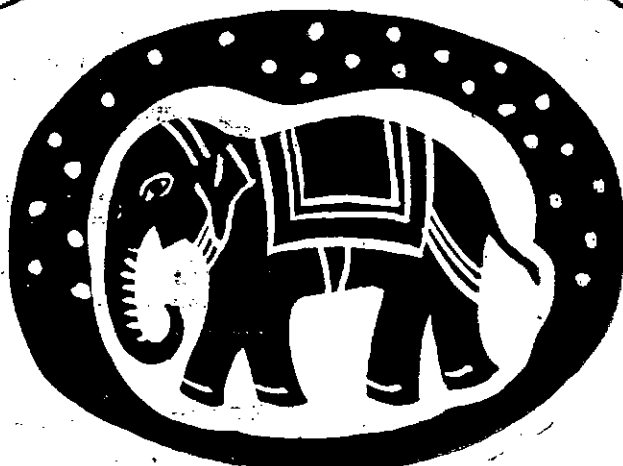


KURUKSHETRA

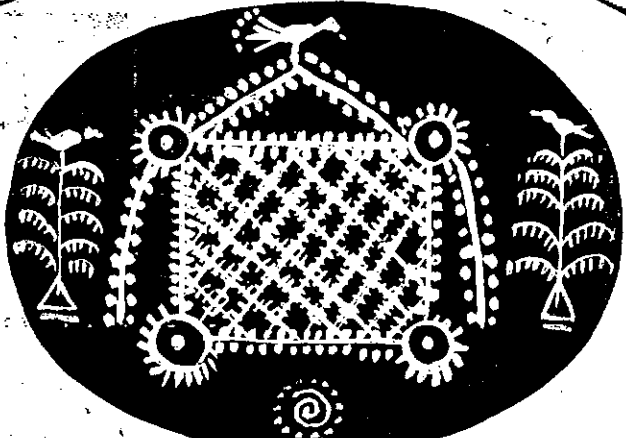
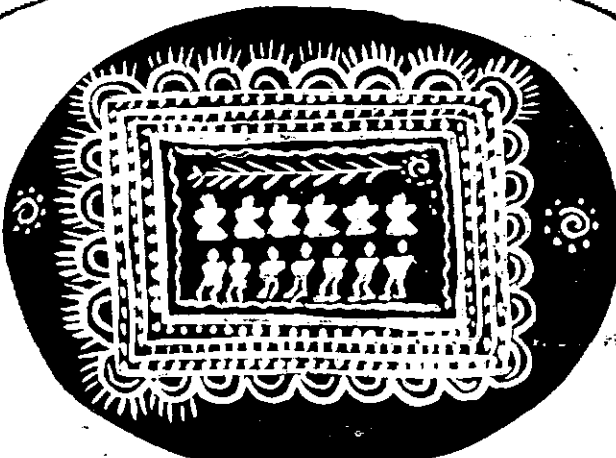
AN OPEN FORUM ON COMMUNITY DEVELOPMENT

JUNE 1958

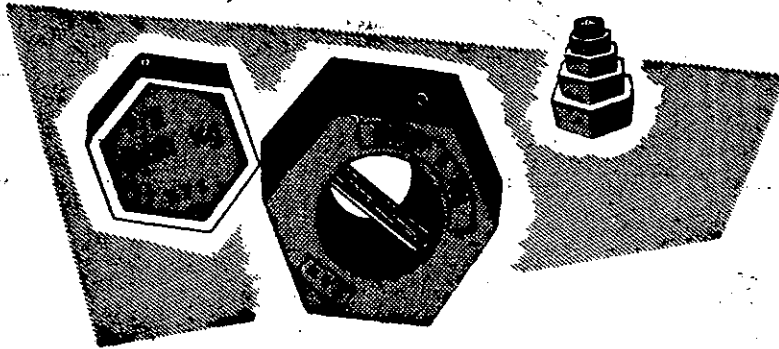
ABU CONFERENCE SPECIAL



M.K. Rao



CHANGING OVER TO THE METRIC SYSTEM



India has at present no common system of weights and measures. There are not less than 143 systems in use. This multiplicity gives room for malpractices. The introduction of a uniform system throughout the country based on Metric Weights and Measures will be very convenient and make calculations extremely easy, especially because the country has already adopted the decimal coinage. The Standards of Weights and Measures Act, 1956 has laid down the basic units under the metric system. The reform will be gradual so as to cause minimum inconvenience to the people.

Even after its introduction in an area or a trade, the traditional weights and measures will be permitted to be used for a period of three years.

THE CHANGE-OVER TO THE
METRIC SYSTEM OF WEIGHTS
AND MEASURES BEGINS
FROM OCTOBER, 1956

**KNOW
THE
METRIC
WEIGHTS**



The unit of weight is the
KILOGRAM = 1000 gms.
(or 35 toles.)
or 2 lb. 3 ozs.

