

INTENSIVE AREA PLANNING SCHEME

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By

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THE INTENSIVE AREA DEVELOPMENT SCHEME

ITS GROWTH AND EXPERIENCE

The Intensive Area Development Scheme of the Khadi and Village Industries Commission is an action-research scheme of building from below.

The scheme was evolved at the instance of the Prime Minister, Shri Jawaharlal Nehru who suggested at a meeting of the All-India Khadi and Village Industries Board, in August, 1953, that it should try to develop some areas on Sarvodaya Principles with emphasis on intensive development of Khadi and village industries. Shri Shankarrao Deo, Secretary of the Akhil Bharat Sarva Seva Sangh also addressed the Board early in October, 1953, suggesting that the programme for the development of Khadi and village industries should be so organised as to ensure full employment in the selected areas.

The growth of the scheme in terms of number of areas selected year-wise since 1954-55 is given in Appendix I.

In developing Intensive Areas research has been directed mainly to solve the following three fundamental problems of village life :

- (1) Employment.
- (2) Building village community.
- (3) Development Resources.

Planning Approach

The basic approach of the Intensive Area Scheme has been that of village planning in place of village service so far followed by

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constructive workers in the country. This approach marks a significant change in the movement for village development. It at once turns the movement from the workers' programme into a people's programme. Rather than giving any ready-made programmes of odd items to the village people, it educates them to prepare their own plans of comprehensive village development. The scheme has evolved certain techniques to provide incentives to the people to formulate and implement village development plans.

(1) Know Thyself

The first technique is 'Knowledge is power'. The workers of the scheme guide the village people to try to form a correct picture of their present position. Through house-to-house surveys they are helped to take stock of the position in regard to employment, consumption standard and development potential of their village. They see that, on the one hand, there is idle manpower in the village community and, on the other hand, there are natural resources awaiting development. They also see that there is a wide gap between their existing consumption standards and the optimum standards that they should attain. They come to realise that these optimum standards are within the range of possibility provided they can match the two sides of idle man-power and development potential. This methodology of village survey and planning provides the key to the development of the initiative of the village people. It gives them the confidence that they have the capacity of developing their life and economy. They cease to look to Government or any other outside agency for every little activity of their benefit.

(2) Treating The Patient Rather Than The Disease

In village planning, a plan is prepared for every family. The economic ill-health of every family is diagnosed. The family fully participates in the process of diagnosis. It is seized of the causes and the areas of ill-health. The remedial programme is similarly prepared in

the new consciousness of the family which now knows its weaknesses as well as the resources it can command. Every family thus understands not only what programme it has to implement but also how to implement it. No vagueness is either left in the objective of the programme. It is formulated with the immediate objective of filling in the gaps in the standard of living of the family. There is thus a direct appeal to the family for taking initiative and making the necessary contribution for implementing the programme. It sees its own good and seeks it. When every family is thus educated in regard to its own programme the village plan practically takes the form of a total of family programmes. This method of treating every individual patient for treating the disease of rural morbidity and poverty is found to be more effective than the reverse process of indulging in general preaching to fight the disease which leaves the people cold. It is in this approach of treating the patient rather than the disease that the Intensive Area Development Scheme becomes really intensive.

(c) Expanding Economy

The third technique which provides incentive to the village people in formulating village plans in the Intensive Areas is the approach of expanding economy adopted by the Scheme. Village life is to-day characterised by limited growth and limited opportunities. Its consumption standards are low. It lacks modern amenities and services. Its arts and skills have stagnated. It has access to opportunities relating only to raw material production or supply of labour both of which bring low returns. It suffers from cultural isolation and organisational disintegration. It is slow in modern techniques of production. Its economy has thus become static and full of limitations. Evidently any attempt to seek a solution of village problems in terms of these limitations is bound to end in frustration. It can at best seek to attain distributive justice but

can hardly add to the total wealth and happiness of the village community. Even if it offers full employment to all workers, such employment would not be fully rewarding. This means stabilising life and economy at a low level. Such a prospect of existence without growth enthuses nobody.

It is not only desirable but, with a more imaginative approach, possible to get over the present limitations of the village economy and to make it dynamic and growing. In the first place, the limitations should be recognised as such and not idealised. Human personality is one whole. If it grows it grows as a whole and not in parts. Since growth is in proportion to the opportunities available to man for favourable reaction stunted growth will be the inevitable result of limited opportunities. If the horizon of the village man is to be widened his opportunities will have to be widened through a well-directed social effort. In the second place, a rewarding and satisfying life should be envisaged and provided for. With the help of science and technology it is possible to raise production in all sectors of the village economy, such as in agriculture and animal husbandry, in Industries and in providing amenities, services and recreational facilities. Production should be so organised as not only to meet the meagre current needs but also the needs of a fuller life making for the highest development of human personality. It follows that needs will have to be created or educated. If, for instance, milk does not form part of the current needs of certain Adivasis they will have to be educated to take milk as a necessary item of balanced diet. If milk becomes their need they will seek to produce it and will certainly succeed in their favourable natural conditions. This is how economy can expand. Expansion is thus a process of stimulating consumption and production.

In our conditions the scope for expansion both in consumption and production is obviously great. The scope is an index of the

potential opportunities of development. These opportunities can be further widened if the primary village unit instead of remaining isolated and disintegrated is linked to a bigger regional structure which can organise services and provide opportunities in a more efficient and stable basis. This approach of expanding economy offers to the village people the prospect of a better life and thus provides them the incentive to work for it.

(4) Enlightened Self-Interest

Generally the weaker sections of the village community are left out of the benefits of the development programmes under the Five Year Plans. This is because they are morbid and unorganised and, therefore, cannot avail of even the normal available facilities. Neither do the advanced sections of the village community make the advancement of the weaker sections their concern. In several village plans prepared in the various Intensive Areas it has been possible to persuade the village community as a whole to adopt programmes of 'Antyodaya'. This is because of a sustained effort made to educate people in these villages to look upon Antyodaya not as charity but as an investment. As it is, the weaker sections are not only a drain but also a drag on the whole village community. In so many anti-social ways they do have a share in the income of the advanced sections. This is not ordinarily realised by the village community but this position was plainly brought out during the house-to-house surveys. The more harmful aspect is the psychological drag. Man generally lives by comparisons. It is well said that man does not want to be rich, he wants to be richer than his neighbours. The advanced sections feel satisfied because they are relatively better off than the weaker sections. Although there is a marginal difference in the ambition between the two groups the advanced group shares the morbidity of the backward group. This is so not only in respect of efficiency in production but also in regard to the standard of living. In planned villages an effort

was made by the village community from the point of view of its enlightened self-interest to provide the minimum standard of living to the weaker sections. The community could persuade itself to make such an effort because of the expanding economy approach which gives benefits to the weaker sections not at the expenses of the other sections but out of additional production. This did give a psychological jolt to the advanced sections to further improve their own income and standards. Antyodaya has thus been found to be a good lever with which to shake the morbidity of the village community and is accordingly being used with profit in the Intensive Areas.

(5) Pooling Of Resources

In the ultimate analysis planned development connotes well-directed human effort for the development of the natural resources of a country. But different social orders can adopt different means to direct this effort. In a capitalistic social order where the means of production are owned and controlled by a few individuals and concerns who also reap the profits of production, finance in the form of capital formation plays the most important role in directing this effort. Since all services and commodities have to be fully paid for in cash by the individuals or concerns using them capital investment capacity becomes the controlling factor in setting the pace of development. In a socialistic economy which generally socialises the means of production and profits, human effort is directed primarily through State regulation. In planning for a decentralised social order, however, willing cooperation of social groups which pool their resources is the main motivating force to direct developmental effort. In a decentralised economy co-operative organisation can be a substitute for both finance and State regulation. This is because decentralised economy is built on the principle of self-employment. Self-employment reduces payment and external regulation to the minimum and it is possible to extend the principle of self-employment to the small primary

communities constituting decentralised economy.

Extension of the principle of self-employment from the individual family to the small community implies integration of the interest of the different sectors of the village economy. It means that the means of production in any sector of the village economy even when privately owned will be so utilised as to subserve the common interests of the whole community. In the first place, all sectors will follow the objective of manpower planning in terms of full employment. Each sector has to co-operate to promote activities which make for full employment and agrees not to use techniques which come in the way of full employment. In the second place, each sector organises its production primarily to meet the needs of the local community. In agriculture, there should be crop planning to meet the requirements of balanced diet of the community as well as to supply raw materials to local artisans. Production and consumption within a small community can thus be organised on the basis of exchange of goods and services. To ensure fair exchange, parity in productivity will have to be attained for which each sector will have to make rational use of manpower and introduce efficient techniques of production. It is this approach of integration of village economy adopted in village planning which has led to co-operative farming in Intensive Areas.

This technique of pooling resources at the village level has helped the formulation and implementation of village plans on the basis of mobilisation of idle resources plus normal financial and technical assistance available under the Five Year Plans. That the proportion of local resources to outside assistance is quite sizable shows that the method of village planning has great potential capacity to add to the total planning effort in the country.

(6) Oceanic Circle

The Intensive Area Scheme has kept in view the necessity of evolving techniques of survival of small communities. These com-

munities can survive neither under centralisation nor as isolated units. This technique lies in evolving a higher organisation in which the primary units are structurally linked to a bigger regional organisation. The Scheme thus distinguishes between decentralisation and disintegration. This approach of higher organisation has been adopted by the Scheme from another consideration also. It believes that like self-rule self-protection is the best form of protection. On the strength of higher organisation using higher techniques the Scheme envisages to create conditions of self-protection for local processing industries. A Scheme of co-ordinating the economy of home units, village units and regional units is envisaged in this approach. Although not much progress has been made in this respect in the Intensive Areas, it is having its impact on the formulation of regional plans attempted in some Areas from the current year. In the regional plans an attempt is being made to create an integrated cooperative structure of the decentralised cooperative economy. This structure is meant to give shape to the concept of the Oceanic Circle. It is possible under this structure to make the best use of science and technology in the interest of the small communities. This approach of the Oceanic Circle also widens the opportunities of development for the talented youths of the villages. It has, therefore, a great appeal to them.

II

THE GROWTH OF CONCEPT

In the initial stages the first concern of the Scheme was the full utilisation of manpower in selected villages for which village plans were prepared. This attempt of providing full employment in the villages was made after the model of the Vedchhi (a village in Surat District) plan prepared in 1951 under the auspices of the Gandhi National Memorial Trust. The Vedchhi plan did envisage full utilisation of its manpower in the very first year of the plan formulation on the basis of development of agricultural and village industries. The concept of employment, however, grew as one after one village plans were formulated and implemented under the Intensive Area Scheme. It was realised that the objectives of employment were more important than employment itself. It was also realised that if these objectives were to be fulfilled reorganisation of village economy was inevitable. Thus emerged the two main problems of investigation.

