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Our Block Development Committees

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Ministry of Community Development & Cooperation
(Department of Community Development)
Government of India

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CHAPTER I

General

Our country is very large. Its development can be rapid if taken up in small areas just as we divide our larger fields into smaller bits during sowing operations. Such small areas covering about 100 villages are named blocks.

2. The development of a block is development of its people and also the development of the area. Every year more and more areas come under the blocks. By 1963, the whole country will be covered by blocks. Wherever our village, it will be in one block or the other. It is, therefore, necessary that we should know all about block development programme.

3. In the old days, when villages wanted either a drinking water well or a school, they would seek it as a favour from the local government officers. The officers might, if possible, provide the amenities; if not, the villages went without the same. This could go on because the government was not our own. After Independence, we have our own government. It is no longer foreign. In fact, the government is of the people. It is run by men chosen by the people. It is run by those who are constantly striving to make the people happier. No more are the people and the government separate. They are two wings of the same bird. They are two wheels of the same cart. It is, therefore, necessary that the two should work in harmony.

4. We, village people, used to manage our affairs ourselves in the past. During the foreign rule, however, we did not have that scope and hence we have lost that habit. We have to regain our ability to manage our own affairs. In the beginning, we need guidance and assistance. But, progressively we will take more and more initiative asking our government to give necessary assistance, whether technical or financial.

Background

5. Our government, when it started the Community Development Programme in 1952 has, therefore, planned accordingly. They have, from the very beginning, arranged to have Block Advisory Committees. On these committees, people from the block area were associated. There were representatives of Panchayats. There were representatives of co-operatives. There were leading farmers. There were leading social workers. All people knowing the area and who could advise in the proper drawing up of programmes were taken on the Block Advisory Committees. There were also government officials on the committee. In the beginning, District Collectors or Deputy Commissioners were working as chairmen of these committees. As blocks increased, it became difficult for the Collectors to actively work as Presidents on all committees. Deputy Collectors or Sub-Divisional Officers were, therefore, presiding over the committees. The work of the Block Advisory Committees went on like this for three to four years. At some places, the committees were working very well; at others, not so well. It was found that where the people took more interest and initiative and the officials encouraged the people in doing so, the committees worked very well. Where this did not happen so well, the committees did not work satisfactorily.

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6. A closer study revealed that, in some cases, where members did not take interest, it was not because they were not competent to do so but it was because they felt that they were only an advisory committee and that their advice might or might not be respected. Some steps were, therefore, taken to correct the situation. The decisions of the Block Advisory Committees were made binding. In the event of a difference, State Government was to decide finally. The name of the committee was changed to Block Development Committee. This change was made for giving the necessary emphasis to the role of the committee. Now, therefore, our committee is called "Block Development Committee". Let us now proceed to understand more about our Block Development Committee.

Why Block Development Committee ?

7. Only the wearer knows where the shoe pinches. Our difficulties are, likewise, best understood by us. We have, amongst us, persons with experience, knowledge and understanding. Such persons can suggest different solutions to our difficulties. We know best our resources and how to use them in the solution of our difficulties. Our job is to develop the whole of our block area and achieve the welfare of its population. Any difficulties in the process are to be removed by our own efforts, our government being there always to render necessary assistance. But we must be clear about the respective roles of our people and our government. People are like a person walking. The government is like the wind behind. The wind can help those who walk. It cannot make them walk. Similarly, our development is to be achieved by us, our government can only assist.

8. We have, therefore, to so arrange that our Block Development Committee can work in the best manner. Our committee, therefore, should have on it persons knowing the people and their problems, their wishes and aspirations, their capacities and their willingness to take the load. Obviously, therefore, for the development of our block, we should have a committee of both non-officials and officials which would plan the development of the area and also attend to the execution of such plans.

Composition of Block Development Committees

9. There are always some good and able people in every village. They lead the village. Would it not be enough if such individuals are selected by our government to work on the Block Development Committee? The answer is "no", because we want to build democracy from the village upwards. In democracy, every person should have a voice in the affairs of the village. An individual, however good, cannot always be taken to represent the will of all. Again, development programme of a village is a continuous process. It cannot be finished in a short time. It has to go on. We have to make our village like some of the best in the world. Our poverty has kept us very far behind. We have, therefore, to struggle hard for quite a long time. For continuity of work, therefore, an institution is always better than an individual. Individuals come and go, but the institution remains for ever. We have, therefore, to effect development through our village institutions.

10. The most important basic institution in a village is the Panchayat. It is an elected body, and, therefore, reflects the will of all the people. Its actions are always subject to review by the people. Panchayat is the institution responsible for all-sided development of the village life.

11. Co-operative Society is another important village institution, particularly in the economic sphere. A co-operative serves the village by getting supplies, effecting sales and procuring credit requirements. There are also other voluntary village institutions which we shall consider later. Representatives of such institutions should serve on the Block Development Committee.

12. The next question is: "How such representatives are to be selected?" Who should select them? A beginning was made by the Government nominating representatives of the Panchayats on the Block Development Committee. That was because a beginning had to be made. The real and better way is that the people should choose their representatives on the Block Development Committee. Our Government, therefore, issued instructions that an elective element should be introduced. The latest suggestion is that Panches and Sarpanches of all the Panchayats in a block should form an electoral college. They should then elect two persons from each V.L.W. circle. Such persons whether Panches or Sarpanches, elected by such college would serve on the Block Development Committee. When this is done, the Block Development Committee will have a more representative character than at present. In fact, a team under the chairmanship of Shri Balvantray Mehta has suggested that there should be a statutory body at the block composed of elected representatives of Panchayats. The State Governments are considering the matter. Till such bodies are brought into existence at the block or higher levels, the Block Development Committee formed as above would be a good substitute.

13. Besides the representatives of village institutions, there should be some others also. For instance, there should be women, as they form a very important part of our society. Then, there should be representatives of Scheduled Castes. There should also be representation of Scheduled Tribes, particularly in areas where they form a good percentage of the population. Then, there are some social institutions working in the block areas. If they are represented, the Committee would be richer. There are advanced cultivators who can also be useful. There are humanitarian workers who can help in mobilising people for community action. There should also be *ex-officio* representatives like M.P.s. and M.L.A.s. who represent the block area in the Legislature. A committee so formed would be most useful for our work of block development.

How does the Block Development Committee work?

14. Soon after an area becomes a block, our Government forms a Block Development Committee for it. The B.D.O. is the Secretary of the Committee. A non-official member would be the Chairman and another non-official a Vice-Chairman of the Committee. In some States, non-officials are not yet the chairmen, but this will soon change.

15. Ordinarily, every month, there would be one meeting of our Block Development Committee. If there is more work, it may meet oftener. Some States have certain fixed dates every month for the meeting of the Block Development Committee. This enables members to arrange their programme suitably.

16. Members of Parliament and State Legislatures take keen interest in block development. They have, however, to attend the sessions of the legislature. The meetings of the B.D.C. are also being, therefore, held during the recess of the Parliament and the State Legislature so that we

have the benefit of their fuller association. Where the monthly dates are not fixed as above, the B.D.O. in consultation with the Chairman fixes dates of the meetings and informs all the members.

17. Every member whether official or non-official has a right to suggest items for inclusion in the agenda of any meeting. In active Block Development Committees, every member takes interest and suggests suitable items. The B.D.O. circulates the agenda in advance to enable every member to come prepared. Members may also like to consult their village institutions, before coming to the meeting. Through such process, every decision of the Block Development Committee will have the fullest measure of public understanding and support.

18. The Committee, at its meeting, discusses each of the items fully. The decisions of the Committee are recorded by the B.D.O. The B.D.O. and the Block staff have to carry out the decisions. If on any issue, there is a difference, then the B.D.O. has to refer the matter to the Collector for a decision. Usually, State Governments have given powers to Collectors to decide such issues. But, if Collectors desire to refer any particular matter to the State Government, they may do so and convey the orders of the State Government to the Block Development Committee. Such orders are final.

Functional Sub-Committees

19. Taking decisions is not enough. To give concrete shape to these decisions is also the responsibility of our Block Development Committee. The block organisation would, no doubt, assist in executing whatever programme is decided by the Committee but enthusing the people in the villages through their institutions will be one of the main jobs of the Block Development Committees. Ordinarily, the Members of our Committee do visit villages in the block. During such visits, we should explain to the people the various aspects of the programme and how to carry them out. For convenience of work, however, we have to suitably divide the whole work.

20. The programme of rural development has various facets. The most important at present is the production aspect. Increasing agricultural production is our priority. Increasing food production is still a greater priority. Without sufficient food, our people cannot work. Hence, food production gets the highest priority. Side by side with agricultural production, we have to give work to millions of our people. For this, cottage and village industries programme is most important. Village industries will help removing under-employment and unemployment. It will also help to build up economic prosperity by supplementing the income of our villagers. Equally important is education—our children are to be educated, our adults are also to be educated. Education is food for the mind. Looking after health and sanitation is yet another important side of our programme. Despite bumper crops in the field, if people are ill, they cannot harvest them. Health, then, is obviously equally important.

21. To serve all the above needs, there is the aspect of "Community Organisation". Our village people should work in an organised manner. For this, we need voluntary Mandals in every village. Mandals are based on identity of interests. Women, for instance, have common interests in various home-crafts like cooking, sewing, knitting, etc. So, a Mahila Mandal should be formed in each village to look after the programme of

women. Then, there is the village youth. They want games and sports. They want music and drama. They want excursions and travel. They want adventure and discipline. For the youth, therefore, there should be a Yuvak Mandal in every village. Such a Mandal may have its branches dealing with the above items. Some young men may develop music and drama. Some may look after village defence. Some others may organise tours and trips to places of interest and nearby development blocks. This way, the whole village youth can be active. It can gain a lot of experience and it can help the community to gather strength. The children of the village have also their own interests. They want to play and sing. They should be helped with arrangements suitable to them. The village school can look after the interests of children. Balwadis may be organised. Recreation centres can be set up with swings and see-saws. There may be flower gardening and vegetable growing entrusted to children of different ages. All this is community organisation.