SUB-UNITS

10 milligrams = 1 centigram
10 centigrams = 1 decigram
10 decigrams = 1 gram
10 grams = 1 decagram
10 decagrams = 1 hectogram
10 hectograms = 1 kilogram

MULTIPLES

100 kilograms = 1 quintal
10 quintals or
1,000 kilograms } = 1 metric tonne

1



KURUKSHETRA

AN OPEN FORUM ON COMMUNITY DEVELOPMENT

ABU CONFERENCE SPECIAL

Vol. 6, June 1958, No. 9.

Jyāistha — Asādha 1880

CONTENTS

REGULAR FEATURES

- A PROGRAMME CAUSERIE—*Procaus* .. 641
 CORRESPONDENCE .. 673
 THE LAST PAGE—*by the Editor* .. 689

GENERAL ARTICLES

- COMMUNITY DEVELOPMENT AND LOCAL
 SELF-GOVERNMENT—*B. Mukherjee* 661
 ENVIRONMENT AND EDUCATION
 —*R. K. Ramadhyani* .. 664
 GRAMDAN—No. 1 GENESIS ✓
 —*M. M. Choudhury* .. 669
 DEMOCRATIC DECENTRALISATION
 —*Gleanings from the Press* .. 684

ABU CONFERENCE SUPPLEMENT

- FROM THE DEPTHS OF INDIA
 —*Jawaharlal Nehru* .. 639

- THE ABU MEET (POEM)
 —*R. Jagannathan* .. 643
 CRISIS OF ADOLESCENCE—*From A
 Special Correspondent* .. 644
 ON THE SECOND FRONT .. 646
 RECOMMENDATIONS OF MT. ABU CON-
 FERENCE .. 649
 ABU DECISIONS—*Press Review* .. 656

REPORT

- THE FIFTH EVALUATION REPORT .. 659

ANNOUNCEMENT

- ARTICLE CONTEST .. 683

CARTOONS

- CONFERENCE (ABU) SCENES .. 638
 CONFERENCE (ABU) AFTERMATH .. 648

Editor—D. RAGHAVAN.

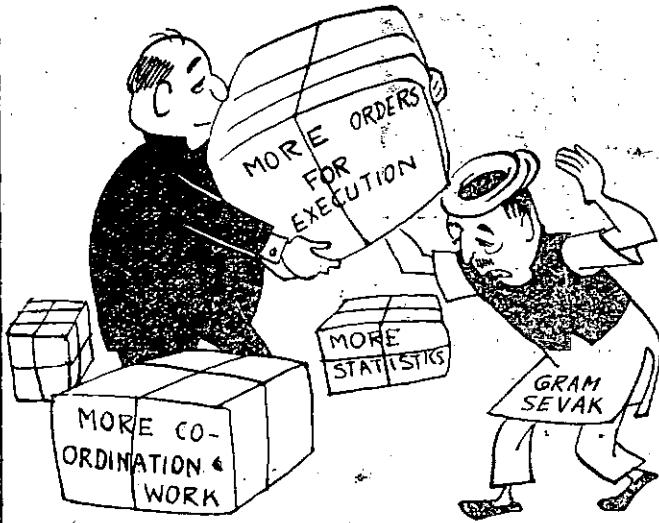
Asstt. Editor—M. K. RAO.

Cover Design & Sketches—ROMESH CHANDRA

M.S.S. for publication and all editorial correspondence may be addressed to Editor, KURUKSHETRA Ministry of Community Development, Queen Victoria Road, New Delhi. All enquiries regarding agency rates of subscription and advertisement may be addressed to: The Publications Division, Old Secretariat Delhi-8.

Single copy Re. 0.35; 10. cents or 8 pence.
 Annual Subscription Rs. 4; 1 dollar or 7 shillings.