(1) Objectives of Employment

(2) A Model Village Community which could fulfil these objectives.

The scheme had to find an answer to these two problems. The

various studies undertaken through the formulation of village plans centred round the attempt to find solutions to the two problems. We shall briefly trace here the growth of concept in regard to both.

Objectives Of Employment

Employment to be fruitful must not only be a means to livelihood but should also prove to be an opportunity to provide favourable reactions for the development of the personality of the worker. Employment should thus lead to material prosperity and cultural and spiritual growth of the worker and his family. This criterion should govern the objectives of employment which can be stated as follows :

- (1) Optimum income for optimum standard of living ;
- (2) Inner value of work ;
- (3) Quality employment;
- (4) A Rational time-table of work.

(1) Optimum Income

The Poona Conference of the All India Khadi and Village Industries Board in 1955 put a figure of Rs. 250 per month per family as the minimum income required for the optimum standard of living, in our country under the present circumstances. Modifying this figure the Intensive Area Scheme adopted Rs. 100 as the target to be attained by every family in the village in the immediate future. This income would provide a standard of living as given in the following table :

S.N.	Item	Standard requirements per adult equivalent unit	Value per Md. (Rs.)	Amount (Rs.)	Standard requirements for a family of five (Rs.)	Per Capita money cost of the minimum standard
I. *	Food					
	a) Cereals	4.00mds.	13	52.00		
	b) Pulses	0.85 „	12	10.20		
	c) Vegetables	2.90 „	5	14.50		
	d) Milk	2.90 „	20	58.00		
	e) Fruits	0.85 „	5	4.25		
	f) Oils & Fats	0.60 „	100	60.00		
	g) Sugar & Gur	0.60 „	14	8.40		
	h) Spices	—	—	2.65		
	Sub-total (I)			210.00	890.40‡	178.0
	Other items :					
	a) Clothing	20 Sq. yds. Rs. 1.25 per Sq. Yd.†	—	—	125.00	
	b) Health & Medicine	—	—	—	25.00	
	c) Education	—	—	—	50.00	
	d) Recreation & social function	—	—	—	50.00	
	e) x House repairs x & maintenance	—	—	—	75.00	
	f) Old age provision.	—	—	—	50.00	
	Sub-total (ii)				375.00	75.00
	Total				1,265.00	253.00

* Food items valued at the rate at which the production of these items were valued in the plan for the year 1958-59 of village Kamelpur, Dist. Moradabad.

† A minimum of 20 Sq. Yds. per capita is taken as the immediate objective.

x Depreciation @ Rs. 60 per annum is calculated for the houses which have been constructed at the average cost of Rs. 1,200 Rs. 15 is estimated to be cost of maintenance and repairs per annum.

‡ For 4.24 adult equivalent units in a family of Five.

This income of Rs. 100 which works out at Rs. $22\frac{1}{2}$ per capita per month for a family of five persons should be earned by $1\frac{1}{2}$ working members in the family. Taking 25 working days in a month it amounts to a daily wage rate of Rs. 3 for the main worker and rupee one for his assistant. Village plans aimed at organising production on this basis.

(2) Inner Value Of Work

Work is pursued for its two values, the inner value which develops the worker by providing opportunity of favourable reaction and the other value which represents his earnings. To day in our villages work mostly yields the outer value and has ceased to yield the inner value. It has, therefore, become a drudgery which everybody wants to avoid. This degradation of work divides society into two groups, the classes and the masses. The educated and talented individuals in the village community no longer stick to their professional occupations. They try to migrate to towns in search of better jobs and better opportunities,

Practically all occupations and activities in the villages are thus left to the care of the less developed persons. This is the cause of degradation of village occupations. With the help of Science and technology they will have to be upgraded so as to become acceptable to the educated classes. They will have to be transformed if they are to yield the inner value. Such upgradation alone can remove the distinction between the classes and the masses to the great development of the creative faculties of both. It is only when occupations are so upgraded that labour involved in them give dignity and work will be turned into hobby. Happy is the man who makes a living from his hobby. The village man following such upgraded work will be following his hobby and will be happy. Although such transformation of work is a long term approach not amenable to quick treatment in our present conditions, the workers of the scheme have made vigorous attempts to educate the people along these lines.

These attempts bore fruit at least in the field of agriculture where co-operative farming has been adopted in 89 villages in the Intensive Areas, in U. P., the prospect of transformation of work being one of the motivating forces for the formation of these farming societies.

(3) Quality Employment

Beyond transformation of existing works so as to make them more congenial for the workers another aspect of work which presented itself was the question of employment of the educated youths of villages. It was, in other words, the question of finding quality employment which the educated want. Now, employment comes from living. In villages today life is lived mostly at the physical plane. Demands have to be met for the requirements of the physical life. It is quantity living affording quantity employment. The quality life at the intellectual and emotional planes remains undeveloped. It is thus partial living and hence the problem of full employment. Full employment can come only from full living at all the three planes of life. If quality life develops it can provide new openings of employment to the educated classes in the villages. At present, opening of schools so as to cover all villages has been taken up as a programme to provide employment to the educated. Teaching of music and fine arts, building up reliable statistical data and maintenance of records, building up numerous village level institutions catering to the cultural needs of the various sections of the village community, transforming the individual sector of economy into the co-operative sector for greater efficiency and widening opportunities of development and introduction of mechanised techniques for improving conditions of work are some of the avenues which can provide quality employment and enrich village life.

(4) Rational Time-table Of Work

When in 1945 Gandhiji suggested the reorientation of the

whole Khadi programme, he observed that while the spinners should improve their productive efficiency they should also spend considerable time and energy for improving their intellectual standards. One claim made on behalf of Khadi and Village Industries is that they improve the skill and cultural attainments of workers engaged in them. Gandhiji was perhaps prompted to make the above suggestion because he could not notice any signs of fulfilment of the claim from the manner in which Khadi work was organised. In the absence of individual attention the skill developed by the spinners proved to be of a very limited nature. The whole economic and social organisation of the village community remaining what it is, it is impossible to expect any appreciable cultural development through the adoption of some simple processes of village industries. If village industries require time and energy for their development cultural attainment requires no less time and energy. It is true that transformation of work and industries with the help of Science and technology will greatly help to raise the skill and intelligence of the worker. But a worker will not learn music or fine arts or the various sciences of life if he spends his whole time and energy on his occupation and has nothing left for learning these arts and sciences which are as essential as industries for enriching his life. Hence the necessity of a rational time table of work which leaves enough time to the worker for higher pursuits of life. Vinobaji has suggested that a person should not ordinarily have to devote more than 6 hours a day for making a living for himself and his family. The Intensive Area Scheme has made sustained efforts to educate the people to realise this objective of employment.

Building Village Community

The Intensive Area Scheme has been attempting to build the village community on the twin principle of Bhoodan and planning, with emphasis on planning. Without the Bhoodan approach in the sense of social solidarity, village planning could not be effective and

without planning making for increased prosperity, social solidarity could not be sustained. While Bhoodan develops the charitable urges of individuals, planning builds up the social structure favourable for human growth. By combining the two principles, therefore, the Intensive Area Scheme has aimed at producing good man and good society. As noted above, however, the main emphasis of the Scheme has been on pursuing the idea of producing great societies rather than great men. It has accordingly laid stress on building up the village social structure so as to make it the fit instrument to promote the highest development of human personality.

Such a model village community will assume the form and character of an agro-industrial community which will enjoy the modern amenities and services available in towns and thus reduce the disparities between towns and villages. By organising community services and social security programmes it will provide incentives for co-operative life and economy in place of the competitive life and economy. By upgrading work and transformation of activities with the help of science and technology it will make for the material prosperity and spiritual growth of the village man. By the same process of transformation which makes all work educative it further reduces the distinction between masses and classes. While it provides to individuals the security that was available in self-sufficient village communities, it ensures them freedom from feudalism and caste rigidity. It will provide the benefits of organisation while maintaining close organic relationship among individuals living in small communities. It will be structurally linked to a higher regional organisation which will widen the mental horizon of and developmental opportunities for the village man who will thus be enabled to lead a rewarding and satisfying life and will, therefore, be governed by his internal self discipline or mutual control of his community rather than by State control. He will also have the experience of direct

participation in the affairs of the community including the formation and implementation of plans for the development of his community based primarily on local needs and local resources.

For the building up of such a village community the Scheme has made an attempt to develop its programme in terms of the following.

1. Crop planning for nutrition of the community;
2. Full employment to distribute purchasing power;
3. Social security programmes;
4. Integration of village economy;
5. Demarcation of self employed and co-operative sectors,
6. Setting up regional units;
7. Co-operative farming;
8. Village Remodelling;
9. Community services and village institutions;
10. Regional Planning.

(i) Crop Planning For Nutrition Of The Community

As indicated in section I the Scheme begins its programmes having direct appeal of raising the standard of living of the village community. The foremost item forming part of such an appeal relates to improving the nutrition of the community. Milk, vegetables and fruits constitute the usual major deficiencies in the diet of the village people. Each village is, therefore, asked to make a rough estimate of its requirements of milk, vegetables and fruits in terms of balanced diet and to find out the leeway to be made in this respect. This approach creates a stir in the different sections and sets them to think in terms of the whole community. If the matter is followed up by a vigorous and intensive educative campaign it activates the village community and raises its aspirations.

Village leaders are then persuaded to explore the possibilities of organising production of milk, vegetables and fruits for the total requirements of the village community throughout the year. Raising milk production presents a tough problem and fruit production is a long term programme but vegetable growing is taken up immediately. Irrespective of the method of distribution to every family, production is first organised taking into consideration the availability of talent and experience, suitable land and the requisite irrigation facilities in the village. Farmers having such facilities are persuaded to grow vegetables themselves or to allow others to utilise their land for the purpose on a rental basis. This programme of raising vegetable production has been given a place of pride in all village development plans formulated under the Scheme with a great measure of success.