22. To make sure that every village has got such village Mandals will be the business of our Block Development Committee. To attend to each important branch of the programme, the Block Development Committee may create its sub-committees consisting of three, four or five members each. Each sub-committee would attend more intimately to the particular subjects entrusted to it. The agricultural production sub-committee, for instance, will concern itself with all steps to be taken in the whole Block whereby the agricultural production can rapidly increase. This Committee would chalk out its plan of work. It would report every month to the Block Development Committee what progress it has made. It would take the help of the whole committee wherever necessary. Similarly, the village industries sub-committee would give particular attention to that side of work. Likewise, there will be the education committee. That committee has to ensure that all the children of school-going age go to the school; that the girls attend the schools; that Harijan and other backward children also attend the school; that the teachers take interest in the community development work by making the school a live centre for cultural development. Adult education would also be looked after by the sub-committee. No doubt, the sub-committee would get all these things done through the village institutions such as the Panchayat, the Co-operative and the school. Then, there would be the health sub-committee and so on.

23. The Functional Sub-committees of the Block Development Committee would look after the whole block area for their respective items of work. They should, likewise, encourage the Panchayats to form similar Functional Sub-committees of Panchayats to operate in the Panchayat area.

24. There are people in the villages who have special experience. There may be a retired doctor living in a village. There may be an engineer or overseer. There may be a school master. There may be a business man and so on. The rich experience of such people can be available for community development by associating such persons on the respective Functional Sub-committees either of Panchayat or of the block. Proper working of the Functional Sub-committees is extremely important.

25. Gramdan is a new idea. More and more of our villages are coming under the influence of Gramdan. If proper guidance and assistance is rendered to Gramdan areas, there is immense scope of community development there. Our Block Development Committee should, therefore, have

one Gramdan Sub-committee also. Its business would be to look after particularly the problems of Gramdan areas and assist in solving them. Experiences of Gramdan areas should be conveyed to other villages by the Gramdan Sub-committee.

26. *The Block Budget.* Our Block Development Committee has responsibility for community development programme in our block. It would require finance for the purpose. It would also require technical assistance. Every block is, therefore, given a small budget. The budget is Rs. 12 lakhs for a period of first five years, another Rs. 5 lakhs for a period of next five years. Fuller details of the schematic pattern of block budget will be found in Chapter II.

27. But block budget is not the only source of funds. There are the various Boards whose programmes have to be carried out in the villages. There is the Khadi Gramodyog Commission, the Handloom Board, the Handicrafts Board, the Coir Board, the Silk Board and the Small-Scale Industries Board. There are funds for each of these Boards to carry out its specific programme. The State Governments have been advised to pool the resources from these Boards at the block and all such available funds should be used as per the decisions of the Block Development Committee. Again, the State Agricultural Department, the Animal Husbandry Department, the Industries Department, the Education Department, the Health Department, the Minor Irrigation Department have their own programmes to be carried out in the villages. Funds for such programmes could also be pooled at the block level and utilized, wherever feasible, through the Panchayats.

28. Each member of our Block Development Committee should, therefore, be fully informed about the various sources from which funds are available for block development. In addition to such funds, every village would try to raise its own resources through labour, donations, contributions, etc. All such resources have to be so utilized by our Block Development Committee that we get the maximum results at minimum cost.

Role of Members of Block Development Committees

29. Each one of the members of our Block Development Committee has certain important duties and responsibility. First of all, he must know the block area, *i.e.*, he must study the facts and figures about the area. He must know the population, the area under cultivation, the irrigated area, the pattern of crops, the figures of production, the figures of consumption, etc. He should have a general idea of the extent of unemployment or under-employment and also about rural indebtedness. It is only after full understanding of the facts that he can contribute to proper planning for the area.

30. He has to appreciate that it is not mere development but it is *community* development that we are working for. Community development implies that every one is to live and work for the whole community. It also means that the weakest members of the community should be properly attended to. Thus, early improvement of the lot of the backward sections of the community is our responsibility.

31. Every member is to appreciate that the block is a part of a district. The planning for the block should, therefore, be consistent with the planning of the district. Thus, if the plan for the whole district is based on a

per capita expenditure of, say, Rs. 50, then the block drawing up a plan requiring a *per capita* expenditure of Rs. 200 would not be practicable. Again, while choosing items of work, the over-all picture of the development of the district should be kept in mind. For instance, building a road over an area which is likely to be submerged in an irrigation project may mean waste of money and effort. The block planning, therefore, has to keep in mind the district plan on the one hand and the village plans on the other.

32. It is also the duty of every member of the committee to guide the village institutions so that they may make the optimum use of their resources. While doing this, they should indicate how the village institutions can mobilise people of the villages to increase their own resources for development. Various possible sources of community income could be developed if village institutions are given proper guidance. For instance, village forests could be raised. These would provide fuel to the village and income to the village institutions such as Panchayats. Village nurseries for fruit trees could be developed. Village tanks could be developed for irrigation on the one hand and fishery development on the other. Soil erosion is like tuberculosis to the land. Our land could be saved by a programme of field bunding. If the whole village decides to launch on a programme of field bunding, it would be possible to save the soil in a very short while. Our main crop being rain-fed, a programme of field bunding by conserving soil and moisture can give rich dividends. Such action has to be organised by the village institutions like panchayats and co-operatives. But to give proper guidance to such institutions becomes the responsibility of our Block Development Committee and its members.

33. The officials of the various departments are our own men; they are employed by the government which is our own. Hence, a proper outlook should be cultivated to work in co-operation with the officials for the good of the entire area. Officials and non-officials are only names to be used for convenience. We are all sons of the same soil wishing to do our best for our people and our land. Hence, it will be the duty of every member of our Block Development Committee to develop good relations between the workers in this programme, whether they be officials or non-officials. It should be recognised that all are co-workers in the same cause. Our government is impressing on all officials the need to cultivate this approach and attitude.

34. Women form half the population but their importance to society is far greater. They influence our children—our citizens of tomorrow. They also influence the thinking and action of men-folk. Hence, the progress of a community should be largely dependent on the progress of its women-folk. If every member of the Block Development Committee has a clear realisation of the importance of women's programmes, the block would develop much sooner and much better. Needless to add that active interest in the development of children through their schools and their health and recreation programmes would also be an important item.

35. Community organisation, as indicated earlier, involves development of village institutions, statutory and voluntary. Panchayat is the central village institution. It is the pivot. Proper relationship between Panchayat and the other institutions has to be developed. Every member of the Block Development Committee can assist in evolving healthy relationship between village institutions. If the village is a big family, the

Panchayat is the family elder and the Mahila Mandal, the Yuvak Mandal, etc. are like the sons and daughters. The members of the Panchayat Sub-committees should keep in close touch with their respective Mandals. Likewise, some representatives of each voluntary Mandal should be co-opted on the respective Functional Sub-committees of the Panchayats. This way, each organisation knows the total plan of village development as drawn by the village panchayat and at the time of implementation, every Mandal can play its proper role.

36. As stated earlier, understanding of the details of the block budget is very important. Every member of our Block Development Committee should, therefore, understand the details of the budget. Often, there is no clear understanding as to what cannot be done under the existing rules. If the non-official members acquaint themselves with the rules and procedures, they will be able to better appreciate the difficulties of their co-workers on the official side. This will help building better relations, and help speedy and smooth work. In one of the guide books, a detailed idea of the schematic block budget is, therefore, given.

37. For best results, the members should take active interest in the work of the Committee. This can be done by regular attendance, full participation in the discussions and continuous follow-up of the decisions.

38. Every member has to impress upon all concerned that expenditure out of public funds has to be incurred with the same care as out of one's own funds. Highest standards of economy should be observed and wastage should be eliminated. Our people have a right to expect this from us.

39. Our government is making sincere efforts to build a welfare State. In the process, loans for different purposes are given. Short-term credit, Taccavi loans and medium and long-term loans are provided for specific purposes. Often, it is reported that the loans are used partly or wholly for other purposes. This is harmful to the concerned person as well as to his cause. It also harms the Block Development Programme. It, therefore, becomes the duty of every member of our Block Development Committee to see that the loans taken by villagers are used for the proper purposes.

40. Every member should educate the village people to take the minimum loan necessary as it would enable more people to get loans. It would also reduce the burden of every individual borrower. Members can help to ensure that the villagers make timely repayment of the loans.

41. Block development in every sense is a process of continuous social education. The persons most fitted to spread such social education are the people's representatives and their voluntary workers. The members of our Block Development Committee have, therefore, to educate all the local workers as well as the people, so that the social behaviour of the entire community improves. The life in the village should be imparted a moral tone. Social abuses and vices have also to be reduced and eliminated by persistent educative and persuasive processes.

42. This gives a bird's eye view of the immense possibilities of work. The more we work, the more we will find that there is yet a lot of work to do. The pleasure and satisfaction we derive while achieving social good is its own reward. The total development of the Block area and particularly to help people to progress socially, economically and morally is the

assignment that the B.D.C. sets to itself with adequate support from our Government.

43. It has to be fully realised that our Block Development Committee is not meant only to render advice, but it is itself responsible for the development of the Block area and its people. If the development suffers, it would mean that the Committee has to improve its working. If the development is good, it is a matter for the B.D.C. to be proud of.

CHAPTER II

THE BLOCK BUDGET

When there is a marriage to be celebrated in a family, the family elders decide the total expenditure to be incurred. For doing this, they broadly estimate the expenditure on individual items, such as ornaments, clothing, food charges, decorations, gifts etc. They also, thereafter, think as to from which sources the money may be raised. This process of estimating the expenditure and required resources is called "budgeting" and the final picture is called the "budget". Thus, budget is an estimate of income from different sources and of the expenditure on different items that has to be incurred within a given time. Our Governments prepare their budgets every year. The Central Government prepares its budget. Parliament considers and only after it passes the budget, money can be spent. Similarly, the State Assembly passes the State budget before any money can be spent by the State Departments. For our block, there is also a budget, called "schematic budget". It is for a five year period, but every year as soon as the State budget is passed, annual sanctions are communicated. In the first five years of a block, *i.e.*, when it is in Stage I, Rs. 12 lakhs are available. In the next five years, *i.e.*, in Stage II, Rs. 5 lakhs are available. Development of a block area is a continuous process. It does not stop at the second stage. There will be the third stage, the fourth stage and so on. Depending on the work which we want to do and upon the increase in the national income, the amount available for every successive stage will be decided from time to time. For the present, it will be enough if we understand how the existing budget of Rs. 12 lakhs for a five-year period is to be used.