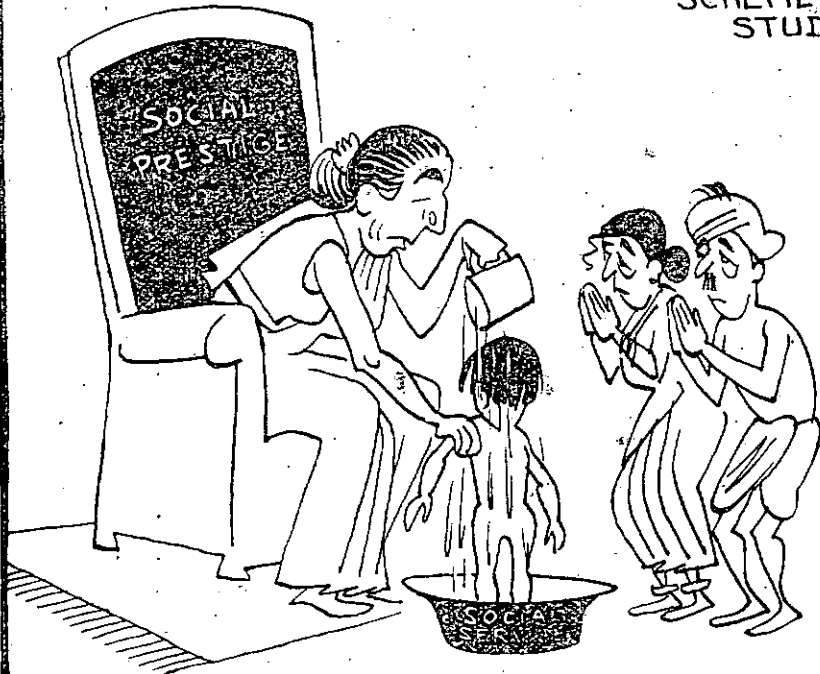
CONFERENCE (ABU) SCENES



GRAM SEVAKS RECEIVED ADDITIONAL RESPONSIBILITIES



PROSPECTS OF MINOR IRRIGATION SCHEMES WERE STUDIED



THE CO-ORDINATED PROGRAMME OF THE SOCIAL WELFARE BOARD CAME UP FOR CONSIDERATION



AND THOUGHTS WERE EXCHANGED ON THE SELECTION OF SUITABLE PERSONNEL



KURUKSHETRA

Jyaishta-Asadha, 1880

Vol. 6

June 1958

No. 9

FROM THE DEPTHS OF INDIA

JAWAHARLAL NEHRU

MY COLLEAGUE, S. K. Dey, has asked me again for my annual message for the National Conference on Community Development. I am beginning to doubt the value of such messages, but my interest in the work of Community Development is so great and my regard for S. K. Dey is such that I cannot very well say 'no' to his request.

There is abundant criticism of the work being done in the Community Development areas. Much of this criticism may well be justified. But the major fact remains that the Community Development programme in India is far the most revolutionary thing that we have undertaken and the results so far achieved are truly astonishing. I say this knowing full well that we have failed in many places and in many ways to do what we intended to do. It is only five and a half years ago that we started this programme and now it is the web and woof of rural India. This is not so much because of its vast spread over hundreds of thousands of villages, but rather the new life which it has been creating and which we see bubbling up where there was stagnation and lifelessness before. In fact, we have roused new forces from the depths of India and the question is how far we can direct them into right channels.

It is the business of this National Conference on Community Development to consider the multitude of problems that face them and to give proper direction. In the ultimate analysis, it is men and women that we are training and making. Everything flows from the trained, self-reliant and co-operative individual. We have to train the individual and we have to develop the spirit of community life. It is only through self-reliant co-operation that our people will flourish and go ahead. I am a member of Government and I think that Government must play a great part in this business of building up a new India. But I am

convinced that the real vital energy comes from the people and not from Governments.

What do we aim at? To have in every village a school, a panchayat and an all purpose co-operative. Thus we lay the basic foundations for our political, economic and cultural development and build up self-governing democratic units in the larger democracy of India.

What are our immediate objectives? Considerable increase in agricultural production and, more especially, production of foodgrains, and development of village and small industries. An increase in our food production is of vital importance today. Indeed it is far the most important problem that we have to solve in the near future. Everything else depends upon it. Industries will only flourish with the growth of agriculture and the amenities in village life that we want will also flow from our progress in agricultural production.

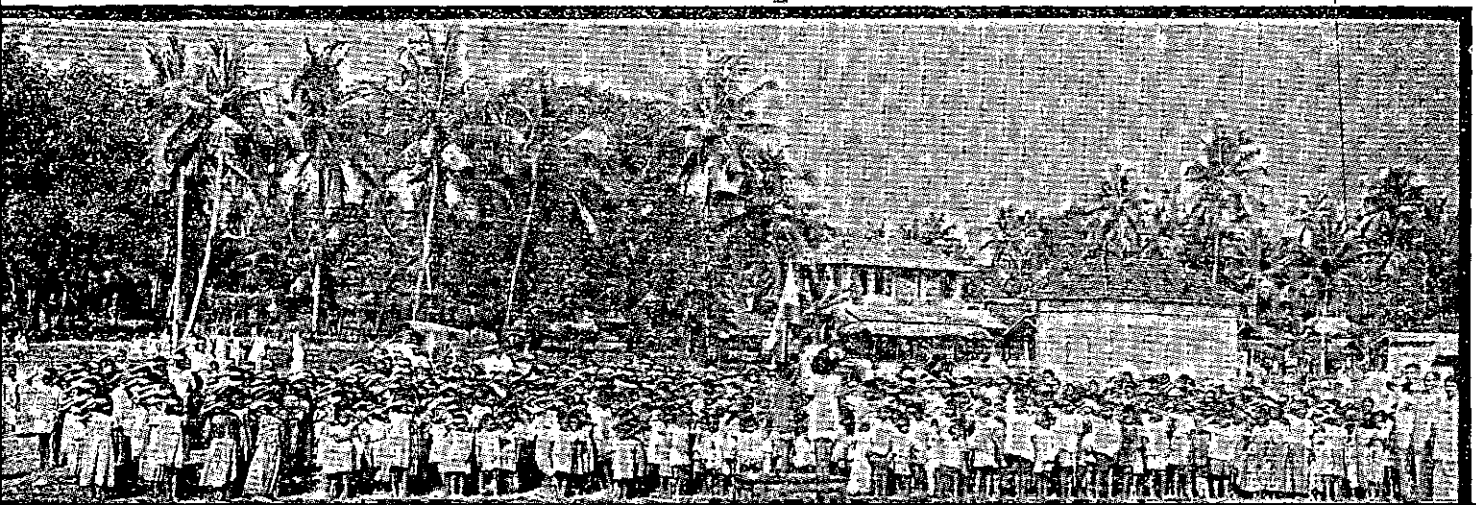
Community Development in India has arrived at a crucial stage. Future success will be measured, not in vague impressions but in actual production of foodgrains especially. Every Community Block, therefore, must keep this in mind and work unceasingly to bring this about. Every Block must go down to each village and each peasant household to ensure that this effort is made on the widest individual scale.