(2) Full Employment To Distribute Purchasing Power

Once the availability of vegetables for the total requirement of the village community is assured the question of distribution to every family naturally arises. To start with the psychology of distribution is already there as production is organised from this specific point of view. Secondly, the growers like to dispose of the perishable commodity like vegetables quickly and on the spot. Thirdly, the consumers' mind is prepared to include vegetables in their diet as a matter of necessity. These are factors which favour the distribution of vegetables grown to a large number of village families. This does not, however, solve the problem of purchasing power for all the families in the village. This leads to the question of ensuring full employment to the village community. Having been set on the task of ensuring the consumption of vegetables to all the families, the village leaders are psychologically prepared to extend their sympathy and care as a next logical step of formulation of full employment plan for the village. The village survey helps them in formulating the plan in terms of local resources and local needs. The matching of

undeveloped resources and unfulfilled needs gives them the village plan of full employment which raises the purchasing power of every family in the village.

(3) Social Security Programmes

Villages for which development plans have been formulated have realised the scope of providing full employment to the whole community on the basis of developing local resources to meet local needs. Some of the villages grew so confident about their capacity to provide full employment that they undertook to guarantee employment to everybody in the village who sought it. Under this guarantee they declared that they would provide a sitting wage in case they fail to give work to the needy. Raiyan village in Ajagara Intensive Area in Banaras district which had the honour of preparing the first village plan under the Intensive Area Scheme in 1956 came to the conclusion that sharing of social expenditure should be regarded as part of the movement to build up a village community. Accordingly it began preparing budgets for marriages etc., part expenditure of which was met by the family concerned and part met by the joint contribution of the village community. This saved families from the unhealthy competition of spending out of capacity and incurring debts. Kemelpur in Dhanaura area undertook to meet the expenditure of books and school fees upto the primary stage for all the village children. It also evolved a scheme of health insurance for the entire village community. To meet the expenditure of the health, the education and the employment guarantee schemes funds were raised from every farmer at the rate of one seer per every maund of produce. Out of such items gradually grew the concept of social security covering all the above four aspects which now forms part of village development plans.

(4) Integration Of Village Economy

With the launching of crop planning, full employment and

social security programmes, the process of the village Community becoming a unit of purpose in place of a unit of neighbourhood gathers momentum. Through the village survey it is already seized of a total picture of its needs and resources. It then makes an assessment of its development potential which when fully exploited offers the prospect of an all-round development of the village life and economy to the benefit and advancement of all sections. The prospect also provides a correct perspective to all sections of taking an integrated view of the whole economy rather than thinking in terms of sectional interests. Planning manpower utilisation for full employment and development of resources which are unevenly distributed in the community become possible only when the different sections cooperate for a common village plan. Thus, the farmers realise the importance of diversification of rural economy through the development of local processing industries in the interest of rationalisation of agriculture. They also become interested in mobilising the idle manpower of the village for development of their land and for improving the living conditions in the village. The village trade which is today city-minded and city-directed has inevitably to be taken care of to see that it is directed to serve the best interests of the village economy. The whole process of village planning creates a positive atmosphere in the village giving rise to common objectives to be fulfilled by the village community.

(5) Demarcation Of Self-Employed And Co-operative Sectors

When the objectives of the programme become clear the community becomes interested in seeing it through. It has to devise ways and means of checking anti-social elements who may come in the way of fulfilment of these objectives. It is in this context that it has to think of demarcating sectors of the village economy so as to avoid any possible exploitation of the weak sections by the strong. This demarcation becomes all the more essential if the community intends to embark on a phased programme

of introducing mechanised techniques in the village economy, consistent with social justice. This line of thinking had led the Intensive Areas to the principle of dividing the village economy into two sectors – the self-employed and the co-operative. The self-employed sector includes those activities in which the worker himself or with the aid of the members of his family carries on his occupation using simple tools and implements. Occupations in which hired labour or the use of mechanised techniques is required fall within the category of the cooperative sector. Village trade which does not represent self-employment but which deals with the fruits of labour of the whole village community and which has the power to influence the whole village economy naturally falls within the co-operative sector. In the re-organised village economy as many of the village services as possible could also be brought under the cooperative sector.

(6) Regional Units

The Scheme of dividing the village economy into the self-employed and the cooperative sectors cannot be expected to succeed if it is not extended to a regional economy. Obviously, it can succeed only through a system of self-protection. In the overall interests of the village and the regional economy, there are bound to be units in existence in the home, the village and the region operating at different levels of efficiency. A higher organisation representing a region, introducing higher techniques through demarcation of self-employed and co-operative sectors provides the mechanism of self-protection to the different units referred to above. On the one hand, the regional units working in the Co-operative sector will not be interested in competing with the home and the village units and, on the other hand, they will develop the capacity especially under planned regional economy to stand the competition of centralised large units with the minimum of State assistance and protection. An illustrative list of allocation of processes/activities for different units is

given below :

Allocation Of Processes/Activities For Different Units

Industry/ Activity	Process	Home Unit	Village Unit	Area Unit	Regional Unit
1		2	3	4	5
1. Khadi	Spinning	Spinni-	—	—	—
	Carding	ing			
	Slivering	—	Carding	—	—
	Weaving	Wea-	Warping	—	—
		ving	and Sizing		
	Dyeing & Printing	—	—	Plain yarn & cloth dyeing	Artistic dyeing & printing
	Washing & Calen- dering	—	—	Washing	Calendering
2. Leather	Sales, Stok- ing Cotton	—	—	Internal Sales	External Sales, Stocking Cotton
	Flaying & Carcass recovery	—	Flaying	Flaying & Carcass recovery	—
	Tanning	—	—	—	Tanning
	Leather manufac- ture	Leather goods making	—	—	—
	Stocking hides & raw mate- rials	—	—	—	Stocking hides, raw materials materials
	Sales	—	—	Internal Sales	External Sales

1	2	3	4	5	6
3. Pottery Bricks & tiles making Pots	—	—	Bricks & tiles making Pots	—	Glazed wares
4. Gur & Khandsari Crushing	—	Bullock Crusher for gur & rab making	—	Power Crusher for khandsari	—
5. Oil Crushing	—	Crushing	—	Sale	Stocking oil seeds
6. Soap making Soap making	—	—	—	Internal Crushing sale	Soap making External sales, stocking oilseeds & raw materials.
7. Carpentry & Smithy	Agri. implements Village Industries equipment	Agri. implement	—	Repairs & Servicing	Charkhas Ghanis cane crushers carding machines & iron parts of Charkha
	House Building materials	—	Joining	Fabrication	Sawing timber
	Small workshop Foundry-cum workshop	—	—	Small workshop	—
8. Health	Health Dispensary	Health Visitor /midwife	—	Dispensary	Hospital

(7) Cooperative Farming : So long as the programme of the intensive Area Scheme related mainly to the development of Khadi and Village Industries the farmers forming the major community in the village remained lukewarm if not indifferent to it. But as soon as co-operative farming was adopted they felt that the programme really touched their life. They became very much interested in understanding how reorganisation of their main occupation would affect their life and economy. Co-operative farming has activated farmers not only in regard to agriculture but also in regard to village industries.

Co-operative farming is a great help for establishing and running village institutions on a stable basis because it provides finances for the institutions in a reliable way. Contributions from individual families failed to do so. Co-operative farming also provides a stable base for starting a chain of co-operative institutions, like co-operative marketing, co-operative processing industries, co-operative dairy, co-operative transport services etc. It is in co-operative farming that the pooling of village resources is secured in an effective manner.

Formulation of full employment village plans on the basis of the requisite minimum income becomes possible only through co-operative farming, because co-operative farming alone can rationalise the use of man power and raise productivity. But more important than utilisation of manpower, the purpose of creating quality employment is best served by co-operative farming which makes land work creative in a cultural manner.

Co-operative farming raises the overall production and wealth of the village community as in co-operative farming the practical guidance of the intelligent leading farmers is available for all the land pooled. Generally, fertilisers, improved implements, better seeds and irrigation are enumerated as factors of raising agricultural production. It has, however, to be recognised that more important than these physical factors is the human factor which can

raise farm production. It is leadership which can lead the majority of farmers to progressive farming.

Co-operative farming is a great social and economic leveller. It shifts importance from property to labour and merit. Co-operative farming thus lays a sure foundation of the agro-industrial community.

(8) **Village Remodelling :** Village remodelling where attempted has proved to be a very happy programme which substantially brought the village community together. It is a very tough programme no doubt. It involves complete overhauling of dwelling sites for which families have developed sentimental attachment. It also involves exchange of plots on the basis of give-and-take, in the common interests of the community. It is the one programme undertaken by the Intensive Area Organisation in some villages which has brought community considerations to bear on the individual families who had to take the view of enlightened self-interest in place of crude self-interest. Besides, the needs of the community in terms of modern amenities and services were also impressed upon the individual families through this programme. It promises to be a very useful programme not only for changing the living conditions in the villages but also the psychology of the village people.

(9) **Community Services And Village Institutions :**

When solutions are sought in terms of small communities, the trend of thought is towards achieving complete and comprehensive co-operation, meaning co-operative working and co-operative living. It is, in other words, towards creating cooperative communities. Experience of co-operative communities, however, suggests that as usual, the golden mean is the best solution. In a small country like Israel, for Example. members of the Kibutz, the cooperative community, enjoy all the benefits

of efficient organisation including opportunities for specialisation. But a feeling is growing among them that they are too much socialised and they have begun to feel a sort of void in their life. The swing-back is towards the natural unit which is the family. They would prefer co-operative working but individual living. That is why, the Moshav form of community representing co-operative working and individual living is now generally preferred to Kibuts. Social observers are now inclined to take the view that the best community would be the one in which along with co-operative working there is co-operative living at as many points as possible. In our conditions, community service and village institutions can represent these points of co-operative living.

In arranging for rational time-table of work for individual family in the village, it was found that such a time-table would involve reorganisation of many of the family activities. Joint families which made for division of functions are disappearing. Small families are now burdened with multiple activities which they are not able to cope with. Certain activities like flour grinding washing of clothes, carrying water from long distances were therefore converted from family activities into village activities on a service basis in a few planned villages.

In the well-knit economy of the self-sufficient villages there was mutual exchange on well-defined and well-understood lines. With the gates of competitive international trade thrown wide open down to the village, the farmer finds himself lost in the sea. Not understanding the intricate price mechanism of international trade, he is left single-handed to fight the forces of his exploitation. He lives under perpetual conflict. Successful organisation of life in the village presupposes the knowledge of many sciences. A family can specialise in one branch. It cannot specialise in every branch. But today

without the requisite assistance and guidance every family in the village has to undertake activities pertaining to all branches of life. This is where it is torn into pieces and is forced to go without many good things of life. It would be possible for individual families in the village to get assistance in every specialised branch and to share the burdens with the community. This is the role which village institutions can play.