Ours is a vast country. The problems of one block are different from the problems of another. A block in hilly areas might need roads most, while a block in desert areas might require water for drinking and irrigation. Blocks in swampy areas might require drainage and blocks in dry areas might need soil and moisture conservation. Therefore, the programme of development would vary from area to area. Our Block Development Committees have the freedom, therefore, to decide which items of work may be emphasised more than others. But this does not mean that all the available money may be spent only on one or two important items. This is necessary because rural life requires integrated development. Developing one side of life and neglecting others may not lead us very far. Therefore, a broad pattern has been framed which would guide the development activities in the whole country. This pattern is known as the "schematic budget".

In Stage I, the budget has three main parts.

Part I worth Rs. 4.55 lakhs covers expenditure on personnel, transport, office buildings, equipment, rural housing and primary health centre.

Part II also worth Rs. 4.55 lakhs covers Agriculture, Irrigation and Rural Arts and Crafts.

Part III worth Rs. 2.90 lakhs covers items which are in the nature of local works, *i.e.*, items which can be managed by the people

at the village level. These cover drinking water supply, drainage and sanitation, education, social education and communications.

Usually, expenditure is of two types :—

- (i) that which is to be incurred once and not to be repeated. It is called “non-recurring expenditure”.
- (ii) that which is to be repeated periodically, may be, daily, monthly or annually. It is called “recurring expenditure”. For example, if a village wants to set up a school, it will require a building worth say Rs. 5,000. But once the building is built, it is not to be built again. The expenditure of Rs. 5,000 is, therefore, called “non-recurring”. The school will require a teacher also. His salary, say Rs. 100 per month, will have to be paid every month. Such expenditure is called “recurring expenditure”. Rs. 1,200 is, therefore, the annual recurring expenditure on the school. Our block budget has Rs. 2.90 lakhs in the third part. Of this, non-recurring is Rs. 2.35 lakhs and recurring expenditure is Rs. 0.55 lakh. The non-recurring expenditure of Rs. 2.35 lakhs is as under :—

Drinking water supply	Rs. 0.50 lakh
Drainage and sanitation	Rs. 0.25 "
Education	Rs. 0.45 "
Social Education	Rs. 0.30 "
Communications	Rs. 0.85 "
TOTAL	Rs. 2.35 lakhs

The recurring expenditure of Rs. 0.55 lakh is on Education and Social Education, generally for payment of salaries and other recurring charges etc.

Similarly, for the Stage II Blocks, the budget of Rs. 5 lakhs for five years has three parts :

Part I worth Rs. 1.15 lakh covers personnel, transport and rural housing.

Part II worth Rs. 1.85 lakh covers agriculture, irrigation and rural arts and crafts; and

Part III worth Rs. 2 lakhs covers the local works item as indicated in Stage I Block.

The total amount of the budget is used for different types of development programmes. Some programmes are such that money spent on them is not recoverable, *e.g.*, money spent on building roads or running a school or dispensary does not come back. It is an outright expenditure. But there are other items, *e.g.*, giving to a cultivator Rs. 2,000 for buying a pump and motor or for a pump and engine for irrigation. The cultivator increases his production, earns more and repays the amount taken for purchase of engine and pump. Such expenditure is called a “loan”. Out of Rs. 12 lakhs, for the Stage I Block, Rs. 4 lakhs is a “loan” expenditure and Rs. 8 lakhs is the “non-loan” expenditure or “grant”. It is necessary for our Block Development Committee to utilize the loan provision for giving loans and not for non-loan expenditure.

The idea in giving the different items of work in the three parts of the budget is to remind our Block Development Committees of the need to do development work on all those items out of the money provided. In a marriage, if we find that the music party is very good and decide to keep it for some days more and spend on it heavily, perhaps we may run short on the food front. We carefully avoid such a situation. Likewise, in a block, all expenditure is not to be concentrated on a single item so that other items get neglected. But there are occasions when the local conditions require that some amount may be taken from one item to another. Thus, in item 2, covering agriculture, irrigation and rural arts and crafts, if an area is such that irrigation is not at all possible, the money meant for irrigation could be diverted to agriculture and other food production schemes. Taking the provision meant for one item, for development of another item is called in the language of the budget "re-appropriation". State Governments have been given the authority to sanction reappropriation subject to certain conditions. Broadly, these conditions are :—

- (i) loan amount cannot be utilized as grant.
- (ii) funds under agriculture, animal husbandry and rural industry should not be diverted to any other Head.
- (iii) loans fund under irrigation can be diverted as loans for agriculture or rural electrification.

Delegation of powers

Our Block Development Committee considers the amounts available for different activities. It also considers which items of work are necessary in our block and then it decides what to do and what not to do. The decisions of the committee are to be carried out by different officers. The State Government have the total powers of sanctioning and incurring expenditure. It gives its powers to different officers. Thus, a Block Development Officer may have for any particular item of work, power of sanction up to, say, Rs. 5,000. The Collector may have, for the same item, powers up to say Rs. 10,000 and the Development Commissioner may have, for the same item, powers up to, say, Rs. 25,000. If our Block Development Committee has decided to take up a particular item and expenditure exceeds Rs. 5,000, then the B.D.O. cannot sanction it. He has to take orders from the Collector. If it is above Rs. 10,000, the Collector has to take orders from the Development Commissioner. If it is above Rs. 25,000 (such cases are very rare), the Development Commissioner has to take orders from the State Finance Department. The State Government has, in this manner, set limit to the expenditure that can be sanctioned by an officer at a particular level. This process of giving powers to different levels of officers is called "delegation of powers". If we understand this, we will never find fault with an officer who cannot immediately sanction an expenditure which is not within his powers.

Public Contribution

People in the block try to share with the Government the cost of most of the items of work. Such sharing may be by contribution in cash or kind or labour. The cash contribution forms a part of the income in the budget. Thus, if a school building is estimated to cost Rs. 6,000 and people pay Rs. 3,000 in cash as their contribution, then on the income side of the budget, Rs. 3,000 will be credited and on the expenditure side Rs. 6,000 will be debited.

In the running of our household, we feel happy and proud when we have not to look to anybody outside to meet our household expenditure. Likewise, a village community can feel really proud when it has not to look to any outside source for its further development. In the early stages, when we are economically developing, it may become necessary to take a little assistance from outside sources, particularly our Government. But our efforts should be to reduce the outside assistance as much as possible. This we can do by increasing our own contributions to each and every item of work to the maximum possible extent.

CHAPTER II

PROGRAMME TO SUIT SPECIAL AREAS

The Community Development Programme, as it stands today, is the evolutionary outcome of a large number of trials and experiments carried out in the field for many years. Deliberations of a number of conferences and seminars, discussions, on-the-spot studies and cumulative thinking on the part of the States and the Centre, have contributed to the formulation of the programme. Even so, it was never intended to serve as a rigid pattern to be adopted in every area irrespective of varying local conditions. In fact, it was made clear quite some time ago that it was more of a guide for chalking out the programme for each block based on the desires and aspirations of the people and their requirements within the limitations of the schematic budget. In the budget, too, a measure of flexibility was introduced and discretion was given to the States and Block Development Committees to re-appropriate funds and make certain variations to suit the needs of the different areas. In spite of the flexibility of the schematic budget, the discretion given to the States and the fundamental necessity of having programmes related to the actual requirements of the people, the programmes have tended to take a uniform pattern. Much of this uniformity has arisen because there is still lack of adequate consultation with the people while framing the programme. The Minister for Community Development in his monthly letter dated July 16, 1956, had drawn the attention of the States to the necessity of evolving programmes based on the requirements of the individual areas. In a circular letter of this Ministry dated December 21, 1956, it was again stressed that in this vast country with different geographical, climatic, ecological and cultural conditions no uniform pattern of development could be equally effective in the whole of the country and that special problems in different types of areas such as Tribal, Hilly, Humid and Dry areas deserve special treatment and emphasis. Some striking aspects of the different areas were also pointed out so that they could receive special emphasis. The standard pattern, however, has continued to influence our thinking and planning and a time has come when the desirability of having different programmes for special areas can no more be overlooked.

On the basis of physical conditions and special problems the special areas which can be singled out are as follows :—

- (i) Desert and Dry Areas.
- (ii) Coastal Areas.
- (iii) Hilly Areas.
- (iv) Tribal Areas.
- (v) Blocks near big cities and towns.

Though other divisions of the country are possible it will serve our purpose if we give special treatment to the areas mentioned above. It is also realised that any programme drawn at the Centre can at best be only general and it may again suffer from the defect which is intended to be removed *i.e.*, standardisation. The actual pattern for the various physical regions can only be evolved by the State Governments concerned in con-

sultation with the people of these areas. If the programme of the Blocks are really evolved by the people with the assistance of the Block teams, this uniformity could not arise. As a result of the thinking that has been done in the Ministry this paper has been prepared containing some suggestions with a view to promote further thinking and to serve as a basis for the evolution of different programmes suited to the need of different areas. The suggestions are only illustrative and have to be built upon in the light of local needs and resources.

In the field of Education it may obviously be not possible to adopt any distinct classification of areas as the problems are more or less the same all over the country. Some difficulty may also be experienced in relation to Social Education and Women's and Children's programme but a broad outline has been indicated in this paper for drawing up the programmes in these two spheres. The cast might look similar but the contents can be varied by a change in priorities and emphasis on certain items. In the matter of Education, the areas which are more backward should receive special attention. It is not enough merely to open more schools in the backward areas. Owing to poverty and other socio-economic conditions parents are reluctant to send their children to schools. The special programme for education in these areas should, therefore, consist of special inducements and should be integrated with the life of the people. Education in these areas should be built around traditional crafts practised by the people. The co-relation of crafts and letters which is the essence of basic education should form the corner-stone of Education. Grants towards provision of mid-day meals, attendance scholarship, clothes, books and stationery can serve as inducements for increased attendance. Suggestions regarding the contents of the programme for each of the special areas in the fields of Agriculture, Animal Husbandry, Irrigation, Industries, Health, Social Education, and Women and Children's Programme have been made to enable the State Governments to chalk out definite programmes suited to the needs of these areas.