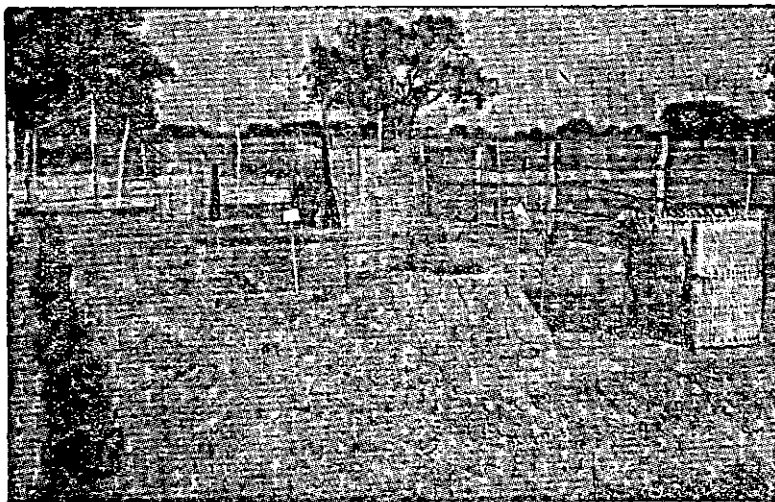
The Community movement must now pass progressively to the people. Government help and participation is necessary and will continue. But it has now to become more and more a people's movement and not something officially run from above.

In order to awaken the people, it is the woman who has to be awakened. Once she is on the move, the household moves, the village moves and the country moves and, through the women, the children are brought into this picture and given the opportunities of a healthier life and better training. Thus, through the children of today, we build the India of tomorrow.

(Message to the National Conference on Community Development.)

"Through the children of today, we build the India of tomorrow."





A PROGRAMME CAUSERIE

"I do not understand the word 'integration' being used in connection with the getting together of the Gramdan and Community Development movements. What is intended perhaps is collaboration and not integration. The C.D. movement and the Gramdan would continue to be distinctive programmes and at no time they can be merged into one integral movement." I find it difficult to disagree with this view. It is necessary to keep this distinction clear in our minds. The workers of both these movements have to get together more and more and work on a community-planned co-ordinated programme. As at present situated the workers in these two different programmes are ideally suited to supplement the work of one another. Recently specific steps for effective closer collaboration were recommended by Working Groups which consisted of representatives of the Planning Commission, the concerned Union Ministries, the Reserve Bank, certain State officials and non-officials. Nearly 20 prominent workers representing the Sarva Seva Sangh were associated with these Working Groups.

A new institution with which we will have to reckon more and more is the Gram Sabha. While

recognising with the Gramdan villages which provided a favourable ground for planning from below, the Working Group agreed that in Gramdan villages, the main responsibility for planning would rest with the Gram Sabha. The latter, however, would chalk out the programme of development in consonance with the objectives of the Community Development programme. The Extension agency would provide the necessary technical assistance and guidance. The Working Group felt that the Gram Sabha should get the financial assistance in lump sum from the Block budget for implementing this programme. Recommending the creation of a special budgetary head in every State from which funds would be provided to the Gramdan villages, the Working Group felt that the Development departments should give preference to the schemes to be executed in the Gramdan areas. Adequate representation of Gramdan villages in the existing Block Advisory Committees and other statutory bodies and the setting up of special Sub-committees to deal with Gramdan work were also recommended. It was agreed that securing of Gramdan from the people will not be the concern of the Government organisation but at

the same time, the Gram Sevak, the Patwari and the Revenue Circle Officer would assist the Gram Sabha in the distribution of land by providing village records and technical advice. The setting up of a Gramdan Board in the States where the number of Gramdan villages was fairly large was considered desirable.