Besides meeting the needs of specialised guidance and efficient business organisation, village institutions have yet another important role to play in developing village life. The man in the town is trained up because he has got opportunities of development through innumerable institutions, while the village man suffers for want of institutions. Every village community should, therefore, try to establish the following village institutions :

1. A Pre-nursery school
2. A Balwadi,
3. A Chhatralaya,
4. A Playground,
5. A Library,
6. A Mahila Bhavan,
7. A Health Centre,
8. A Plant Nursery, and
9. Information Centre

For the stability of these institutions it is necessary for the village to earmark community land or to meet their expenditure through co-operative farming.

(10) **Regional Planning** : Regional Planning is the essence of Sarvodaya Planning as it is planning for the Oceanic Circle repre-

senting decentralised co-operative economy. We can sum up here the main characteristics of Sarvodaya Planning which have guided intensive areas in formulating regional plans.

(a) **Direct Participation By The Local People :** The people of the region should participate not only at implementing stage of the plans but right from the stage of surveying and assessing the local resources and local needs for preparing development plans. The whole process of survey of resources and formulation of plans can be followed through committees formed out of local leaders having experience in particular subjects. They can of course have the assistance of experts at their command.

(b) **Local Needs And Local Resources :** Sarvodaya planning primarily aims at developing local resources, including local talent and manpower, to satisfy the needs of the local community. Such planning will be in harmony with the cultural and social traditions, growth of skills and organising capacity of the local people and will, therefore, be directed to serve their real interests.

(c) **Planning For A Social Order :** Planning is directed to evolve a social order representing agro-industrial communities. It should not aim at mere increase in production and income irrespective of the social order.

(d) **Antyodaya :** The central approach of Sarvodaya Planning is Antyodaya. It begins to raise the living standards of the weakest sections of the community. Antyodaya should receive the top priority in getting financial and technical assistance from the State.

(e) **Full Employment With Minimum Income :** Sarvodaya Planning aims at the full employment of the total manpower of the community ensuring to all families the minimum income required for the scientific standard of living. In fact, this planning is based on the utilisation of the local manpower along with other local

resources. It adopts a phased programme of introducing higher techniques for raising productivity consistent with the objective of full employment.

(f) **Nai Talim** : Sarvodaya plan provides not only full employment for livelihood but aims at transforming all work so as to make it educative with the aid of science and technology.

(g) **Self Protection** : Through higher organisation extending over a region using higher techniques Sarvodaya Planning aims at creating a mechanism of self-protection for the decentralised units of production. Through increased efficiency local products thus fall within the 'shadow price' of centralised products. For the protection of such shadow prices either the Central Government reserves spheres or adopts a policy of pooled prices or the local communities are allowed to impose protective taxes. Such protection will prove to be of a marginal character.

(h) **Equality** : Sarvodaya Planning aims at establishing equality through

- (i) Antyodaya,
- (ii) Demarcation of self-employed and co-operative sectors,
- (iii) Social security programmes,
- (iv) Services and amenities, and
- (v) Village and regional institutions.

III

EXPERIENCE

Employment

It is not intended to present here a full evaluation of the implementation of the Scheme, but to bring out, by way of illustration, the experience gained in relation to the main points of the experiment.

1) Utilisation Of Manpower

Two sets of programmes have been analysed here to show how manpower utilisation could be raised primarily in terms of village resources and village needs. One gives data about 5 villages which have gone through formulation and implementation of village plans for three years and more. The other gives data about 103 co-operative farming societies which have formulated their employment and production programmes for the first year. For both sets of programmes the mobilisation of local resources is discussed later.

The table on page 30 gives the rise in manpower utilisation in 5 villages.

It shows that there was a gap of about 27 to 35 per cent in the manpower utilisation in the base year when the first plan was formulated. It also shows that this gap is fully made up in all the 5 villages within three years of plan formulation and implementation. In the case of Kamelpur, full utilisation was reached even in the second

Rise In Manpower Utilisation

(Mandays)

S.N.	Name of the village	Available manpower in the base year	Manpower utilisation under the plan					
			54-55	55-56	56-57	57-58	58-59	59-60
1.	2	3	4	5	6	7	8	9
1.	Kamelpur	58,900	—	37,375 (63.45) base year	46,788 (80.8)	58,680 (99.62)	55,525 (94.27)	62,102 (103.7)
2.	Borkhadi	3,00,600	2,20,720 (73.2) base year	—	2,31,758 (77.8)	2,41,112 (79.7)	2,62,005 (87.1)	2,69,050 (89.5)
3.	Vadala	75,000	—	—	67,655 (92.2) base year	71,745 (95.6)	72,936 (97.02)	76,700 (102.2)
4.	Jalia	2,90,000	—	—	2,49,905 (86.1) base year	—	2,84,975 (98.2)	3,38,956 (116.8)
5.	Dabahva	78,900	—	—	52,208 (66.1) base year	—	65,640 (83.06)	81,352 (103.4)

Figures in brackets show percentages-

year of the plan.

The sector-wise rise in manpower utilisation as given below shows that the greatest rise is in the agricultural sector followed by village industries and animal husbandry.

(Mandays)

S. No.	Year of data	Avail-able man power	Proposed utilisation				Total
			Agricul- ture	Animal Husban- dry	Indus- tries	Others	
1	2	3	4	5	6	7	8
1.	1960-61	5,01,700	4,42,892 (69.6%)	75,120 (11.8%)	87,919 (13.9%)	29,135 (4.7)	*6,37,686 (100%)

* 1,35,986 Mandays will be taken on hire during harvest particularly in 72 societies where manpower is less than required.

Practically the same pattern emerges in the programmes for 103 Co-operative farming societies.

Sectorial Distribution Of Manpower In 103 Co-operative Farming Societies 1960-61 estimated.

Although this does not necessarily represent the final occupational pattern in these villages, it does show that there is a tremendous scope for absorption of manpower in agriculture through intensive farming. This is evident even in the case of co-operative farming which renders manpower surplus through rationalisation, but is able to absorb more manpower through intensification.

2) Scope For Mechanical Power

Data presented in the following table (page 32) regarding four villages for which perspective plans extending over a period of 10 years have been prepared, shows that even after full utilisation of manpower there are wide gaps left in their development potential, and that these gaps could not be filled

Available Manpower And Sectorial Distribution
(Jalia, Borkhadi, Vadala,

S.No.	Year	Villages	Available manpower	Sector-wise		
				Agricul- ture	Animal husbandry	Industry
1		2	3	4	5	6
1.	1954-55	(1) Borkhadi	3,00,600	1,25,420 (56.9%)	11,100 (5.3%)	7,500 (3.4)
2.	1955-56	(1) † Kamelpur	58,900	*30,625 (81.8%)		4,250 (11.4%)
3.	1956-57	(4) † Jalia Kamelpur Borkhadi Vadala	7,31,300	2,86,642 (48.1%)	30,620 (5.2%)	54,480 (9.2%)
4.	1957-58	(4) † Vadala Dabhava Kamelpur Borkhadi	5,25,500	*2,10,868 (49.6%)	16,557 (4.0%)	47,585 (11.3%)
5.	1958-59	(5) Jalia Kamelpur Borkhadi Vadala Dabhava	8,28,900	*3,47,151 (47.4%)	31,030 (4.2%)	74,176 (10.2%)
6	1959-60	(5) Jalia Kamelpur Borkhadi Vadala Dabhava	8,39,200	*3,65,176 (47.4%)	31,750 (4.1%)	87,945 (11.5%)

† Base year is the year shown in the column "Year"

† Includes domestic employment of Dabhava.

* Includes Animal Husbandry of Kamelpur for 55-57 and both Kamelpur and

* Details village-wise are given in the book "Perspective Village Planning".

① In agriculture and animal husbandry the utilisation of manpower in terms of of the different magnitudes of utilisation of manpower (col. 12), there is a

**Of Its Actual Employment For 5 Villages
Dabhava And Kamelpur)**

(In mandays)

E m p l o y m e n t					Total utilisation percentage of available manpower	
Services		Domestic	Labour	Miscellaneous	Total	
Trade	Profession					
7	8	9	10	11	12	13
600 (0.2%)	600 (0.2%)	73,050 (33.1%)	2,000 (0.9%)		2,20,270 (100%)	72.2%
625 (1.7%)	875 (2.4%)	—	1,000 (2.7%)	—	37,375 (100%)	63.4%
10,350 (1.7%)	17,100 (2.8%)	1,65,050 (27.7%)	26,893 (4.5%)	4,931 (0.8%)	5,96,066 (100%)	81.5%
2,280 (0.6%)	+10,330 (2.5%)	92,250 (21.7%)	27,669 (6.5%)	16,206 (3.8%)	4,23,745 (100%)	80.6%
12,400 (1.7%)	+20,100 (2.7%)	1,65,950 (22.6%)	66,071 (9.1%)	16,103 (2.1%)	7,32,981 (100%)	88.4%
12,150 (1.6%)	+26,900 (3.5%)	1,66,400 (22.0%)	56,834 (7.4%)	19,323 (2.4%)	7,66,478 (100%)	(91.3%)

Dabhava for 57-60

percentages shows a decline but considering these percentages in the light net rise in the actual utilization of manpower over the period.

without the use of mechanical power in some activities and processes.
(refer table on page 35)

This conclusion is further borne out by the actual implementation of plans in these villages for three consecutive years. (Refer table on page 36)

Of these villages, Jalia presents an interesting illustration. Jalia village plan aimed not only at full utilisation of manpower, but also at full processing of its raw material viz., groundnut and exporting oil in place of groundnut and retaining oil cake for local use. It has accordingly succeeded in raising man power-utilisation and productivity simultaneously.

3) Rise in Income

The table below relating to the 5 village plans indicates the rise in productivity as reflected in the rise in daily earnings in the different sectors undertaken for development.