COASTAL AREAS

(1) Agriculture

(a) *Soil Conservation*: Most of the coastal areas receive comparatively heavy rainfall and, therefore, special soil conservation measures have to be taken for preventing soil erosion as in the case of hilly areas.

(b) Propagation of commercial crops like coconut, arecanut, cashew-nut, pepper, ginger, turmeric. Sea Island Cotton etc., with a view to strengthening the agriculture economy. The programme would involve the distribution of suitable planting material of these crops and introduction of improved methods of cultivation.

(c) *Building up of soil fertility*: Non-alluvial coastal soils are heavily leached and have low productivity. These soils, therefore, need regular application of green manures, and/or green leaves plucked from materials planted on the borders of fields. The liming of the soils will form an important item of the programme.

(d) The organisation of agricultural marketing societies for marketing the produce from commercial crops and for providing the necessary credit.

(2) Irrigation

Coastal regions generally are areas of heavy rainfall and irrigation is not as important as drainage and reclamation. More funds in such areas

can, therefore, be spent on providing suitable embankments with sluices etc., in order to ensure proper drainage and soil conservation.

(3) Animal Husbandry

(a) *Poultry Keeping* : The area is well suited for poultry keeping and schemes for developing poultry as private enterprise by providing liberally facilities and incentives for undertaking improved methods of breeding, feeding, management, control of disease and marketing of poultry and eggs should be encouraged.

(b) *Cattle Breeding* : The inferior cattle in this area should be up-graded with bulls of well-defined breeds prescribed for the area. For this purpose, artificial insemination should be introduced extensively.

(c) *Goat Breeding* : The exuberant vegetation of the Coastal areas is conducive to the keeping and breeding of goats for milk. Goat breeding schemes which should include large-scale introduction of stud bucks of Malabar (Surthi) or other milch breeds should be encouraged.

(d) *Mineral Supplement* : Owing to the heavy rains and the consequent leaching, there is depletion of minerals from the soils and the crops growing on them in this area with the result that livestock of the region suffer from the ill-effects of mineral deficiencies. This may be overcome by including in the animal feeds, a suitable mineral supplement which may be made locally, the supply of which needs to be subsidised at least in the beginning.

(e) *Water treatment of paddy straw* : As rice is the most important crop of the area, paddy straw which is normally innutritious is the chief source of nourishment for the livestock. Chaffing of the straw and soaking it overnight in ordinary water will improve the nutritive value of the straw and minimise wastage. This should be practised.

(f) *Green Fodder* : As it is not customary to grow fodder crops in this region because of the dearth of land and other reasons, cultivation of such fodder trees as *Sesbania grandiflora* as hedge plants, and the conservation of the commonly growing weed *Casia Tora* as silage should be popularised.

(4) Fisheries

India has a coast line of 2,900 miles along which many fishing villages are scattered. The conditions on the East coast differ vastly from those on the West coast and as such the problems faced by the fishermen on the two coasts are entirely different.

The brackish water lakes and bays and the continental shelf abound in rich sources of fish and shell fish. These vast resources are not properly exploited due to the chronically backward condition of the coastal fishing community. The problem of the coastal fisherman is more of a socio-economic nature. As such the development policy for these coastal fishing villages should be broad based. A few of the programmes of work that are significant to the welfare of these people are highlighted below :—

(i) Fish Culture

(a) Establishing of estuarine and marine fish farms for the culture of *Chanos Chanos* (milk fish) *Etropleas Suratensis* (Pearl spot) and *Mugil Cephalus* (Mullet).

(b) Fresh water fish farms for introducing major carps in reservoirs

and tanks and propagation of Tilapia in those areas of the West coast which are approved by the Ministry of Food and Agriculture, Government of India.

- (c) Paddy-cum-fish culture with prawns and carps in those areas where there is scope.

(ii) *Fish Processing*

- (a) Provision of small fish curing yards, cleaning platforms, drying racks in fish curing yards.
- (b) Establishing small ice plants of 1-2 tons capacity and small storage godowns for ice and iced fish.
- (c) Assistance to fishermen for setting up small units for extraction and manufacture of crude fish oil, fish liver oil, fish meat, fish manure, shell grit, shell lime, Agar-agar etc.
- (d) Supply of cutting knives, baskets, boxes and gunny bags.
- (e) Supply of salt at subsidised rates for curing fish.

(iii) *Fish marketing*

- (a) Godowns for storing dried fish.
- (b) Approach roads from fish landing places to fishing villages and from fishing villages to main roads. Cost of acquiring land for this purpose should be met by the State.
- (c) Transport facilities for sending fish to markets.

(iv) *Fishing equipment*

- (a) Supply of yarn, twine, floats, sinkers, ropes, hooks, tanning-bark and other necessities at subsidised rates.
- (b) Supply of catamaran logs (Var. *Melia Composita*) and timber for boat making at reasonable rates.
- (c) Setting up small fish net making units in villages, thus providing part-time employment.
- (d) Workshops for painting, repairing and maintenance of boats and engines.
- (e) Supply of sail cloth ropes and bamboo poles.
- (f) Providing first aid kit to boats that go out into the sea.

(v) *Cooperation*

- (a) Loan facilities for purchase of equipment, marketing of fish, improvements to housing and discharge of bad debts.
- (b) Organising supply of fishing requisites and domestic requirements.
- (c) Providing insurance facilities against risk of life or accident while at sea.

(vi) *Other amenities*

- (a) Construction of breakwaters guiding lights and mooring areas for fishing boats.

(5) Cottage and Small Scale Industries

Other industries particularly suitable for these areas will be the following :—

- (a) Fish traps and basket making.
- (b) Manufacture of buttons, bangles, curios etc. from sea shells.
- (c) Manufacture of fish meal and shell grit for poultry and fish manure for plantations.
- (d) Establishment of straw board factories to utilise surplus rice straw.
- (e) Manufacture of such specialised improved agricultural implements required for rice cultivation, namely, inter-cultivators, threshers etc.
- (f) Ambar spinning and utilising of yarn for weaving cloth and also for making fishing nets.
- (g) Hand pounding of rice.
- (h) Salt manufacture.
- (i) Coir mats, ropes etc.
- (j) Manufacture of umbrellas.

(6) Health

(a) On account of the high level of the sub-soil water, soakage-pits have not proved to be very effective in these areas and arrangements will have to be made for adequate drainage. Sandy and humid soils and nearness of the sub-soil water are factors to be taken into consideration while planning for drinking water supply and sanitary latrines. The incidence of Hook-worm infestation is rather common in these areas and as such high priority has to be given to sanitary latrines and urinals.

(b) The question of health education must receive the highest priority, in fact every field worker in these areas should be so trained as to become a potential health educator.

(c) It must be made clear that designs for sanitary latrines and urinals and wells, etc. must be obtained from the Director of Health Services of the State concerned.

(d) In view of the scattered nature of the villages in these areas greater emphasis will have to be laid on the provision of the rural medicine chests, so that ordinary medicines for common ailments are easily available. This would require satisfactory arrangement for refilling of these chests.

(e) Training of untrained women doing domiciliary midwifery in these areas is another problem which should receive high priority.

(7) Women and Children's Programme

It is found that women in these areas, more than in others, have to play the role of a man as well as that of a woman to a great extent, because their men-folk are out of their homes not only for the whole day but sometimes for several days at a time. The woman, therefore, has to take up some of the responsibilities that the man of the family usually undertakes. The climate is wet and humid and life is full of uncertainties. Diseases such as Malaria and T.B. etc. are prevalent. Therefore, a pro-

gramme suitable for the life of the women living in these areas has to be in terms of her responsibilities as well as problems. The programme for mother and child care has to emphasise the need for better food, safe drinking water, prevention of some of the prevalent diseases such as sores or dysentery. The importance of clean food and water, storage and preservation of food and purification of water, the need for growing vegetables in a kitchen-garden and preservation of vegetables (such as by dehydrating) would be of much value for them.

Life of women in these areas being particularly monotonous and even full of anxiety and uncertainty regarding the safety of their men-folk out on the open seas, special attention may be given to recreational programmes.

DESERT AREAS

(1) Agriculture

(a) Planting of shelter belts along all roads, tank-bunds, waste lands and groups of cultivated fields for serving as wind breaks and for preventing erosion.

(b) Adoption of dry farming practices for conserving moisture and soil bunding the fields and preparing the fields for absorbing the rain before the commencement of the rainy season. Planting of crops in lines and growing of mixed crops so that hazards of crop failures are reduced.

(c) Utilisation of improved agricultural implements for speeding up the preparation of the land, sowing and interculture as comparatively large areas have to be tackled by farmers who reside in dry areas.

(d) Planting of plants like *Ipomea Carnea* on bunds or borders of fields and preparation of compost pits in these fields for utilising the green matter produced by these border plants.

(e) Adoption of irrigation methods which economise water, as irrigation water is a scarce commodity. Use of small beds for irrigation, use of straw and grass mulches for reducing the water losses and high level fertilisation to make the optimum use of available water.

(2) Irrigation

(a) The need for irrigation is greatest in these areas and not only should the entire funds available under Minor Irrigation and Reclamation be spent on Minor Irrigation, but wherever possible, funds for this purpose should be diverted from other heads also such as Housing.

(b) Where no other sources of perennial water supply for irrigation except wells are available, rain-water should be utilised for flooding the fields during the Monsoons for Rabi sowings. 'Medhbandi' should be encouraged in order to conserve moisture. Irrigation channels, wherever existing, should be lined as far as possible in order to minimise losses.

(3) Animal Husbandry

(a) Sheep breeding is by far the major livestock industry practiced in the desert areas. Efforts should be concentrated in this direction by providing necessary incentive by way of special improved stud rams, facilities for treatment and prevention of ailments to which sheep are susceptible, construction of sheep shearing sheds and sheep dipping tanks, supply of

improved shears and facilities for periodical shearing grading and marketing of wool.