A Weak Link

THE PROGRAMME for women and children continues to remain one of the weakest links in our development work. The reasons for this state of affairs are well-known: acute shortage of suitable women workers, absence of proper training facilities, defective psychological approach and non-availability of funds, when required. These are also, in a large measure, the problems which may be said to plague our development work as a whole. As against the 862 women S.E.Os trained so far, there are 1,492 posts still to be filled. Only 716 Gram Sevikas have been trained so far as against 4,000 more posts still to be filled. 443 Gram Sevikas are at present under training in 27 Training Centres and 239 women S.E.Os are being trained in 13 Training Centres. These figures go only to emphasise the enormity of the problem still to be tackled. Under the Community Development programme, the women's problems are being treated as part of the over-all programme of Community Development. The problem of women and children cannot be solved in isolation, however, much we may like to think that women's problems are beyond the ken of mere men. The Women's Advisory Committee on Community Development which met recently took note of this fact and decided to recruit a new type of workers to be called "Gram Lakshmis." These would be chosen from among elderly village women with an aptitude for social welfare work. They would be given short-term training to equip them for their work under the guidance of Gram Sevikas

posted at the Blocks. It has also been proposed to give a stipend to these part-time workers. The Committee recommended top priority to schemes meant for improving the economic status of women. Maternity and child welfare programme was placed second in the list. The Committee examined a revised scheme for the training of Gram Sevikas which would be of 10½ months' duration as against 5 months as at present. The age group of 20 and 25 years was considered suitable for the recruitment of women workers. It was at the same time freely admitted that the age group of 25-40 among women workers was most acceptable to villagers.

Melas

OUR COUNTRY is known for its colourful Melas and seasonal festivals. The Melas have now assumed a new look, thanks to the Community Development programme. Of all the reports of Melas held throughout the country the one which reached us recently of a Kisan Mela near the Indo-Tibetan border in the N.E.S. Block Munsayari, Almora District deserves special mention. Villagers in the area contributed woollen articles such as Thulmas carpets and shawls to the exhibition held during the Mela. There were nearly 15,000 people from the surrounding hill area; a seminar was held; games and sports were organised; and a drama was staged. Besides the usual exhibition, a children's exhibition and a cattle show were also held. Not to be out-done by others, the wo-

men of the area held a conference to discuss their special problems. Such public enthusiasm and developmental activity near the Indo-Tibetan border pinpoints the fact that our programme has reached the four corners of the country in a way which few of us had considered possible a decade ago.

"Pumping Stations"

"LARGE masses of people have been let loose to fend for themselves while a smaller section has been using them as 'mere tools'. No wonder the poor men therefore, sought refuge and consolation in the temples of God to compensate for his hardship and suffering," said Shri S. K. Dey in the course of his convocation address at the 18th Convocation of the Tata Institute of Social Sciences. Shri Dey remarked that a large section of the people has been subdued by a smaller section and this has caused a disequilibrium in the whole society. He then referred to the inherent strength of the joint family system of the good old days when every village conducted its life independently as a large, closely-knit family. Today the life of the villages has been disturbed and they have been converted into 'pumping stations' of the cities and the large towns. As a result of this one-way traffic, the Union Minister remarked, the villages have been denounced of their strength and their power. He concluded: "The existence of isolated islands of prosperity is an anachronism in the present time when the

country is pledged to establish a socialistic pattern of society."

Constructive Post-Mortem

THOUGH deliberations of the Abu Conference are over as scheduled, the questions and the answers as represented in the Agenda Notes and the main recommendation of the Conference, will continue to be debated and discussed at State, District and Block headquarters all over the country. Printed copies of the recommendations and the press reactions of the Conference published in this Journal should help to create the proper atmosphere in which measures for implementation can be planned. The Ministry of Community Development at the Centre has already held a 'post-mortem seminar' on the Abu Conference and I expect that in the next few days every one down to the Gram Sevak will be busy trying to digest the long-winded recommendations of the Abu Conference. According to an official communication, the following procedure will be followed for discussing the recommendations. (1) At the State level: at a special meeting by the Development Commissioner with heads of departments and the Collectors; (2) At the District level: at a special meeting of the District Planning and Development Committee attended by the Collector and all B.D.Os; (3) At the Block level: at the meeting of the Block Development Committee (hitherto known as the Block Advisory Committee) where important points requiring immediate action will be considered. --PROCAUS

Talk is good but not too much, silence is good but not too much; rain is good but not too much; sun is good but not too much. But there cannot be too much of rain in Bhadon, sun in Jeth, talk in our story tellers or silence in our wives.—(From a Book of Indian Proverbs.)



THE ABU MEET

*Abu of Rajasthan, may her tribe increase,
 To ward us from the sands, the scorching sun,
 The ills of rising mercury, and break-down nerves,
 Aching with the moan, "When will this weary day cease?"
 So went the Heads to the home of the Agnikula clan,
 To fight one more battle for the common man.
 Only their horses were jeeps,
 Their arms an Agenda,
 And their aim the Chairman's eye,
 For a chance to utter, before their knees went creeps,
 "We shall open a Second Front, having tarried in the first
 so long."*

*Rajasthan chivalry rose to a man,
 To provide dinner, drama, and dance.
 What a feast of cymbals in Tera Tal
 From an unseen face playing lightning hands!
 A lotus-eater's barge at Nakki Tal.
 And Gujerat's belles in gossamer strands.
 Dilwara, Achaleshar, Guru Shikar, fanes, chronicled in
 time.
 On the shapely brows of ancient rocks,
 Also smiled them welcome.
 The Heads were amused.
 Drunk with so much glory gathered so soon,
 They marched to meet the Sun.*

*And lo, the Sun was not amused,
 He shimmered, and set, well above the horiz*
 As though in some doubt, viz.,
 "If two heads are better than one,
 Are so many better than none?"*

*And so the heads resolved in conclave solemn,
 To set at rest the Sun, as well as any doubting gun,
 "The proper study of mankind is Man.
 What evcry man needs is a plan,
 Which he can make and fulfil,
 So that Bharat may have a bottomless till."*

R. JAGANNATHAN



*The sun-set at Mt. Abu viewed down on the plains from an elevation of 4,000 ft. is a rare phenomenon caused by refraction of light rays.