Gaps In Development Potential Estimated for 1970-71

(in mandays)									
S, No.	Name of the Village	Available Manpower For Animal Husbandry & industry Trade & Services etc	Required Manpower	Sectors	Improved method	Required method	Total	Manpower required if no mechanization was made	
1	2	3	4	5	6	7	8	9	10
1.	Jalia	3,39,600	1,37,200	20,240	Agriculture	1,15,786	19,350	1,35,136	1,89,686
2.	Borkhadi	3,59,100	1,29,450	2,29,650	V. Industries	43,960	24,700	68,660	83,960
					-do-	1,72,356	11,294	1,83,650	2,27,421
3.	Vadala	1,03,500	49,000	54,450	-do-	45,400	600	46,000	69,400
					Agriculture	32,795	9,205	42,000	64,816
4.	Kamelpur	76,600	12,200	63,800	V. Industries	660	5,850	12,450	30,400
					Agriculture	15,935	30,125	56,060	69,252
					V. Industries	4,800	11,925	16,725	42,850

Use Of Mechanical Power And Employment Position

(Employment in mandays)

Village	Available man-power	1947-1958			1958-59			1959-63	
		Activities where power used	Total employment in village (power and non power)	Activities where power used	Total employment in village (power and non power)	Activities where power used	Total employment in village (power and non power)	Activities where power used	Total employment in village (power and non power)
1.	2	3	4	5	6	7	8		
1. Kamelpur (U. P.)	56,900	a) Flour grinding b) Cane crushing	58,680 (99.62%)	a) Irrigation b) Cultivation c) Flour grinding d) Cane crushing	55,525 (94.26%)	a) Irrigation b) Cultivation c) Flour grinding d) Cane crushing	61,102 (103.7%)		
2. Vadala (Gujarat)	75,000		71,745 (95.66%)	a) Irrigation b) Flour grinding c) Carpentry d) Tailoring	72,936 (97.24%)		76,700 (102.24%)		
3. Jalia (Gujarat)	2,90,000			a) Irrigation b) Flour grinding	2,84,975 (98.26%)	a) Oil pressing b) Carpentry c) Grinding & carding d) Irrigation e) Flour grinding	3,38,965 (116.88%)		
4. Dabhava (Gujarat)	78,900								
5. Borkhadi (Gujarat)	3,00,600		2,41,112 (76.08%)	a) Irrigation	65,450 (83.07%)		31,352 (103.10%)		
					2,62,005 (87.20%)				

Rise In Productivity (Actual Earnings Per Manday In Rs.)

Village	Year	S E C T O R S					
		Agri	Animal Hus.	Indus.	Trade.	Ser- vice	Cons- truction labour.
1	2	3	4	3	6	6	8
1. Borkhadi (Gujarat)	1954-55	1.6	0.9	0.7	0.8	2.5	1.0
	1956-57	1.9	0.9	1.3	0.8	2.5	1.0
	1957-58	1.9	0.8	1.6	1.7	2.5	1.0
	1958-59	2.3	1.3	1.9	2.5	3.4	1.0
	1959-60	2.8	1.4	2.5	2.5	3.4	1.0
	Last Year as % of first	175.0	155.0	357.0	312.0	136.0	100.0
2. Jalia (Gujarat)	1956-57	2.7	5.3	2.2	1.5	3.6	1.0
	1958-59	3.0	5.7	2.7	2.7	4.0	1.6
	1959-60	4.2	5.8	3.1	3.4	3.8	1.6
	Last yers % of first	155.0	109.0	141.0	226.7	105.5	160.0
3. Vadala (Gujarat)	1956-57	4.1	4.5	2.3	2.8	1.7	0.8
	1957-58	4.3	4.7	2.9	2.7	2.6	1.7
	1958-59	6.3	5.1	3.2	3.7	2.6	1.7
	Last Year as % of first	148.7	113.0	139.0	145.5	152.9	212.5
4. Dabhava (Gujarat)	1957-58	0.9	—	0.5	2.9	1.1	1.9
	1958-59	1.5	—	1.2	0.9	1.8	1.8
	* Ani Husba-	1.1	—	2.3	0.8	2.5	1.5
ndry inclu- ded in Ag- riculture	Last Year % of first	112.0	—	460.0	27.6	227.0	79.0
5. Kamelpur (U. P.)	1956-57	2.1	—	0.86	—	0.86	—
	1957-58	0.5	—	1.7	—	1.37	—
	1958-59	1.27	—	1.95	—	—	—
	1959-60	2.4	—	1.56	—	—	—
	Last year as % of first	140.0	—	187.5	—	—	—

Building Community

(I) Organisation

The Intensive Area Planning Scheme had to conceive a pattern of organisation which would be a fit instrument for the people's programme. Instead of creating a Trust managed by some workers, it created Kshetra Samitis registered under the 1860 Act. Primary members are enrolled on the basis of contribution of 12 days' shramdan in a year (voluntary labour) from Kshetra Samitis every three years. Kshetra Samitis have their primary units at the village level in the form of Gram Vikas Mandal composed of members of the Kshetra Samiti residing in that village. Kshetra Samitis are thus popular bodies composed of popular representatives. The first executive committee of Samiti is an ad hoc body constituted by the local constructive leaders depending on whom the Area is allotted. This organisation of the Kshetra Samiti was thus an improvement on the pattern of the Trust. It is, however, realised that it has not become a fullfledged people's organisation based primarily on people's resources. The Kshetra Samitis depend entirely on the Khadi Commission for finances for carrying on activities of Khadi and village industries. In effect, it functions more as a Trust than as the people's organisation. This realisation of the limitations of the Samitis is growing among the workers of the Scheme and among the Samitis themselves.

Since the beginning of 1960, therefore, the trend of thought is towards developing the co-operative structure of organisation in place of the registered bodies. In view of the integrated approach of developing the village economy, it was natural for the Areas to think in terms of an integrated structure of the co-operative organisation in which sectional interests are harmonised and promoted. The conviction is now growing that such a co-operative structure is the pattern best suited to the purpose of the Scheme. It is essential

for mobilising and developing local resources and for making it a real people's organisation. Efforts at creating such an integrated co-operative structure, however, have not yet materialised because it is not an accepted pattern under State Co-operative Acts and the Co-operative Departments hesitate to recognise it. From the points of view of village and regional planning, the evolution of the integrated co-operative structure assumes central importance and it is necessary to impress upon the Government to accept this pattern.

(2) Antyodaya

From the very beginning the Scheme has laid special emphasis on Antyodaya. The social security programmes formulated under village plans have specially benefited the weaker sections of the village community. They are weak because they are economically poor, intellectually under-developed and socially suppressed. When they see that the very sections which so far suppressed them are now out to uplift them and are prepared to provide not only guidance, but even financial assistance, they feel reassured and are inspired to shake their morbidity. However moderate, the social security programmes formulated by the village communities thus play a greater role in uplifting the weaker sections than any financial and technical assistance provided by the State or other outside agencies. From local programmes they get practical guidance and goodwill which are more needed by them than the financial and technical assistance. If local guidance and goodwill are not forthcoming, the outside assistance may not prove to be of much benefit to them.

Practically all planned villages adopted programmes of social security on the basis of contribution or creation of community land. These activities, however, are relevant as preliminaries for preparing the background for evolving comprehensive plans for the uplift of the families belonging to the weaker

sections of the village community. They were meant to raise the social consciousness in the village to a level where a deliberate and vigorous pursuit of this objective becomes possible. In Kamelpur, after two years of village planning, the Gram Vikas Mandal was in a position to take up such a programme.

Table on page 41 sets out the details of the rise in the level of income of the 12 families in respect of whom the village had prepared the programme. All the 12 families belong to the Harijan Community, which were economically backward and socially suppressed. All the 12 families have been provided with pucca houses with kitchen gardens with the financial assistance provided by the Home Ministry. The Gram Vikas Mandal arranged, in exchange of the small sites, bigger and better sites on which they are now raising vegetables and fruits. The overall development in the sphere of agriculture, especially the expansion of irrigation facilities, has contributed to a rise in income from agriculture for all these families.

The rise is more spectacular in the case of that first three families who have become members of the joint farming society. They are now getting Rs. 40 per month per working member as their wage income from the joint farming society. In addition to this, they get a share in the profits of the society on the basis of the land contributed by them. Another important source of income is animal husbandry. Four families have income from milch cattle, which has tended to rise as a result of a more assured supply of fodder which has now become possible in the village.

The aggregate income of the 12 families rose from Rs. 5,975 in 1957-58 to Rs. 11,579 in 1959-60. The rise in income has been sufficient to ensure to 4 out of the 12 families a per capita income above Rs. 250 per annum which is taken as the minimum required for a reasonable standard of living. Two families having an income of Rs. 245 per annum can also be considered to have practically reached

Income Rise Of Twelve Harijan Families In Kamelpur Village

I N C O M E (in Rs)														
Sr- No.:	Name of the Head of the Family.	Land owned (Acres)	1959 - 60											
			1957- 58	1958- 59	Total	Per capita	7.	8.	9.	10.	11.	12.	13.	14.
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	
1.	Shri Tulla	9.06	1,130	1,095	1,866	266	1,836	—	30	—	—	—	—	
2.	" Basanta	1.50	1,240	617	1,293	258	943	320	30	—	—	—	—	
3.	" Ramdass	1.00	1,050	1,344	1,487	212	382	160	45	—	—	—	900	
4.	" Gulba	1.00	520	599	1,254	184	1,072	160	22	—	—	—	—	
5.	" Gangu	1.00	365	649	865	285	480	100	35	—	100	150	—	
6.	" Kalwa	—	400	535	752	150	60	250	42	200	100	100	—	
7.	" Kanhaiya	—	375	954	750	125	80	150	40	200	100	180	—	
8.	" Mansoor	—	205	829	750	93	40	200	30	200	100	180	—	
9.	" Chhottan	—	400	376	711	118	60	230	21	100	125	—	175	
10.	" Salga	4.50	360	424	735	245	542	—	18	—	—	175	—	
11.	" Mokhey	—	300	488	735	245	25	—	30	—	—	480	—	
12.	" Gangu (Pindara)	1.66	630	228	581	290	351	—	80	—	—	150	—	
TOTAL			19.72	6,975	8,138	11,579	—	5,871	1,570	423	700	525	1,415	1,075

the minimum income standard. The plan has secured significant rise in the income of 2 more families who had an income of Rs. 184 and above per annum. The rise in income of the remaining 3 families, though significant, is not adequate when measured in terms of the requirement of a reasonable living standard. The most important reason for this is the relatively larger number of non-working dependents in these families. Thus in the case of the family of Mansoorah the number of earners was $1\frac{1}{2}$ whereas the total number of members of the family was as high as 6.

The experience of the village Kamelpur shows that planning for the uplift of the underprivileged is a gradual process and its objectives can be achieved by linking this programme with the overall development of the village community. Provision for financial assistance may help in expediting the process, but equally and even more important is the co-operation and help of the other sections in implementing the programme. This point is strikingly brought out by the experience of the 5 villages in providing houses with kitchen gardens to the Harijan families of the village.