(b) Drinking water facilities should be provided for sheep as well as cattle by digging deep wells at convenient distances, as the present difficulties of providing food for sheep and goats and other animals and also prevention of livestock.

(c) Camel being the most important beast of burden and perhaps the only means of transport in the desert areas, improvement of this animal by providing superior and selected stud males and/or subsidising their maintenance would help increase its efficiency.

(d) Building up of fodder banks in suitable proximity and setting up of fodder resources in the desert areas to relieve fodder scarcity consequent upon fodder famine, which has frequent occurrence in this region.

(e) Introduction of drought resistant grasses and bushes as a means of providing food for sheep and goats and other animals and also preventing wind erosion.

(f) Improvement of veterinary aid to animals by increasing the number and improving the equipment of veterinary dispensaries and providing adequate transport facilities.

(4) Cottage and Small Scale Industries

The following industries are particularly suggested for these areas :—

- (a) Wool industry (generally coarse wool is available in desert areas like Rajasthan which is used for making blankets, carpets etc.).
- (b) Spinning and weaving including ambar.
- (c) Tanning and leather goods manufacture.
- (d) Chalks and Crayon manufacture.
- (e) Lime burning.
- (f) Village oil industry.
- (g) Processing cereals.
- (h) Ban and mudda making.
- (i) Cloth printing (some people from desert areas are more fond of colourful dress).

(5) Health

A high priority should be given to drinking water supply. The drainage problem in the desert areas will be reduced to the minimum on account of the peculiar nature of the soil. The designs of sanitary latrines and urinals will have to be of bore-hole type. It would be necessary to arrange for some kind of mechanism to counteract the caving-in of the bore-hole. In some desert and coastal areas three or four empty 3 gallon P.W.D. drums with their bottoms open have been utilised satisfactorily.

(6) Women and Children's Programme

Desert areas are usually scarcity areas both with regard to food and water. Therefore, storage and saving of food and pure drinking water, growing fruit and vegetables whenever and wherever possible and preserving them are essential parts of women's life. Spinning of wool, weaving carpets, blankets and woollen clothing have to be essential items in the

craft programme for women in these areas. Printing and dying of cloth, Ambar Charkha, making rag dolls can also be recommended.

HILLY AREAS

(1) Agriculture

The condition of the hilly areas will differ from State to State depending upon the altitude. Such areas are characterised by low *per capita* land availability and considerable soil erosion.

(a) *Prevention of soil erosion* : Adoption of various forms of terraces for cultivation. Provision of graded and grassed water courses, plugging of gullis, etc., for preventing the wash of productive soil from the surface.

(b) *Development of horticulture* : Since the land available *per capita* is small, it is necessary to popularise the growing of more profitable crops like fruits and vegetables. The programmes may provide for the establishment of nurseries and distribution of plants.

(c) *Conservation of animal and human urine and excreta for improving the fertility of the land* : The transport of fertilisers to hilly areas becomes very expensive and often impossible because of poor communication. It is, therefore, necessary to conserve all organic animal and human waste as well as unwanted vegetative matter, compost it and apply it to the soil for maintaining and improving its productivity.

(d) Organisation of agricultural marketing to secure the best price for the fruits and vegetables grown in the hills.

(e) Popularisation of fruit preservation and canning so that during the periods of glut, fruits and vegetables could be dried, preserved and canned for use by producing families as well as their neighbours. Peripatetic canning equipment can be utilised by the producers.

(f) Popularisation of secondary occupations, such as bee-keeping, poultry keeping, sericulture and forests.

(2) Minor Irrigation

(a) The need for irrigation in hilly areas differs widely depending upon the rainfall. In hilly areas with heavy rainfall causing soil erosion, water for irrigation is not required in large quantities and funds under this head can usefully be diverted for (i) soil conservation by field terracing and (ii) horticulture.

(b) In dry hilly areas, it may often be necessary to lift water for irrigation and a part of the funds may be utilised for supplying electric power for pumping water for irrigation in addition to soil conservation and horticulture.

(c) Irrigation channels in hilly areas should be lined as far as possible in order to minimise losses.

(3) Animal Husbandry

The condition of Hilly Areas varies not only according to their height, but also the region. For instance, the conditions obtaining in the heavy snow fall areas of the Himalayan regions are different from those found in the Southern heavy rainfall regions of the Nilgiris range. In formulating programmes of Animal Husbandry development, this should be taken into consideration.

(a) *Sheep Breeding* : Hilly areas are conducive to the propagation of superior wool bearing white sheep. Sheep breeding schemes should,

therefore, be taken up on a large-scale by providing facilities for the distribution of large number of improved stud rams, introduction of Artificial Insemination with a view to extending the usefulness of the available stud rams to the maximum number of ewes, periodical shearing, breeding and marketing of wool, treatment and prevention of sheep ailments, formation of sheep breeders' associations, etc.

(b) Improvement of inferior hill cattle by crossing them with the superior breeds prescribed for the region and where grazing and feeds present no difficulty, introduction of exotic breeds like jersey for crossing them. The cross breeding scheme sponsored by the Indian Council of Agricultural Research as an experimental measure, should be taken advantage of.

(c) Conservation of hill grass as hay, for feeding animals of the area as well as its neighbourhood during the lean months.

(d) As horses and mules are important beasts of burden in the hills, keeping stallions of hill ponies as well as donkeys for stud purposes should be encouraged, the veterinary dispensaries being preferred for this purpose wherever possible and by giving liberal subsidies to private individuals.

(e) The yak being the only beast of burden that can thrive in hilly region over 8,000 feet, the maintenance of yak breeding bulls and their hybridisation with hill cattle of lower regions should be encouraged through liberal subsidies or outright grants.

(f) Considering the difficult nature of the terrain, veterinary aid should be provided more liberally in this region than any other areas by opening more veterinary dispensaries and establishing mobile units.

(g) *Poultry Keeping* : Hill areas are well suited for poultry farming, establishing of exotic breeds and bee keeping. Private individuals should be encouraged to keep poultry by subsidising liberally and by creating marketing facilities for their products.

(4) Fisheries

The streams in the hilly areas do not count much for the development of fisheries, however, they can be developed in a small way to meet partially the local demand. Some of the lakes in the hilly areas are difficult to exploit and a few of the newly formed minor irrigation tanks are devoid of proper fish life. These could be developed and exploited to increase fish production in the area. Taking into consideration the various ecological and hydrobiological factors obtaining in the various regions of the hilly areas, the types of fishes that could be reared at various elevations are suggested below :—

(a) *areas above 4,000 feet*

Rainbow trout

Brown trout

The Tench (*Tinca Tinca*)

These fishes are already being cultured in the Kashmir and Ooty hills. Wherever possible hatcheries or farms of 1-2 acres in area should be established for rearing and breeding of these fishes. Streams and lakes may be stocked with fingerlings of these varieties.

(b) *area below 2,000-4,000 feet.*

Minor carp (*Cyprinus Carpio*, Var *Specularis*) is suitable for stocking in ponds and lakes. Some of the major carps like Catla, Rohu and Mrigal

may also be introduced in tanks, reservoirs and ponds. Fish fry rearing farms should be established for this purpose.

(c) *areas between 1,000-2,000 feet.*

Major carps like Catla, Rohu and Mrigal are suitable. Tilapia may be introduced in those areas that are permitted by the Ministry of Food and Agriculture, Government of India.

(5) Cottage and Small Scale Industries

The following industries can be promoted in hilly areas :—

- (a) Bee keeping
- (b) Collection of minor forest produce and processing such as extraction of non-edible oil, fibre for making ropes, lemon grass oil, Katha and Kutch from Khair tree, etc.
- (c) Soap making from non-edible oils
- (d) Fruits and vegetable preservation
- (e) Silk industry
- (f) Timber work and saw mills
- (g) Extraction of medical herbs
- (h) Mats and basket making
- (i) Brushes of coir, wood fibre, etc.
- (j) Lime burning
- (k) Tanning
- (l) Spinning and Weaving
- (m) Wool industry (provided wool is locally available)
- (n) Manufacture of charcoal for sale in cities and towns.

(6) Health

In a number of hilly areas there are natural springs and efforts should be made to construct small cement tanks to supply water by pipes, as has been done in some areas of Kulu Valley in the Punjab, Assam and Nainital and Almora Hills in U.P. Water so collected in these tanks must be periodically examined bacteriologically. The questions of latrines and urinals in the hilly areas have always been a problem and the only suggestion we can offer is to have trench latrines with moveable seats and cabin above. The trench should be covered with dry grass or dry garden refuse before use and arrangements must be made to provide earth for the users, so that after use the excreta is covered up with earth. The final disposal of excreta must be carefully planned; in no case should it be thrown in the *khad* as is being done at present, because during rains in particular it has resulted in polluting the streams and has been the cause of spreading bowel diseases amongst the people living in lower areas. The question of pavement of village lanes has to receive a low priority in these areas. Instead it may be necessary to make some kind of steps to go up to the villages.

(7) Women and Children's Programme

People in the hills suffer from extreme cold and live in small groups, scattered and separated by difficult terrains such as hills and forests. Any programme for the people in these areas has to lay emphasis on self-sufficiency fulfilling the minimum of basic needs of life. In Women's programme, a great deal of attention will have to be paid on health and maternity.

In the field of textiles their craftsmanship often transcends utility and makes for beauty as well such as Phulkari in the Punjab, Patch work in Kangra hills, beautiful embroidery and weaving and designing in Assam and Naga hills. Women's programme should encourage these traditional arts and crafts and help with marketing facilities such as through co-operatives. Women's programme should be to improve the conditions in which they work and (perhaps sometimes) the tools and equipment with which they work. But such improvements will have to be done under expert guidance.

Lack of adequate medical facilities, long distances and difficult terrains make it impossible for maternity services to be within easy reach. This makes it an absolute necessity to have some of the local *dais* trained as auxiliary mid-wives.