Rajasthan's folk dances were superb.

CRISIS OF ADOLESCENCE

From A Special Correspondent

MEETING for the seventh time at an annual gathering, Development workers from all over the country felt that this year's conference at Mount Abu had attained adulthood. This was the first national conference on Community Development. We have had for the last many years the conference of Development Commissioners. We now sought to change the composition of the gathering and tried to make its character technical and decisively non-official.

Perhaps we were not quite right in claiming adulthood. Minister Shri S. K. Dey issued a corrective in his concluding remarks that we were passing through "a crisis of adolescence." What is this new crisis? Does it have something in common with the "crisis of development" and the "crisis of character" which have been very much talked about of late in this country? We shall see presently.

The composition of the conference revealed certain new non-official elements of public life and an infusion of official technical talent. The major political party, the

Bharat Sevak Samaj, the Social Welfare Board, the Khadi Commission and the Sarva Seva Sangh were duly represented. Was this non-official element wide and representative enough to change the fundamental character of the conference? The answer is obviously 'no.' Engineers, doctors, poultry men, veterinarians, teachers, publicists and purveyors of culture and the fine arts sat round a common table and held forth on their special subjects as if they were the only subjects before the conference. Did this please the technical heads from the States? I am afraid not.

The agenda placed before the conference followed a pattern which was all too familiar to Development workers. It did not betray the much-needed sense of urgency when it tried to cover every subject under the Sun from Child Art to Soil Fertility. Obviously the changed nature of the conference was not taken into account at the time the agenda papers were prepared. Important national problems were discussed at great length and long recommendations emerged out of the deliberations. But did the multiplicity of questions discussed suggest a concentration of effort and a clear order of immediate priorities? One got the feeling that everything that was discussed at the conference inspired the same sense of urgency. A strong sense of urgency, it was forgotten, could be effective only if it related to a few selected problems. There was no overpowering problem of national importance before the conference to exercise the mind of all the delegates at the same time.

Unfortunately, this conference was not a direct follow-up of the earlier inter-State seminars and so questions were discussed in vacuum. In some cases, subjects brought before the conference were not ripe for discussion as the State Governments had done little thinking on them owing largely to the 'package-meal' provided by the Centre. And hence the air of anti-climax.

True, there was no dearth of background material on the various aspects of the pro-

gramme and the conference was solemnly entreated to give its advice on a multiplicity of issues facing the Development workers. Paper work was, in short, perfectly stream-lined.

The scope of discussion in such conferences is generally very wide. Any conclusions arrived round the table are only recommendatory in character and the States are generally left to adopt implementation in the light of local conditions. This may not particularly add to the weight of its deliberations but this has helped in uninhibited thinking on matters of national policy. Ministers, administrators, field workers and social workers brought forth their special points of view.

The well-known seminar method was tried; the plenary session followed the sub-committees; opinion was filtered at various levels and so it was thought nothing more could have been done to make the conference a success. The Rajasthan State Government also did its best to create a sense of fulfilment by living up to its hoary traditions of hospitality. The non-official opinion represented at the conference played its cards well by pointing out the gaps in the programme and pinning the Government down to targets in the agricultural field which could not be fulfilled. It pleaded again and again for greater sympathy and understanding of the life of the villager as he lived it. It offered its co-operation without stint.

The Vice-Chairman of the Planning Commission Shri V. T. Krishnamachari who presided over the conference gave the necessary lead by his emphasis on agricultural production and the means for increasing it. He appealed "for a much greater sense of urgency than now exists." In his 60-minute review of the programme during the last year, the Minister for Community Development urged the creation of a 'second front' of people's organisations to take over responsibilities which the Governmental machinery was at present undertaking in the administration and management of Community Development blocks.

The conference made specific recommendations on almost all the subjects brought before it by the States and the Centre. It had a ready answer for any question which may have

troubled our workers all along the line from the Development Commissioner down to the Gram Sevak. The omnibus resolution on the objectives of the programme and the methods of increasing our agricultural production was perhaps intended to please the different shades of opinion among our Development workers. In its original form it did not please many who found their pet subjects missing in the 'Objectives.'

An important elucidation referred to the definition of the term 'production programme.' Does the production programme exclude production in sectors other than agriculture in our villages? It was agreed that the term 'production programme' should include also non-agricultural production in our villages as cottage industries played an extremely important part in our rural economy.

The conference recommended that panchayats should be made responsible for planning and implementing Community Development programmes in villages. The consensus of opinion at the conference was that at least one village panchayat from each Gram Sevaks circle should be given such additional responsibility.

