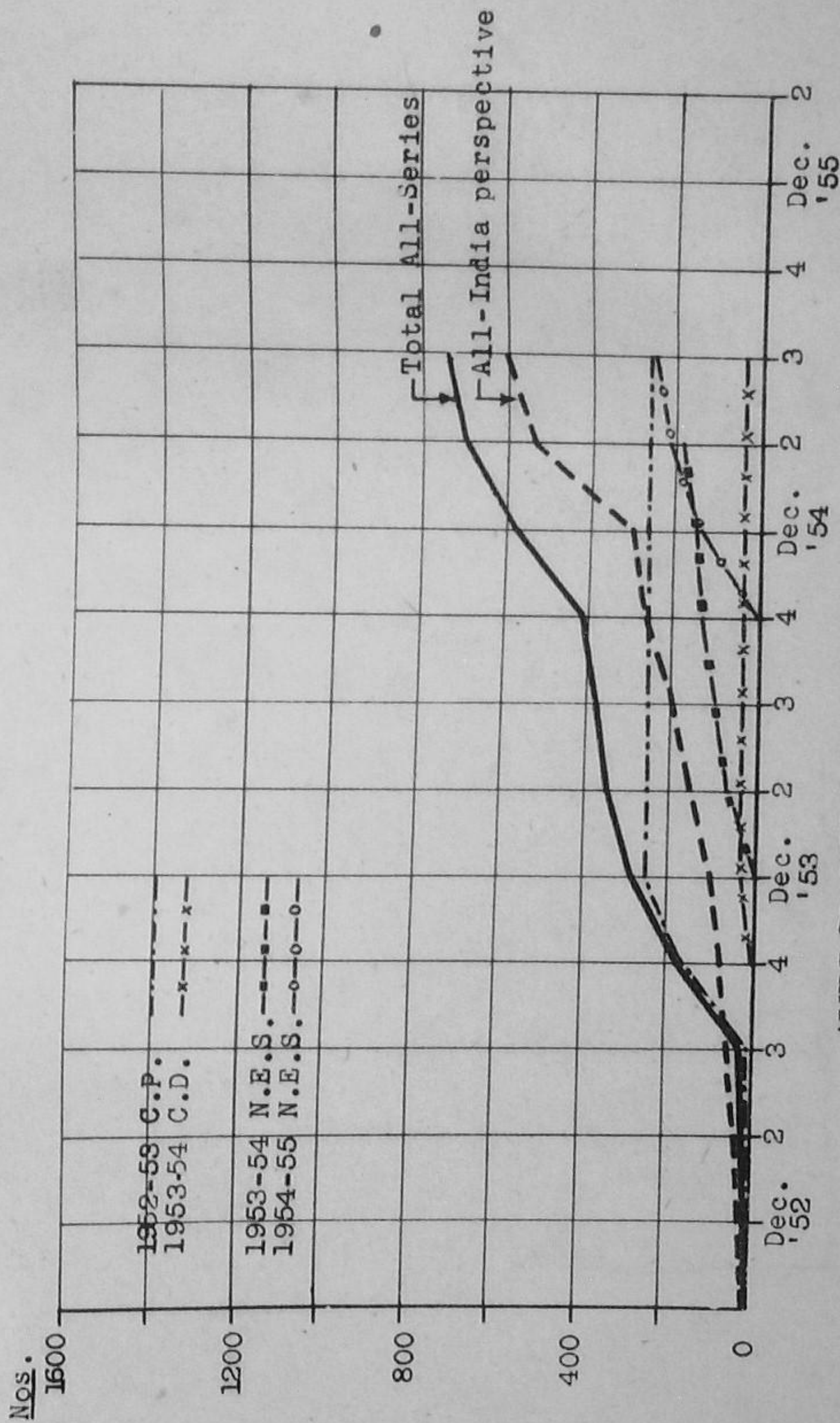




KACHA ROADS CONSTRUCTED - MADHYA BHARAT

CHART XII

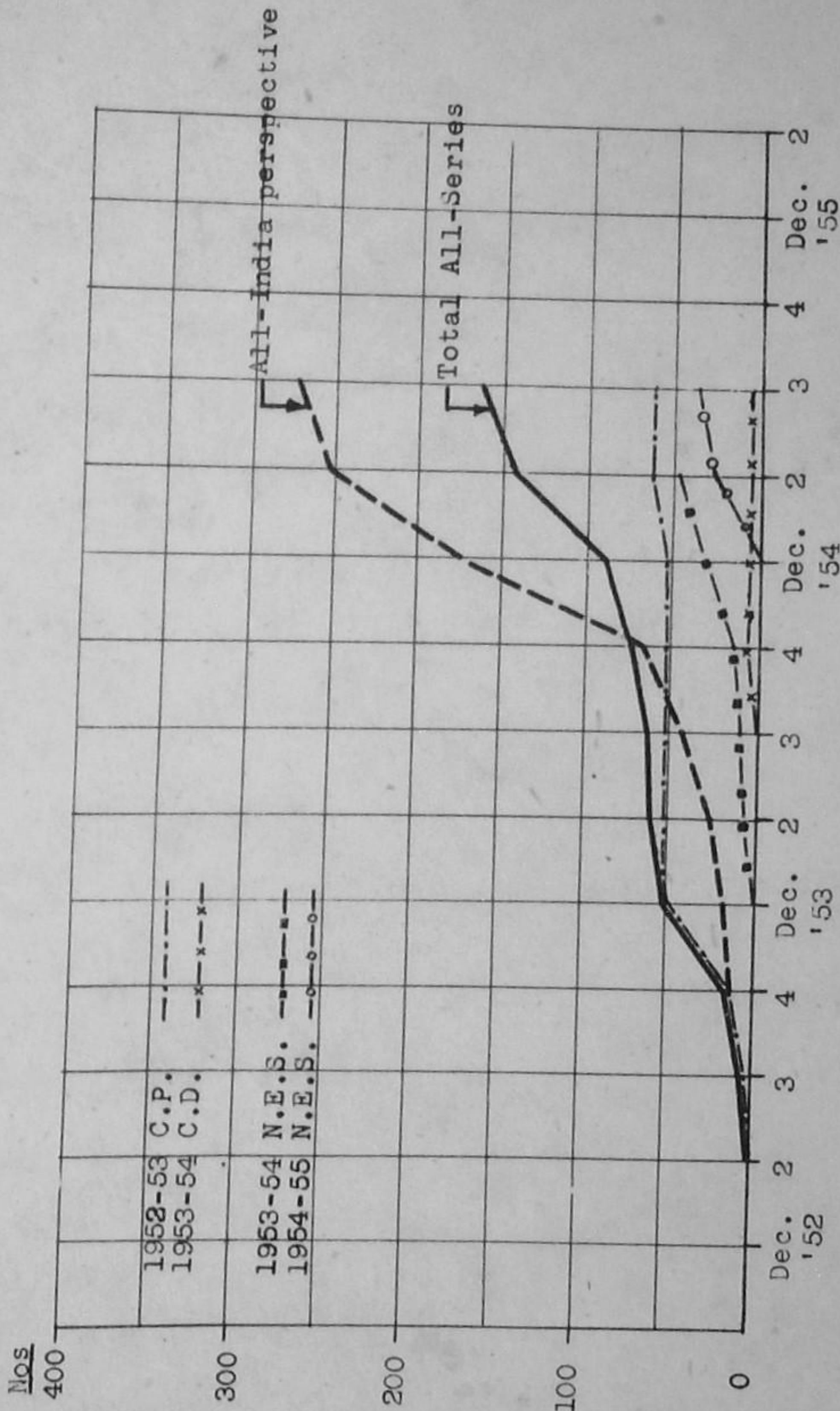




ADULT EDUCATION CENTRES STARTED - PEPSU

CHART XIII





CO-OPERATIVE SOCIETIES STARTED : SAURASHTRA