TRIBAL AREAS

Need to adopt proper approach to Tribal Welfare

It is necessary to introduce the programme of development among the tribals in such a way as to promote their growth by their own efforts and by the efforts of the Extension Workers recognising (i) totality of the community life of the tribals; (ii) the integrated life of the individuals with the community and (iii) the culture and tradition of the tribals, their ability and the speed for change. If this approach for change through development programme is adopted, one has to begin with the standard of their existing life and introduce the changes gradually through stages. The approach should also include identification with the tribal life, understanding their institutions and organisations, understanding the motivating factors leading to development programmes, avoiding stereotype approach, suggesting changes acceptable to them in terms of their value system after understanding their culture and the resulting personality of the individuals. The slowness of speed of development in the early stage is a vital factor to be reckoned with thus spacing the total programme through different stages of development. Actually this approach is not necessarily different from the approach to be adopted in any other development programme. It mainly emphasises the importance of being more sensitive to the tribal life and their value system.

Importance of study of tribal culture and survey of tribal life

The importance of understanding the tribal life leads to the usefulness on one hand of the study of culture and traditions of the individual tribes and on the other hand of the survey of the cultural practices and the development needs in individual blocks. Our programme, therefore, should give special emphasis to these two programmes of study and survey which at present seem to be overlooked or neglected.

(a) *Study of the tribal culture* : It is necessary to make a specific study of the culture of the individual tribes for which the programme is developed. There are some studies already made in the field. Wherever these studies have been made they should be made available to the workers in the field. In addition, special projects of studies need to be introduced in consultation with the various institutes of social anthropology. It is also required to develop a scheme of publishing pamphlets on cultural life of each of the tribes and the way in which the development programme can be introduced among them.

(b) *Survey* : It is necessary to emphasise that in understanding the prevailing needs and resources and planning the programme of development in relation to these needs and resources, survey is important. The survey needs to be of three types : (a) preliminary survey, (b) basic survey and (c) special survey. The preliminary survey is more of an elementary nature quickly carried out to find the total population and its distribution by age and sex and certain characteristics of physical environment, main features of seasons and climates, elementary data relating to the basic and supported economy of the village, the existing living standard, the nature of the social structure and the present facilities of health, education and welfare services. This elementary survey is being carried out, by and large, in most of the blocks. However, the programme is not always related to the findings of the survey. This requires looking into.

Basic survey should follow the preliminary survey and should include all general information regarding region, history, population, economy, social organisation and social life of the whole area. The survey should obtain vital particulars regarding each family and its individual members in the village community. Basic survey is to be undertaken to obtain comprehensive basic data of the families residing in the village, as regards their social and economic conditions, to develop an insight into the general social conditions, social organisation and social problems of the village; to evaluate the social service available for the welfare of the community and to estimate the need of the community in terms of the programme of community organisations so as to enable these organisations to deal with the entire development programme with the active cooperation of the people.

Specific survey should be undertaken after the completion of the basic survey to study the method and process for the development of plans of a more permanent character. This study should naturally deal with the specific problems in a village community. In addition, the survey should include detailed studies pertaining to physical environment, basic economy, social problems affecting health, morale and efficiency of communities, social problems interfering with the economic development of the community and the problems of adjustment of the tribals to the development programme.

In proposing a series of surveys it is not the intention to imply that the development programme should be delayed till the survey is completed. What is implied here is that the programme of survey is a continuous programme of understanding the work among the tribals and should, therefore, be integrally woven with the development programme. It is also necessary to acknowledge that the workers of the level of VLW and Extension Organisers can only carry out the early preliminary survey after having some training in the method of collecting statistics and having themselves become sensitivised to the culture and life of the tribals. It is at the same time wise to acknowledge the role of the trained investigators in conducting the basic and special surveys. A selected number of trained workers should be employed for this purpose.

All the experiences gained through the study and survey need to be coordinated in the larger interest of the programme of tribal welfare. If this study and survey have been attempted in a planned way and with convictions and if the programme is developed as a result of these surveys and studies, the programme can assume an individual character in each block.

Staff : Before any programme could be developed effectively, selection and training of suitable staff are necessary. It appears that at present most of the workers working in the multi-purpose tribal blocks are trained in their own subject-matter, but do not have any training in understanding the problems of tribal life and culture. The Tribal Welfare Departments of various States having adequate facilities of technical personnel in tribal work should undertake in-service training for the workers of their own State.

The staffing pattern as given in the schematic budget requires some change in relation to (a) number of VLWs to be provided in each block; (b) forest extension organisers; and (c) Additional Block Development Officers.

Although in the original scheme a particular staffing pattern was suggested for a block of 25,000 population, the population of these blocks has been more than 25,000; sometimes more than three times in specified number. This has resulted in lessening the intensive coverage of work in the M.P.T.Bs. In view of the fact that it would not be possible to delimit these blocks in the middle of the period of five years, it is desirable to provide additional number of VLWs in view of the difficult terrain prevalent in the tribal areas and the villages being situated at long distances from one another.

A post of forest extension officer needs to be provided in view of the fact that forest economy is closely related to the economic development of the tribals. It is necessary to coordinate the agricultural economy with the forest economy.

A B.D.O. in addition to the project executive officer is required in view of the intensive nature of development programme and the larger population coverage prevalent in the Block.

Programme : The programme of tribal welfare is required to be developed according to the specific needs of the tribals residing in these Blocks. The programme of Tribal Welfare could be broadly divided in three categories.

(a) *Programme of tribal welfare in the multi-purpose tribal blocks with Rs. 27 lakhs provision for a period of five years* : This programme by the very nature of the additional amount provided should be of an intensive nature. The emphasis, however, should not be on extra spending. It is necessary to plan the phasing of the expenditure in such a way that the emphasis on spending is converted into the emphasis of preparing the necessary ground for better development. Once the necessary ground is prepared, it would be easy to develop the suitable tempo and utilise the finances more usefully.

(b) *The blocks having concentrated tribal population and provided with financial provision of Rs. 12 lakhs* : In this case although the programme needs to be related to the specific needs of the tribals residing in it, the limitation of the finances would affect the nature of the intensive programme.

(c) *Blocks having mixed population of tribals and non-tribals* : In this area the nature of the programme has to be adjusted; (i) to the specific needs of each group, namely, the tribals and the non-tribals and (ii) to the problem of adjustment of the tribals with the non-tribals. It is very likely

that the process of development of the non-tribals may be of a higher tempo than that of the tribals. The programme, therefore, needs specific attention to the balancing of the stage of growth and helping each group to adjust to the requirements of the other, thus avoiding social tension.

The programme of tribal welfare can also be divided in relation to ecological conditions, namely, the programme related to the tribals residing in hilly areas and that of tribals residing on plains. Although ecological conditions will to some extent affect both their occupation and mode of living, the need to understand the tribals as having their own distinct culture different from that of non-tribals, continues to hold good in both these cases.

The following programme is given only as an indication of the possible activities of development. It is, however, necessary to emphasise that this programme is only indicative of the nature of development rather than specific means to be adopted in practice. It is necessary for every block and every village within the block to develop suitable programme according to the prevailing social and economic needs of the tribals.

(1) Agriculture

It is necessary to recognise the importance of forest economy in the programme of development of the tribals and of blending the agriculture economy with forest economy wherever possible. The question of weaning the adivasis from shifting cultivation and assisting them to take to settled cultivation is a socio-agriculture question requiring a study of social habits, the attachment of the tribals to the hills and the problem of adjustment to new surroundings. Since the socio-economic conditions of the tribals have to be strengthened and built-up, special facilities need be provided for tribal areas, so as to induce them to adopt improved methods of cultivation. The provision of following facilities is, therefore, recommended :—

- (a) Establishment of an Agricultural Supplies Store in conjunction with the existing village organisation of the tribals in such a manner that at least one Store is available within a radius of 10 miles.
- (b) Establishment of a Horticultural Nursery for supplying fruit plants, grafts vegetables, seeds and seedlings at convenient and suitable Centres in the Block. Even two or three such nurseries may be necessary in a Block.
- (c) Provision of a set of agricultural equipment to each tribal organisation to enable the tribals to borrow this equipment and use it. This will include agricultural implements, plant protection materials, sprayers, and dusters.
- (d) Provision of loans to the tribals for soil conservation, minor irrigation, planting of fruit trees and afforestation.
- (e) Setting up of demonstrations on growing of fruits, vegetables and oil seeds as the tribal diet is deficient in vegetables, fruits and fats.

(2) Animal Husbandry

(a) *Piggery* : Pork being a much favoured meat of the aboriginals, schemes for improving the local pigs by crossing them with the imported large whites should be encouraged by distributing liberally stud boars of this breed.

(b) *Poultry Keeping* : Poultry is as popular as pigs with the tribals. Schemes for upgrading local poultry by distributing liberally cockerels of exotic breeds and for introducing flocks of improved breeds should be sponsored. The Ashrams and Basic training schools in the tribal areas should be extended facilities, to maintain units of improved poultry so as to serve the purpose of demonstration and training to the trainees and also a source of hatching eggs and poultry to private individuals in the area.

(c) *Sheep Breeding* : Certain selected blocks in the area have potentialities for sheep farming and should be taken advantage of by distributing large number of improved stud rams to selected individuals. Training should be given to the tribals on improved methods of shearing and the use of improved shears which should be supplied to them either freely or on a liberally subsidised basis.

(d) *Fodder Demonstration* : Demonstration of the cultivation and use of improved fodders should form a part of the seed multiplication centres. Fodder seeds, slips, roots and cuttings should be made available from these demonstration farms to private cultivators.

(3) Fisheries

Fish is a very costly item of food for the tribal people and these areas are inaccessible by quick transport for marketing of fish. Such being the case it is advisable to develop the local resources by introducing the practice of fish farming among the tribal people of the hilly areas. There are also nomadic tribal fishermen like the *Burudebesthas* and *Killikyathas* of Mysore State who are expert fishermen moving up and down the large river courses fishing in inaccessible areas. These people need amenities for settling them in areas around lakes and reservoirs. The following programmes of work are suggested for tribal areas :—

- (a) Construction of small 1/2 acre or one acre ponds for raising fish.
- (b) Stocking of minor irrigation tanks in tribal blocks with major carps like Catla, Rohu and Mrigal and also Mirror carp.
- (c) Supply of twine, yarn, basket traps and hooks to tribal people for making angling rods and nets.
- (d) Allotment of lands for settling tribal fishermen.
- (e) Loans and subsidies to the tribals that take up fish farming.
- (f) Transport facilities for marketing of fish and also stocking of fish.