The conference suggested re-adjustment of any State plan if the State found difficulty in allotting certain portion of its land revenue for aiding panchayats, which had been requested to earmark a certain portion of block budget for works and schemes to be planned and undertaken by Panchayats. There was a general feeling that while land revenue to be allotted to panchayats should be determined by population and total land revenue collected from the area within Panchayat limits and by the backwardness of a particular area, increased aid for development programmes should be given to backward areas. The conference discussed the report of the Balwantrai Mehta Study Team on decentralisation and democratisation and generally felt that the necessary sense of urgency was lacking in many of the States. Ironically enough, this sense of urgency was conspicuously absent even in the decision of this very subject at the conference itself: the COPP Report did not hold the stage at the plenary session for more than a few minutes! It recommended that State Governments should accelerate the process by which all villages would be covered by Panchayats as rapidly as possible.

Feeling the need for a comprehensive census of rural industries throughout the country, it was suggested that opportunity for this might be taken at the time of the next census.

In discussing the causes for the low attendance in village schools a suggestion for providing creches for children below school-going age was made. This, it was maintained, would relieve elder children from low-income families from the responsibility of looking after their younger

(Continued on Page 688)



ON THE SECOND FRONT

"We shall open a Second Front, having tarried in the first so long."

WE HAVE now suddenly realised that we have been playing 'Hamlet' without the Prince of Denmark. It is not enough to have the people in the mass on our side; it is not enough to have an offer of help from the people's representatives; and it is certainly not enough to have a band of well-organised Government servants, ready to carry out loyally and efficiently every order emanating from the top. These three wheels the people, their representatives and their servants—cannot ensure a smooth running of the programme-coach in the absence of the fourth wheel. This fourth wheel consists of the people's own voluntary organisations, the Panchayats, the Gram Sahayaks and the multitudinous organisations engaged in the social, cultural and economic fields. Recently, the Minister of Community Deve-

lopment advised the S.E.Os and B.D.Os from a Training Centre that if they wished to make a direct approach to the villager, they cannot do it more effectively than through our epics such as the *Ramayana* and the *Mahabharata*. The study of our Manuals on social education and other subjects has a place only secondary in importance to these ancient scriptures which have become a part and parcel of our rural culture. While we do not expect official workers to pursue directly techniques which are best handled only by social workers and non-official organisations, we cannot expect them to carry out our programme effectively without the assistance of those non-official organisations which have already set up a record of service to the public. Are we making sufficient use of them? Far from using them, we act as though our machinery

is destined to supplant them completely at a future date.

I have often been puzzled as to the scope of State action in the field of human relationship. Does a Welfare State automatically exclude the infinite number of forces which are beyond the pale of Governmental activity? We have been licking into shape during the last six years a new State machinery for attending to the special problems of the countryside. Has this State machinery tried to channelise these infinite number of forces into a single broad stream of human activity? Has this programme of ours dug itself deep into the hearts of our people? Have we worked ourselves up into a new sense of urgency? Have the non-official leaders in the countryside taken kindly to our advances? These are some of the questions to which the answer can be 'yes' and 'no'. But we have so far failed completely in the task of involving the village leaders directly in our programme. In trying to create a perfect machinery for development work, we have failed to press into service the large number of people's agencies waiting to be used in our constructive effort. We have carried on a ceaseless battle on *our own* front and concentrated our effort on bringing directly to the people first-aid in terms of technical knowledge, organisational know-how and facilities.

All this will now be changed. The Block Advisory Committee will no more be with us. From the ashes of this Committee will arise the new Block Development Committee which has been designated in the COPP Report as the Panchayat Samiti. This Block Development Committee will lay down the general lines on which the work in the Block will be carried out and will have the final say in the approval of the Block budget for general proposals and individual schemes. A Second Front will be created in the Sub-committees of the Panchayat. Each of these Sub-committees representing the various phases of development work such as agriculture, village industries, co-operatives, education etc. will include a member of the Panchayat and

a selected number of Gram Sahayaks specially interested in the particular subject. These Sub-committees will commit many a mistake, and indeed they must, if they are functioning at all. Who are we to deny them this right of progress through trial and error? What is Community Development if the Committee is not to learn by its own experience?