Another aspect of the programme of Kamelpur highlights the need for laying more stress on increased production rather than on distribution of the existing wealth. This approach encouraged the village people to adopt programmes of Antyodaya. In Kamelpur, the families have been helped to raise their income through the development of the different sectors of the economy. The opportunities for employment in industries such as Khadi and cane-crushing, the membership of the co-operative farming society which ensured an income of Rs. 40 per worker, the houses with kitchen gardens and the impact of development on income from agriculture and transportation indicate the channels through which the weaker sections have enjoyed the benefits flowing out of a collective endeavour.

On the economic plane the programme included the following

Items :

- 1) the construction of good houses with kitchen garden ;
- 2) provision of regular employment opportunities ;
- 3) training and employment in village industries ;
- 4) benefits of health and education services through the Gram Vikas Mandal and the Joint Farming Society.

On the social and psychological plane, the launching of the village planning programme has brought in different sections of the village community together in the process of preparing a plan. This has gradually weakened the psychological barriers between the Harijans and the rest of the village community. As the plans began to be implemented the process became more and more meaningful to all the people, as the economic disabilities began to be removed. The formation of the Joint farming society has carried the process still further, because as members some of the Harijans are getting an income higher than caste Hindus. The division of functions in the joint farming society are based not on caste. Formerly, the Harijan servants of the caste Hindu land holders, even while working with his employer, attended to the more arduous task. Now, the Harijan member, along with other members when he returns from the field hands over the charge of bullocks and implements to one who is in charge of equipment and there his duties end. These developments are the product as well as the manifestation of the growing social consciousness in the village.

(3) Integration

Village industries under the programme of the Commission have made un-uniform progress in the areas depending on the state of organisation and the existence of tradition in a particular area. Taking all these factors into account, it seems that industries like black-

smithy, carpentry, pottery, weaving, dyeing and printing, oil pressing and tanning which are followed by professional artisans as whole time occupations made comparatively greater progress than what may be classed as spare time industries, such as, spinning, flour grinding and handpounding of rice. In the background of the sociological and technological changes that are taking place, spare time industries in the village economy are bound to present difficult problems. In the first place, spare time industries of the type undertaken for development under the Commission's programme are attended to by women and, therefore, do not solve the problem of spare time or underemployment of the male workers either in the agriculturist group or in the artisan and labour groups. The sociological change which is reducing joint families to small single families, does not facilitate working women to take to spare time industries. The low techniques used in such industries provide unremunerative earnings and thus prove unattractive in the background of the technological changes. As output per capita in spare time industries is low it is not possible to upgrade their techniques beyond a limit so as not to disturb disproportionately the ratio between productivity and investment. Such industries spread out in individual homes do not make for efficient organisation from the point of view of quality control and marketing. The whole programme of spare time industries thus requires reconsideration. Rather than thinking of spare time industries in view of the uneconomic holdings in agriculture, it is time agriculture itself is reorganised on the basis of rationalisation and some spare time industries are converted into full time industries. It may be difficult to solve problems of village industries in terms of the present set up of the village economy. Along with the reorganisation of the village economy, village industries need reorganisation and not mere revival.

In this background, the programme for organising joint farming societies in Intensive Areas assumes considerable significance. The

first joint farming society was organised in Kamelpur in February, 1958, and in the same year this was followed by the formation of 4 more societies in Intensive Areas of Districts of Moradabad and Bijnor. The working of these societies during the year 1958-59 was very satisfactory and this helped in the formation of 98 more societies during the year 1960-61.

The programme of these societies includes, besides agriculture, industries such as, Khadi, cane crushing, processing of cereals and oil pressing. These programmes are organised by the Societies on behalf of the members who jointly share the benefits accruing from them. The organisational frame work of the societies has made possible elimination of the possible dichotomy between the interests of the farmers and those engaged in processing industries.

Besides enlisting the support of the farmers for industries, the organisation of agriculture along the joint farming line has initiated a process of rationalisation of the use of manpower in different activities. Pooling of land and bullocks has effected saving of time which the individual member had to devote to the care of bullocks and the management of the holdings. Pooling and joint management has promoted technical changes which make possible economy in the use of manpower in certain activities. These changes are in the direction of rationalising the use of manpower in agriculture which enables some of the members to take to other activities on full time basis. Within the organisational framework of the society, increased availability of resources and possibility of drawing upon the skill, intelligence and experience of the leaders make possible a relatively faster growth of industries. This is shown by the success with which the first five societies have organised industries like processing of cereals, gur and khandsari and Khadi and interest in these programmes shown by the 98 new societies formed during 1960-61.

(4) Village Remodelling

Planning for the community includes among other things

careful and detailed planning of its physical setting. The village plans envisage remodelling of the villages over a period of 10 years. Kamelpur was the pioneer in this respect. In that village, the process of remodelling started with the construction in 1957-58 of 13 houses with kitchen gardens for Harijans. During the year 1955-56 the area under village site was about 6.5 acres, which has been expanded to 8.5 acres by the end of 1959-60. In all, 35 houses have been constructed during this period. Similar programmes have been prepared by the Villages Karaundi and Machharia in District Moradabad, U. P. In Karaundi 10 Harijan houses with kitchen gardens have been constructed on new sites. Village Machharia has made a modest beginning with construction of one Harijan house on new site and making arrangement for a few more sites for other families. The comprehensive manner in which the people of three villages in District Moradabad have been attempting the village reconstruction programme attracted the attention of the Rural Housing Wing of the Roorkee Engineering College which has surveyed the village Karaundi and prepared the detailed plan of remodelling it.

In Gujarat the programme has been taken up in three villages. Of these, Borkhadi in District Surat and Dabhava in District Panchmahals are Adivasi villages. In Vadala, 8 houses of Harijans and 2 of other families have been completed. The number of houses completed is 45 in Borkhadi and 40 in Dabhava.

The creation of well-knit communities with all necessary facilities and amenities and sanitary environments present two sets of problems. In villages like Kamelpur, Karaundi, Machharia and Vadala, the problem is one of expanding the village site. In Borkhadi and Dabhava which are Adivasi villages, the problem has been one of bringing together scattered homesteads of the families.

It is interesting to study the manner in which the villages have

endeavoured to implement this programme. There were numerous difficulties and some of them appeared insurmountable in the beginning. In the first place, there was the psychological problem of persuading families to leave the old sites to which they were strongly attached and shift to the new sites. The next problem was one of acquiring the land for new construction. The question of payment in cash could not be considered in view of the meagre resources of the village people, especially the Harijan families. This problem was tackled by arranging transfer of old house sites for the proposed new ones. This involved a number of families and only the goodwill of the village as a whole and active co-operation of a large number of families affected by transfers could make these exchanges possible.

In all these villages a beginning was made with the programme of construction of houses for the Harijans. A grant of Rs.900 per family was received under the Housing Scheme of the Ministry of Home Affairs Government of India. The gram Vikas Mandals arranged for the land through exchange of old sites for the new ones. A part of the labour required was contributed by the families themselves. The financial assistance received for the construction of house for Harijans did help in expediting the reconstruction programme. Equally and even more important was the interest and help of the other sections in implementing this programme. Without the latter, it would have been almost impossible to provide houses with kitchen gardens to the families especially the poor Harijan families of the village. The co-operation of the entire village community becomes available when the programme is linked to the overall development of the village. It is also true that the successful completion of the programme for housing of Harijans in each of these villages was significant in giving to the people confidence in their ability and skill in going through a comprehensive reconstruction programme spread over a number of years. The problems of resources is important and it stresses the need for making the remodelling programme a part of the integrated

development plan of the village. At the same time, the strong motivation for economic development provided by better houses cannot be over-looked. It creates the climate for implementing the programme on the basis of self-help and mutual aid.

(5) Demarcation Of Self-employment And Co-operative Sectors.

The problem of demarcation can be considered with reference to two categories of units in a particular sector of the economy. The problem of new units lends itself comparatively easily to solution once the basic policy allocating them to the co-operative sector is accepted. Starting the new units in the co-operative sector does not by itself solve the problem of the existing privately owned units which can function in the manner not calculated to serve the objectives of the plan. A possible solution of this problem is indicated by the experiment in Khadgujar which was later followed by the village Kunderkhi in District Moradabad. In village Khadgujar there was one privately owned cane-crusher the management of which was handed over in 1957-58 to the Kshetra Samiti on a hire basis. This arrangement is continuing for the last three years to the satisfaction of both the parties.

In the above case the growth of social consciousness facilitated the shift from the private to the co-operative sector of an industrial unit. The licensing policy of the State can further help the process. For instance, units like brick-kiln involve the use of commodities like coal whose distribution is regulated by the State. By issuing permits in favour of co-operatives, the government can help in the process of transfer of management from private hands into the co-operative institutions.

Pukhrayan Regional Plan

Pukhrayan is about 40 miles to the south of Kanpur. It is part of the Amrodha Block in Kanpur district. The Area played a memorable

part in the Independence struggle and, since Independence the creative energies of the people have been directed towards constructive activity guided by local leaders.

The Intensive Area Scheme was launched here in 1956. As the integral part of the Scheme, village planning was immediately taken in hand by the Kshetra Samiti and plans for three villages were prepared. This set the stage of preparing a regional plan for the Block.

During this period preparations for the Panchayat elections were being made in the Block. The workers of the scheme toured the whole block and explained to the villagers the idea of Area Planning and impressed upon those who were desirous of contesting the election their responsibility in formulating the plans for their villages and also in participating in working out a plan for the Block. Meetings were held in almost all the 104 villages of the Block. One of the results of these meetings was the unanimous election of Pradhans in many of the villages and wherever there were contests, the elected Pradhans agreed to associate the defeated candidates in formulating and implementing the plan. During these meetings a mass of statistical data was collected with the active participation of the village people.

This campaign culminated in a meeting held at Pukhrayan during February, 1961 where the new Pradhans of all the villages as well as other leaders of the Area, including representatives of the business community of Pukhrayan, Professors and teachers of local educational institutions and the Block staff participated. Prior to the meeting, a broad outline of the plan based on the data collected and on the lines of the village plans was prepared for discussion by a few leaders. At the meeting the participants divided themselves into different committees to work out the details of the plan. It was decided that the plan should be prepared on a

10 year basis and should include annual targets. A 10 year plan can really bring out all the development potentialities of an Area so that the people can be enthused by the prospects offered to put in their best efforts in achieving the targets. The committees formed were for the following subjects :

- (1) Survey and Employment
- (2) Agriculture and Animal Husbandry
- (3) Industries
- (4) Village Remodelling and Communications
- (5) Education and Cultural Development
- (6) Health and Medical Assistance
- (7) Co-operative Institutions
- (8) Resource Mobilisation

Each of these committees consisted of 10 to 15 members and a convenor. At the conclusion of the meeting which lasted two days, the committees were in a position to present further details of the different items in the plan. All the participants finally pledged themselves to work ceaselessly during the next two months to prepare the final plan, including programmes for all the 104 villages of the Block and their resources to implement the plan.