(4) Cottage and Small Scale Industries

The industries which are promoted in the tribal areas should cater primarily to the needs of life, namely, food, clothing and shelter; such as food processing industry, handloom weaving and building of houses. While chalking out a programme for tribal areas, stress should be laid on locally available raw materials and marketing facilities. As far as possible the tribals should be encouraged to produce such things which they consume themselves except for certain items for which raw materials may be locally available and for which there should be an outside market. The following are some of the industries which could be developed in many of the tribal areas :—

- (a) Spinning on traditional Charkhas and weaving. It is not desirable to introduce Ambar Charkha because the production on Ambar Charkha is high and it would be very difficult to sell yarn and cloth outside the area. It is also not desirable to introduce too many fly shuttle looms to increase production. The tribals weave beautiful designs on bamboo and loin handlooms and they should be encouraged to continue weaving of such designs not only for their own use but for outside market.
- (b) Silk worm rearing such as ericulture, sericulture, tassar and muga.
- (c) Bee-keeping.
- (d) Soap making from non-edible oils available in the area.
- (e) Tailoring for making simple garments.
- (f) Lac cultivation.
- (g) Mat making.
- (h) Cane and Bamboo products.
- (i) Fibre industry.

(5) Social Education

There should be a community centre for every village for conducting recreational, educational and cultural activities. The existing panchayat ghar or the Tribal Council Ghar or the place where village God is housed which is traditionally used for community meeting, may be used as a community centre. Efforts must be made to recognise the community life of the tribals and utilise the corporate practices already prevalent in tribal culture :—

- (a) In this community centre or village ghar efforts must be made to organise a cultural programme including bhajans, group singing, group dancing etc. Folk life of the tribals, which is the very basis of tribal culture, should be promoted through these activities. Instead of introducing modern songs and dances, efforts must be made to utilise and promote the prevailing folk-lore.
- (b) Efforts should be made to provide facilities for outdoor games, wrestling, camping etc., as a part of the recreation programme. Emphasis should be laid on indigenous games and other items of recreation.
- (c) Efforts must be made to organise literacy programme as an integral part of the community centre programme. The teachers should be able to speak the tribal dialect and relate the introduction of written words and their meaning to the local dialect. It is desirable to print the primers in the tribal dialect if possible.

Experience shows that if literacy programme is related either to the economic programme or to the cultural programme, it proves more effective.

It is important to realise that although language is the best vehicle of culture any hasty introduction of language other than those of the tribals without providing opportunities for adjustment and for slowness of learning and growth, may prove to be the

best source of detribalizing the tribal culture. This needs to be avoided.

- (d) Gradually library facilities should be provided for those who are made literate. A central stationery library at the block headquarters and mobile libraries for each V.L.W. area will gradually bring facilities of written words and literature to the tribals.
- (i) Efforts must be made to organise other educational programmes through group meeting, group discussions to help the tribals to understand, appreciate and adapt new ways of life gradually.
 - (ii) It is necessary to recognise the educational role of youth dormitories (Dhuns Kriag) wherever existing and revive their educational programme. In the development of youth programme, efforts must be made to relate the programme of economic development and training in functional leadership for adult life in community.
 - (iii) A short orientation training programme through camp be organised for local youth and adult workers by the S.E.O.
 - (iv) Regular Gram Shayak camps be organised in each V.L.W. area every six months by the S.E.O. and the Agricultural Extension Officer.
 - (v) There should be at least one community centre in the circle of each V.L.W. as a multi-purpose organisation for recreational, educational cultural and economic activities organised and run with the active cooperation of the tribals.
 - (vi) Education exhibition to be organised by S.E.O. and V.L.W. in each Gram Sahayak's circle to expose tribals to the changing circumstances.
 - (vii) The tribal panchayat or the Tribal council may be encouraged to shoulder the responsibility of organising Social Education programme for the tribal communities.
 - (viii) Tours of tribal leaders and workers be organised, first in their own block and later to neighbouring blocks and districts to acquaint them with the programme of development of the other tribals and non-tribals. The importance of gradual contact in introducing changes to the way of life among the tribals should not be overlooked.

(6) Women and Children's Programme

The programme for tribal women should be such as will be in keeping with the culture and traditions and the mode of living in a particular area.

The life of most of the tribal people is very hard, the majority living in mountainous and forest regions. Maternity services are almost non-existent and educational opportunities are most inadequate. Economic programmes have to be given priority. Any programme for tribal women has to keep these facts in view.

Here, more than anywhere else, the woman plays a dual role both as a home-maker as well as a bread-earner, either working in the field crossing hills and forests or at her loom.

Generally in tribal society, in many spheres of life, the woman is given a very high status such as Kuranabois' or the priestess in NEFA areas. Therefore, women's programme should offer opportunities for women to find satisfaction in playing significant roles and fulfilling responsible tasks.

Recreational and cultural programmes in keeping with their traditional art and music and drama should, also, have a prominent place in their programme.

Women's programme should emphasise teaching of health and sanitation, particularly through demonstration, and help to promote education of their children.

COMMUNITY DEVELOPMENT PROGRAMME FOR SPECIAL AREAS—BLOCKS SITUATED NEAR BIG CITIES AND TOWNS

I. Agriculture

The blocks which are located around the towns and cities need to be developed differently from the blocks located in the rural areas because the cities and towns provide ready markets for products of agriculture, animal husbandry, cottage and rural industries and offer workshop and repair facilities. The following suggestions have been made to assist in planning a suitable developmental programme for blocks which are situated near the towns and cities.

(i) Belts of vegetables, fruits and flowers can be established for ensuring a regular and steady supply of these commodities to the cities and towns. The production will have to be so arranged that gluts are not created depressing the prices and shortages are not caused because of the lack of staggered production. Pre-determined quantities of each variety of fruits, vegetables and flowers should be produced for early and late markets. A regular and steady supply can be ensured by early and late planting and by utilising different varieties as well as crops. Many types of fruits, vegetables and flowers should be grown so that they are available throughout the year and there is some choice for the consumer. The production blocks, or belts will have to be located near the roads so that easy communications are available.

(ii) For promoting the production of fruits, vegetables and flowers, it will be useful to supply good seeds of Indian as well as European types of plants in convenient and handy packets. Those growers who join this special programme may be given preference (a) in the supply of night soil compost, sewage and sullage water and (b) in the construction of wells and sinking of borings. Selected growers may be trained at Special Horticulture Camps in the improved methods of fruit, vegetable and flower cultivation and particularly in the control of insect pests and diseases. The grant of Rs. 50,000 for agriculture for the block may be utilised for purchasing and supplying special implements, tools, seeds, fertilisers and plant protection materials required for demonstrating better techniques in the field of horticulture and for promoting the establishment of seed and plant nurseries.

(iii) Producers Cooperative Societies should be linked up with the Consumers Cooperatives in the towns and cities. Where new housing colonies are being constructed, there will be hardly any competition from private traders and the production cooperatives can conveniently establish selling shops in such colonies. While planning the housing colonies, plots of lands may be reserved for the cooperative shops. It might even be possible to establish a common selling shop where vegetables, fruits, flowers, eggs and other dairy products are sold. A Cooperative cold store can be established for storing fruits, vegetables, eggs, fish and milk products so as to reduce the spoilage.

(iv) The Departments of Agriculture, Marketing and Cooperatives may post special extension workers to look after the blocks surrounding the cities till the work is organised according to the plan. These extension

workers will guide the farmers in methods of crop production, marketing and cooperative action.

II. Animal Husbandry & Fisheries

Dairy Husbandry, Poultry Keeping, Pig Rearing and Inland Fisheries Development need special emphasis in these blocks. Programmes drawn up should aim at increased production of milk, eggs, meat and fish, as by virtue of the growing needs of consumers they find a ready market in the cities and towns and thus help improve the economic condition of the producers in the blocks. The following activities are suggested :—

I. Dairy Husbandry (Cattle Development) :—

- (1) Loans and subsidies to private individuals establishing dairy farms with milch cattle (indigenous, exotic and cross breeds).
- (2) Encouragement to private Goshalas to maintain cattle of milch breeds under Goshala Development Scheme.
- (3) Castration of scrub bulls and complete breeding control.
- (4) Artificial Insemination Service—net work of Artificial Insemination Sub-centres in the blocks fed by a central semen bank where bulls suitable for the block are maintained for Artificial Insemination service.
- (5) Supply of pedigree bulls to Panchayats for natural service, where extension of artificial insemination service is not practicable.
- (6) Extension of I.C.A.R. cross breeding scheme to the blocks with a view to building up pockets of cross bred milch cattle.
- (7) Organisation of cattle breeders association, producers co-operatives and cooperative milk union for collection and distribution of milk and milk products.
- (8) Subsidising of construction of new cattle sheds or improvement to the existing ones.
- (9) Construction of common milking sheds.
- (10) Implementation of fodder development and fodder conservation schemes (silage and hay making, supply of chaff cutters, washing of paddy straw in rice growing areas) and improvement of grazing lands.
- (11) Milk recording of cows and their registration in herd books.
- (12) Timely and systematic preventive vaccination of all live-stock including cattle against the common contagious diseases.
- (13) Organising calf rallies, cattle shows and milk yield competitions at the block and the urban levels.

II. Poultry Keeping

- (1) Encouraging poultry farming as a private enterprise by granting loans and subsidies.
- (2) Popularising egg-laying and utility breeds like W.L.H. and R.I.R. and supply of adequate number of pure bred and tested strains of poultry from the District or State farms to the village breeders.

- (3) Upgrading the village poultry population by replacement of desi cockerels with those of improved males preferably on exchange basis.
- (4) Formation of block poultry breeders association and its affiliation with the State poultry breeders association.
- (5) Formation of egg cooperatives either independently or in conjunction with the milk unions for organising collection and disposal of eggs in the cities and towns.
- (6) Popularising the rearing of baby chicks with suitable subsidies on chicks and equipment.
- (7) Popularising ready to feed mash mixtures.
- (8) Setting up of custom hatching units and defertilization centres in strategic areas for hatching eggs of private poultry farmers and improving the quality of table eggs respectively.
- (9) Supply of incubators, brooders, wire netting and other poultry equipment on subsidised basis to private poultry farmers.
- (10) Organising block and urban poultry shows and egg laying trials to encourage production of quality birds and eggs.
- (11) Mass vaccination of all birds over six weeks against Ranikhet disease and of those over 8 weeks against Fowl Pox.
- (12) Establishment of duck breeding farms under private initiative in wet areas.

III. Piggery Development

- (1) Loans and subsidies to private individuals for starting piggery units.
- (2) Distribution of stud boars of improved breeds (Yorkshire and Berkshire) to Panchayats or private breeders and, if necessary, subsidise their maintenance.
- (3) Establishing a bacon factory in the city and piggery development blocks in the villages all round on the pattern of the Ministry of Agriculture's scheme under the Second Plan.
- (4) Organising marketing facilities preferably on cooperative basis for ensuring good quality pork products to consumers in the cities and towns and remunerative price to the producers in the blocks.

IV. Fishery Development

- (1) Intensive stocking of all cultrable waters on the Mirror Carp fish seed.
- (2) Establishment of fish netting units for exploitation of inland fisheries.
- (3) Providing icing facilities for fish that are proposed to be marketed from the blocks to the cities.

III. Minor Irrigation and Reclamation

Pressure on land in blocks situated near big cities and towns is generally heavy and cost of land high. Preference in these areas is generally given to the cultivation of vegetables and fruits as against other crops. For vegetables and gardens the depth of water required per watering is less, but the number of waterings is more frequent. Irrigation channels need, therefore, be of smaller section, but should be lined as far as possible in

order to save on land as well as water. Tubewells and filter points are more popular in these areas as they can supply sand-filtered drinking water also.

IV. Health

The minimum programme outlined for blocks in rural areas in general will apply to blocks situated near cities and towns but emphasis will have to be laid on provision of safe water supply and disposal of human waste. In most of these blocks there would definitely be some urban influence which tends to create slum conditions mostly pertaining to overcrowding bad housing, lack of adequate water supply, sanitary amenities and drainage. As such greater effort will have to be devoted to remedy these conditions.

Health Education : Percentage of literacy in these areas in comparatively better than rural areas and as such, it would be easier to impart health education to the people in these blocks to secure their participation and acceptance of the programme for improvement of health and prevention of disease.

School Health and School Feeding Programme : This should receive high priority, as specialists from the nearby town or city are always available to rectify the defects, if any, noted during the medical examination of the children.

V. Social Education

In the villages situated near towns and cities the process of urbanisation is predominant as a force of change. This has two important facets, namely, economic and social. Economically the villagers look to cities for sale of village products and grow them accordingly. This in turn affects their social attitude. Their social values are geared to urban values. There is a continuous dislodgment of value system from rural to urban. Social education to be effective in these areas should take stock of this process of change and organise the programme accordingly.

(1) *Adult Education* : The programme should not only include education for reading and writing but also education for work life in cities. If the social education worker is not able to include this in the programme, he should at least know to relate the villagers to suitable agencies either in the neighbouring villages or in the town.

The programme of adult education should also help the villagers to know some of the hazards and limitations of the urban life so that the villagers would know how to adjust to the changed circumstances in cities when they visit the town for sale of village produce or when extra population from the village land come to city for employment.

(2) *Education for Social Habits* : Education for social habits requires special attention in these areas. Earlier villagers looked to the prevailing social institutions of the village community for support, security and social control. In the process of being urbanised, they experience the loosening of this social control. A sort of vacuum is created which brings new insecurities to the villagers specially during the period of transition. The village youth specially require considerable guidance and support from the workers like the S.E.O. He should have adequate understanding of the social factors affecting the changes from rural to urban values. The villagers should also be helped to feel confident of their ability to face the pressure created by urban life on them.

(3) *Youth Programme* : The youth programme should form the major area of work for helping the village youth to face the problem of urbanisation and of adjustment to the changing situations adequately. Both the programme of adult education and education for social habits, mentioned above should form the greater part of the youth programme.

In addition, the work projects should be geared to the changing situations. They should include projects like that of carpentry, cane weaving, toy making, match making and making of cardboards, files and office stationery.

(4) *Gram Sahayak Training Camp*—Village leaders camp should accordingly change its emphasis from agriculture to other requirements of life in this area. It may have training for the sale of milk, vegetables, fruits in the city market in addition to the training of growing vegetables, fruits and breeding of cows and buffaloes.

VI. Women's Programme

Village people living within fairly easy reach of towns and cities are likely to be more conscious of what they lack compared with the amenities available in the towns and perhaps a little more frustrated and consequently more aggressive in their demands for a better standard of living.

As the tendency of both men and women would be to move towards the town and as their aspirations would be to live as city folks live, it is necessary that all efforts should be to make the village more town-like and to make available to the village some of the facilities of the town.

For instance, instead of driving village women to take up jobs in the factories in the town, small-scale industries could be started and they may be given training to produce articles that can find an easy market, in the town, such as durries and newars, knitting and simple tailoring. Apart from skilful crafts, certain simple industries can also be taught in order to help the women to have an economic programme, for instance, there will be hospitals and offices and shops in the nearby towns and cities. Women can secure orders for making every day articles that are used in these institutions. For example sewing the linen, the bandage etc., that are needed by hospitals, making paper cartons and bags for shops, tags, files and baskets etc., used in offices. Certain ancillary products such as radio parts etc., connected with bigger industries can easily provide a means of livelihood for women in these parts.

Middle and High Schools for girls should be opened in these areas so that village girls do not go out to town schools and become too urbanized to come back to the village. Training institutions such as for Gram Sevika, Mid-wife, auxiliary nurses, primary teachers etc., should be opened in the village rather than taking the girls out of it to join institutions situated in towns.

Village women can also be given enough education and necessary training to run dairy and poultry farms and grow fruits and vegetables for consumption by town people. Assistance may be given to form cooperatives and through them to secure marketing facilities for their products.

The programme for mother and child care has to emphasize the need for better food, safe drinking water, prevention of some of the prevalent diseases such as Sores or Dysentery. The importance of clean food and purified water, storage and preservation of food and purification of water,

the need for growing vegetables in a kitchen-garden and preservation of vegetables(such as by dehydrating) would be of much value for her.

In order to prevent the village folk rushing to the towns in search of "recreation", recreational and cultural programmes in keeping with the traditional music and drama, arts and crafts, should be given an important place in planning a suitable programme.

VII. Cottage and Small Scale Industries

The villages in the past have normally been exploited by towns and cities. The role of the villagers has been to produce food and other requirements of the towns for which the villagers got very little in return. In order to have a healthy growth of the society and to have a balanced economic development, the activities of villages and towns to a large extent should be complementary to each other. It is not possible to produce enough food in the towns but the towns could certainly extend a number of services to the villages around and help to raise the standard of living of the villagers. It should be the aim to have a complementary and integrated approach in the development of towns and villages in the country. Certain village industries like spinning and processing industries should, as far as possible, be confined to rural sector. The blocks around towns and cities have to be treated on a different footing from that of the villages in the interior. Emphasis might be laid on the production of ancillaries in blocks near urban areas for medium and large-scale industries existing in the towns and cities. This will greatly help in eliminating the sad contrast of economic condition in the urban and rural sectors as it stands today besides diversifying industries and decentralising the economy.

Availability of cheap electrical power in such blocks would help very much in promoting a suitable industrial development programme. Another important factor is to create necessary cooperative institutions to supply credit, raw materials and assist in marketing. Such block headquarters and towns nearby should be planned as centres for industrial development from where the common services could radiate to the surrounding areas.

A list of industries which may be taken up for development in the blocks round cities and towns is given in appendix 'A' attached.

APPENDIX "A"

A. *Food and allied industries*

1. Confectionery.
2. Fruits and Vegetables canning and preservation and other cereal products.
3. Grinding mills, spices and condiments etc.
4. Syrup.
5. Industries connected with milk :
 - (a) Pasturised milk
 - (b) Butter & ghee
 - (c) Cheese and cream.

B. *Clothing and allied industries*

1. Artificial flowers.
2. Hosiery.
3. Dyeing & Block printing.
4. Zari works.
5. Handloom & power loom fabrics :
Towels, handkerchiefs, bed sheets. table and pillow cover, curtain cloth etc.

C. *Housing and allied industries*

1. Bricks and tiles making.
2. Cement blocks and pipes.
3. Brass foundry for making hasps, staples, hinges and sanitary fittings.
4. Bolts and nuts.

D. *Woodworking and furniture*

1. Saw mills.
2. Seasoning of wood.
3. Furniture and cabinet making photo frames.
4. Doors and windows.

E. *Leather & leather goods*

1. Footweares, both western and indigenous.
2. Chappal.
3. Suitcases & travel leather boxes.
4. Holdalls and canvas shoes.
5. Brief cases, vanity bags and purses.
6. Cushionseats and saddles.

F. *Earthen-wares and pottery. (Porcelain)*

1. Flower pots.
2. Water pots and jugs.
3. Drain pipes.
4. Electrical accessories.
5. Plates and water cups and Crockeries.
6. Toy making.

G. *General industries*

1. Cane furniture and basketries.
2. Bamboo work.
3. Button making.

4. Tin containers.
5. Brass and aluminium utensil making.
6. Hand tools production.
7. Cycle parts.
8. Sewing-machine components.
9. Electrical capping and casing.
10. Insulating of copper wire.
11. Garden and agriculture implements.
12. Bangles, glass and plastic works.
13. Bedding and upholstery.
14. Carpet making, rope making and other connected fibre industries.
15. Candles and agarbatti making.
16. Lock making.
17. Making of knives, paper cutters, scissors.
18. Trunks, tubs, buckets.
19. Sports goods.
20. Ambar Charkha iron parts.
21. Fire works.
22. Musical instruments.
23. Pencil making lead and slate.
24. Crayon and chalk sticks.
25. Sheet metal industry.
26. Any other type of ancillary industries which can be feeders to large or medium industries in the cities and urban areas depending upon availability of electricity and skilled labour.