During March, 1961, the convenors and some other active participants in the different committees held meetings in different villages which were largely attended. This helped in creating the planning atmosphere in the Area and also to formulate village plans. It was evident that, with some guidance, the members of the committees as well as the villagers could rise above their immediate needs and problems and think out a perspective plan for the next 10 years and also resolve to provide the resources of men, material and money required to implement the plan. The way these committees functioned in marshalling the data and preparing the regional

plan based on *lok shakti* removes a prevailing misconception about peoples capacity of preparing local plans,

It is expected that the complete plan of the Block, including programmes for all the villages, will be completed by the end of April, 1961. We give here some of the salient features of the plan which have emerged out of the deliberations of the committees and the meetings in the villages.

Background

Amrodha Block consists of 104 villages with a population of about 81,000 according to the latest census. 75 per cent of the population depends on agriculture for its livelihood. Cultivated land is about 68,000 acres of which only 20,000 acres is irrigated by canal. Being the tail end of the main Ganges canal, even this irrigation is uncertain and inadequate. The Area is flanked on the south by the river Jumna and on the north-east by the Saingur. These rivers have been responsible for extensive erosion which has converted their banks into deep ravines unsuitable for cultivation.

It was estimated that the income from agriculture of the Block was in the neighbourhood of Rs. 65 lakhs, while that from industries, trade and services was about Rs. 35 lakhs. This total of about 1 crore of rupees gives an average of Rs. 600 per family. There are about 2,000 families whose income is less than Rs. 300 per year.

Objectives Of The Plan

The 10 year plan of the block aims at reducing the economic and social inequalities by raising the minimum income to Rs. 2,000 per family per year. It was calculated that this income would be sufficient to ensure an adequate standard of living if supplemented by social security programmes for which village communities will provide

permanent resources such as community land.

As noted above, the main problem of the Areas arises from inadequacy of irrigation and large extent of eroded land. Investigations carried out so far have been fruitless in providing additional sources for irrigation, but it is felt that there is a belt running in the Block for where the water level is comparatively high. It is proposed to carry out investigations in this belt for supplementary irrigation.

The Area produces food-grains sufficient for local needs and for export, but is deficient in vegetables and milk. If investigations for supplementary irrigation succeed, it will be possible to grow all the vegetables needed for the Block.

The Block has very few ancillary industries. Most of their agricultural produce is exported without processing. It is one of the objectives of the plan to diversify the economy of the Block so that processing industries are started in the Block and the services and amenities available in the urban Areas are provided in the Block. Along with the dearth of material requisites there is a dearth of technical personnel in the Area. This problem is proposed to be solved by providing scholarships to promising boys and girls to pursue advanced studies on the understanding that, on completion of their studies they will serve the Block.

Resources For The Plan

In order to create conditions of full employment with a minimum standard of living, it was calculated that about a crore of rupees in cash, kind and labour will have to be invested over a period of 10 years. Out of this, it will be possible to invest about Rs. 50 lakhs from internal resources and the rest will have to come from outside, mainly from Government. While the dependence on external investment will be greater in the

initial years, in the later years the economy of the Block will be self-sustaining. It is proposed to raise the internal resources from the following sources :

(1) **Co-operatives:** At present the share capital of the village service co-operatives is in the neighbourhood of Rs. 1 lakh. Their activities are confined to distribution of agricultural credit, whereas they are empowered to undertake all economic activities pertaining to the village. With expanding activities, it will be possible to gradually raise the share capital and deposits of these service co-operatives to about Rs. 20 lakhs over the next 10 years. Village and small-scale industries also will be financed by the co-operatives and their unions.

(2) **Community Land :** It is proposed to finance educational, medical and other social security programmes from the income of community land to be set apart in each village totalling about 1,000 acres. The income from these lands over 10 years is expected to be Rs. 10 lakhs.

All the new housing proposed in the plan will be financed by the individual families on instalment payment basis. The total investment is expected to be about Rs. 10 lakhs.

(3) **Mutual Exchange And Deferred Payment :** Through mutual exchange and deferred payment it is expected to create capital which in terms of investment may total another 10 lakhs of rupees.

External assistance for the implementation of the plan will be needed initially for provision of short-term agricultural credit and also for medium and long term credit for land development, purchase of machinery, production or Irrigation. A large portion of this will be repaid during the course of the plan period.

Progress : The individual programmes included in the plan

aim at maximum development of local resources. They are briefly given below :

(1) Agricultural

- a. Reclaiming of about 2,000 acres of waste land
- b. Undertaking investigations for providing supplementary irrigation
- c. Introducing 100 family size gas plants to save cow-dung for manure and provide fuel.
- d. Planting Dhak trees on bunds to solve the fuel problems.
- e. encouraging joint farming societies in each village.
- f. Growing Citrus and other fruit orchards for which five nurseries are to be started in the first year.
- g. Planting Babul trees on the banks of Jumna and Saingur rivers to prevent land erosion.
- h. Setting aside about 500 acres for grasses.
- i. Introducing vegetable gardening wherever water is available.

It is proposed to raise agricultural production four-fold through better farming methods and increasing the availability of manure.

(2) Animal Husbandry

It is proposed to build up a chain of small dairies with a total of 1,000 good cows.

(3) Industries

In addition to the village industries, the following industries are to be set up at the regional level.

1. Pulses making
2. Oil Pressing

3. Gur Khandsari
4. Cotton ginning
5. Paper making
6. Cloth dyeing and printing
7. Tin-smithy
8. Fruit preservation
9. Brick and tile-making
10. Tannery
11. To set up as industrial estate with units for implements manufacturing and servicing.
 - a. Agricultural implements, (b) cycle parts, (c) sewing machine, (d) nails and wires.

Communications : All the villages will be connected during the next 10 years with the main roads by all weather roads. While the transport from the village to the main road will be done by the bullock-cart, transport cooperatives will be organised at the regional level for long distance transport of goods by trucks on the main roads.

House Construction : It is proposed to construct 5,000 new pucca houses during the next 10 years. Some of the houses will be constructed in villages which will be remodelled.

Education : It is proposed to set up a primary school in every village during the next 10 years. For every group of 10 villages, there will be one higher secondary school and there will be one more college in the block. The courses in the schools and colleges will be reorganised so as to produce agricultural and other technicians who will be in a position to take charge

of village co-operatives, introduce better farming methods and run processing industries. For the purpose of providing the area with technical personnel like doctors and engineers. It is proposed to provide scholarships for promising boys and girls on the understanding that they will serve the Block on completion of their studies.

There is already a musical school set up in village Gaur. It is proposed to attach with it facilities for training in arts and crafts so that the girls and boys can learn painting, singing, dramatics etc. For girls it is proposed to introduce in schools courses in domestic science adapted to the rural areas.

Health : Emphasis will be laid on educating the people in sanitation and hygiene and preventive measures so that expenses on medicine are reduced.

At the area level a hospital and a maternity centre will be opened and dispensaries provided for each group of 10 villages. In each village a Dai will be trained. For this purpose a training centre is proposed to be opened at Pukhrayan.

Mahila Bhavans : In order to facilitate women coming together and taking greater interest in community activity, it is proposed to set up Mahila Bhavans in each village. Attached to it will also be creches where infants can be looked after when the mothers are working or participating in social activities.

Implementing Agencies ; The plan will be implemented mainly by the village co-operative societies and their union at the Block level. In addition to this, it is proposed to set up the following co-operative societies as co-partnership societies at the Block level :

1. Labour Co-operative Society.
2. Housing Society.
3. Societies for different processing industries.

It is proposed to request the Cooperative Department to permit the opening of a cooperative bank at Pukhrayan. The Kshetra Samiti of the Intensive Area Scheme proposes to hand over the different industries which itself is handling to the cooperatives. It will function only in a sponsoring and advisory capacity to the different institutions in the Area.

Impact: The programmes and investment pattern has been worked out in such a way as to create full employment conditions in the Block in 4 years and provide a minimum standard of living to all the families at the end of the plan. This objective automatically implies the ideal of Antyodaya, but as a safeguard it has been decided that certain special provisions should be made for the poorest sections in the community.

1. In the housing programme the Harijans are to be allotted land sufficient for kitchen gardens.
2. They are to be entrusted with the management of village fuel forest.
3. They are to be provided with all social security benefits without contribution.
4. They are to be organised into a labour co-operative so that by taking contracts they can be ensured employment during agricultural slack seasons.

The programme of cooperativisation of the economy will fur-

ther help in reducing the social and economic inequalities in the Block as the share of labour in all activities will be higher than for ownership of land or capital.

With the provision of services like those of doctors and engineers and provision of facilities for education intellectual and cultural pursuits many of the attractions which drive young people to the cities are expected to be provided in the Block itself. Further, employment is visualised not only for remuneration, but also for its educative aspects. For example, by setting up Gas-plants the work relating to fuel and manure is raised in dignity and the Harijans who may be entrusted with it will rise in status. Their scientific knowledge will also rise.

In the planning process itself it is seen that the village community can think of itself as a whole rather than sectionally. Organisation and strengthening of village co-operatives will bring the communities closer together. The Area plan will give a broader horizon to the people so that their thinking proceeds from their own family towards the village community and further towards the regional community.

Resources

Tables given here present the respective resources position of the five planned villages and 103 co-operative farming societies referred to earlier in this section. The resources consisted in both internal and external ones, the internal resources

being cash, kind (including seeds, manures etc.) and shramdan. The external aid was of two types;

(i) Assistance for capital equipment and;

(ii) Facilities for training in new skills.

External assistance in agriculture consisted mainly in capital equipment like tube-wells, pumping sets etc. Village industries on the other hand required assistance both for training in new skills and capital equipment like Ambar, improved ghanis, power cane-crushers etc.

Two points are borne out by the first table. First, there is a gradual decrease in the expenditure on the plan in the case of Borkhadi and Dabhava and an increase in Kamelpur and Jalia, depending on the position of skills and local resources of the villages concerned. In Kamelpur, for instance work was started on a moderate scale and, as the plan progressed, the need for resources commensurately grew. At Borkhadi the cost which stood at about Rs. 1.13 lakhs in 1957-58, came down to about Rs. 0.62 lakhs in 1959-60. because, while considerable capital expenditure was incurred even at the beginning in the form of equipment, Harijan houses etc., it was gradually restricted to the recurring needs in the subsequent years.

Secondly, in pursuance of the objective mobilisation of local resources, the external assistance was gradually reduced and the internal resources increased as in the case of Kamelpur, Jalia and Dabhava; Jalia significantly depending on internal resources to the extent of Rs. 3.25 lakhs in 1959-60.

Resources For The Plans

		1956-57		1957-58		1958-59		1959-60				
S. Name of	Inter- Exter-	Inter-	Exter-	Inter-	Exter-	Inter-	Exter-	Inter-	Exter-			
N. the Area	nal	nal	nal	nal	nal	nal	nal	nal	nal			
	Total	Total	Total	Total	Total	Total	Total	Total	Total			
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Kamelpur	14,255	6,525	20,780	7,479	19,125	26,604	52,721	21,600	74,321	80,617	17,217	97,834
2. Borkhadi				61,285	51,900	1,13,185	72,717	55,249	1,27,966	22,237	39,743	61,834
3. Jalia							1,73,150	93,545	2,66,695	3,25,226	-	3,25,225
4 Dabhava							40,102	1,01,250	1,41,352	63,412	55,150	12,356

Planned data — Actual is not available, (Perspective village plan page No. 34).

From the second table, (Refer Pages 62 & 63) it will be seen that of about Rs. 12.94 lakhs, estimated as necessary for the programme during 60-61, some Rs. 11.0 lakhs are for agriculture, Rs. 1.7 lakhs for industries and Rs. 0.36 lakhs for social security programme consisting in health and sanitation and primary education of the member families of joint cooperative societies. Of this total amount, however, the non-recurring expenditure is expected to be about Rs. 3.77 lakhs, some Rs. 2.85 lakhs being required for agricultural equipment like tractors, tube wells and pumping sets etc., and buildings and Rs. 0.92 lakhs for industrial equipment like power—cane crushers and khandsari equipment, Ambar sets, improved ghanis, rope twisting machines, paddy huskers and winnowers and construction of sheds. Of the recurring expenditure envisaged, most part, Rs. 8.0 lakhs, is for seeds, manure and other immediate needs while in industries the estimate of some Rs. 0.80 lakhs towards recurring expenditure includes the cost of training in new skills.

Of these resources, no less than Rs. 11.0 lakhs (about 78 per cent) will be found internally in the form of seeds, manures etc. for agriculture and raw materials for industries and shramdan in some construction work. Of the balance of about Rs. 1.8 lakhs of external assistance, a large part will be loan for equipment, buildings etc., and a considerable portion for training artisans in new skills. Considering that eventually the loans will be repaid by the societies, the volume of internal resources mobilised for current needs during the year and for discharging the loans in a few years will be very large.

During the plan year itself, apart from Rs. 9.17 lakhs required the programme for current expenses, the interest, instalments and depreciation on equipment and buildings are roughly estimated at Rs. 1.0 lakh, fifty per cent of it being the loan instalments repaid and the balance interest on loan and depreciation on capital goods. The total net expenditure for the year will thus be Rs. 10.17 lakh. It is expected that the programme will bring an income of about Rs. 19.38 lakhs, some Rs. 15.0 lakhs being from agriculture and animal husbandry and Rs. 3.0 lakhs from industries. Considering that this income will be against a net annual expenditure of about Rs. 10.0 lakhs, the programme works to an investment-output ratio of about 1:2.

Experience on the whole has shown that village planning has considerably succeeded in giving an incentive to the mobilisation of local resources in the villages.

Sectorial Resources For 103 Joint

No. of Joint Co-op. Farming Societies	Agriculture			Village Industries		
	Non Equip- ment	Recurring Cattle Sheds	Recurring Seeds manure etc.	Non-Recurring Equip- ment	Recurring Constru- ction (Sheds etc.)	Recurring Training materials etc.
1	2	3	4	5	6	7
103	1,39,154	1,45,891	8,00,870	77,862	14,105	80,205

Co-operative Farming Societies Estimated

Social Security Programmes Health Scheme Education	Total	Internal	External		Sub total	(Rupees) Grand total	
			From Khadi Commis- sion	From Govt. & other agencies		Col. No. 10 & 13	Col. No. 11 & 12
8	9	10	11	12	13	14	
35,948	12,93,635	11,10,066	70,095	1,13,474	1,83,569	12,93,635	

APPENDIX-I.

A

List Of Intensive Areas (State-wise) Showing The Dates Of Inception

State	S. No.	Name of Centre	Date of inception as Pre-Ares	Date of inception as full area
1	2	3	4	5
UTTAR PRADESH	1.	Dhanaura	—	8-6-54
	2.	Deengra	—	30-10-56
	3.	Kamelpur	—	30-10-56
	4.	Karaundi	—	11-11-57
	5.	Kunderkhi	22-11-57	22-2-58
	6.	Khadgujar	6-2-57	24-9-57
	7.	Machharia	1-4-57	15-2-58
	8.	Singhpursani	6-3-57	1-11-57
	9.	Gangeshri	1-11-56	20-1-58
	10.	Tajpur	6-2-57	1-12-58
	11.	Datiyana	1-11-60	—
	12.	Pukhrayan	—	22-6-56
	13.	Ajagara	—	28-8-54
	14.	Doharighat	—	27-7-55

1	2	3	4	5
	15.	Bhittee	12-12-56	15-2-58
	16.	Rambaba	12-12-56	24-10-57
	17.	Raniwan	—	27-7-55
	18.	Sevapuri	—	27-7-55
	19.	Saheedgaon	23-1-57	29-8-58
	20.	Majhgaon	20-8-57	23-1-59
	21.	Belhari	1-10-60	—
	22.	Sahason	—	31-7-54
	23.	Kamalanagar	16-10-56	15-2-58
	24.	Tharwal	20-7-60	—
GUJARAT	25.	Khadsali	—	14-6-54
	26.	Malpara	—	14-6-54
	27.	Shahpur	—	14-6-54
	28.	Adriana	—	16-8-55
GUJARAT	29.	Delwada	—	16- 8-55
	30.	Sanosara	—	25-10-56
	31.	Vanda	1-11-56	31- 7-57
	32.	Survayadar	16-10-56	10- 3-58
	33.	Manar	23-10-57	1-12-58
	34.	Sagatala	—	8- 6-54
	35.	Vedchhi	—	9- 6-54
	36.	Vanskui	1-11-56	31- 7-57
	37.	Amrolli	16-10-56	29- 6-57
	38.	Ranveri	9- 3-59	1- 6-60
	39.	Jeswada	16-10-56	15- 2-58

1	2	3	4	5
	40.	Jalia	—	27-10-56
	41.	Sultanpura	—	17-10-56
	42.	Gundi	—	14- 7-54
	43.	Balaram	—	29-11-57
	44.	Chakargarh	5- 5-59	1- 2-61
	45.	Valam	16- 8-60	—
RAJASTHAN	46.	Khimel	—	22- 6-56
	47.	Sanwar	—	17-11-55
	48.	Rajasmand	28- 1-58	23- 1-59
	49.	Banerla	2- 4-59	1- 6-60
	50.	Sadri	7-10-59	—
MAHARASHTRA	51.	Nasik	—	1- 7-54
	52.	Murud	—	1- 7-54
	53.	Lohara	—	22- 6-56
	54.	Kurduwadi	16-10-56	2- 7-57
	55.	Haveli (Nasarpur)	20-12-57	1- 6-60
M. PRADESH	56.	Thibgaon	—	14- 7-56
	57.	Tavalai	27-10-56	23- 1-59
	58.	Ratwara	16-10-56	6- 9-57
	59.	Ranipatra	—	28- 6-55
	60.	Sokhodeora	—	28- 6-55
BIHAR	61.	Ziradei	1- 2-58	1-10-60
	62.	Haveli (Kharagpur)	23- 2-59	—
MADRAS	63.	Watrup	16-10-56	1-11-59

1	2	3	4	5
	64.	Kamakshi-		
		puram	11- 3-57	1- 8-60
	65.	Manapacheri	11- 3-57	1- 8-60
ANDHRA	66.	Badvel	2- 4-59	—
KERALA	67.	Nemom	—	12- 7-54
	68.	Mudadi	—	14- 7-55
	69.	Trlchur	—	24- 5-54
	70.	Kanayanoor	2- 1-57	1-12-59
ORISSA	71.	Bolpariguda	—	26- 9-55
	72.	Balasore	—	26- 9-55
	73.	Narayanpatna	—	26- 9-55
	74.	Kalyansinghpur	—	26- 9-55
WEST BENGAL	75.	Khirpal	—	19- 6-56

APPENDIX 'B'

Yearly Additions To The Number Of Intensive Areas

Year	Pre-Areas	Conversion into full from Pre-Area.	Direct full Areas.
1. 54-55	—	—	13
2. 55-56	—	—	13
3. 56-57	20	—	10
4. 57-58	7	15	2
5. 58-59	2	6	—
6. 59-60	4	2	—
7. 60-61	4	7	—

OTHER BOOKS ON INTENSIVE AREA SCHEME

(1)	Organisational Research for Village Industries By Shri Jhaverbhai Patel	Re. 0.25
(2)	A Village Plan (Raiyan Plan) By Shri Jhaverbhai Patel	Re. 1.00
(3)	Village Planning (Five Village Plans) By Shri Jhaverbhai Patel	Re. 1.00
(4)	Organisational Pattern for Village Industries By Sarvashri Jhaverbhai Patel & Vithal Patwardhan	Re. 1.00
(5)	Birapur Village Plan By Shri Jhaverbhai Patel	Re. 1.00
(6)	Village Plans at Work By Shri Viswanath Tekumalla	Re. 1.00
(7)	Report of Evaluation Committee	Re. 1.00
(8)	Towards the Oceanic Circle (Dhanaura Regional Plan) By Shri Jhaverbhai Patel	Re. 1.00
(9)	The Deora Village Plan	Re. 1.00
(10)	Kamelpur Village Plan	Re. 1.00
(11)	Guide to Village Planning By Sarvashri Jhaverbhai Patel & M. B. Dixit	Re. 1.00
(12)	Borkhadi Village Plan at Work — An Assessment	Re. 0.50
(13)	Peli Village Plan	Re. 1.00
(14)	Ladanpur Village Plan by Shri Manubhai Patel	Re. 1.00
(15)	The Next Stage of Village Civilisation By Shri Jhaverbhai Patel	Re. 1.00
(16)	Perspective Village Planning By Shri Vimalbhai Shah	Re. 1.00
(17)	Village Planning Leads to Co-operative Farming By Sarvashri Jhaverbhai Patel & M. B. Dixit	Re. 1.00

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