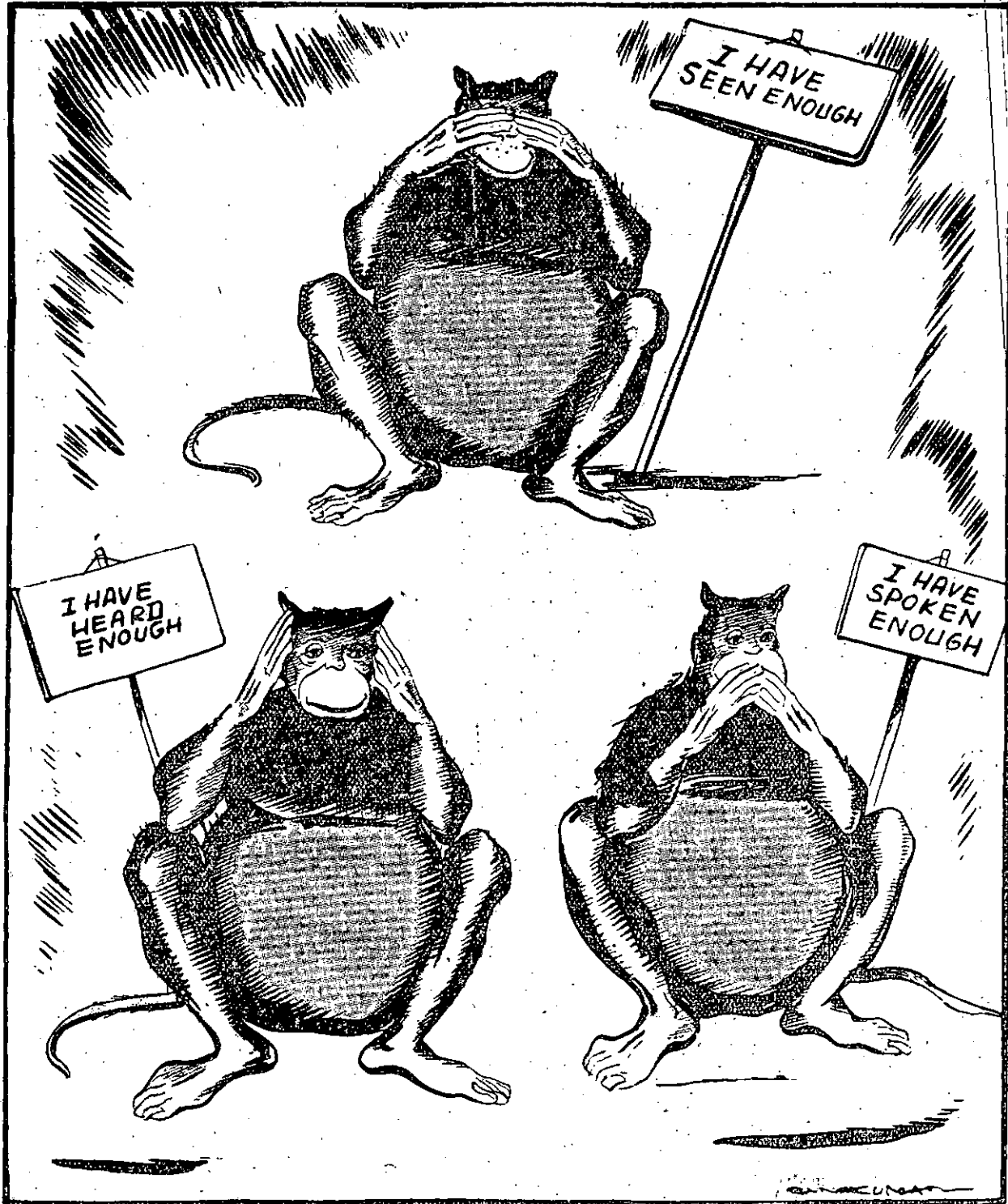
The Second Front will, in effect, include the Village Panchayat and the Village Co-operative to which a generous delegation of powers will be made in respect of planning and implementation of the programme falling within their fields. These institutions will marshal the resources of the community for programmes of permanent economic and social improvement. The village school will continue as the nucleus of community activities for the children and the youth. The village teacher will be drawn more and more into the programme, and he will get special training and special facilities in the form of emoluments in cash and in kind.

And so the total development responsibilities of Panchayats will be distributed among different groups. One member of the Panchayat will be in charge of one subject, and will be specifically responsible for reporting periodically to Panchayat the progress and the difficulties in the developing programme. Thus while the overall responsibility for village development will be vested in the Panchayat, the functional voluntary organisations of the people such as Farmers' Forum, Mahila Mandals, Gram Rakshak Dals, Youth Clubs etc. will continue to play an important role in Community Development.

The link between the Panchayat and the voluntary organisations will be kept by the Panchayat member who will associate himself with Gram Sahayaks in these various sub-committees for carrying out development work in specific fields. The Sub-committee as a whole will keep in constant touch with voluntary organisations dealing with the same group of subjects and so will help maintain a continuous contact between the Panchayat and these organisations. The formation of Sub-committees has the further advantage, in that it offers scope for wider participation by people who for reasons of their own, may not have stood for Panchayat elections, but who may have the desire and the capacity for public work.

The Abu Conference has given the signal for this new fight on the Second Front. —ARGUS

CONFERENCE (ABU) AFTERMATH



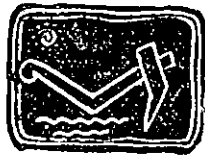
"For five long days, over 300 delegates from all over the country met at Mount Abu last month to discuss problems of Community Development."

—A newspaper comment.

A SUMMARY

RECOMMENDATIONS OF THE ABU CONFERENCE

We give below important extracts from the main recommendations and conclusions of the National Conference on Community Development which was held at Mt. Abu between May 20 and 24, 1958.



AGRICULTURE

ALTHOUGH it is too early to judge the impact of the results of Agricultural extension through the community development programme, the need for creating a mass consciousness for increasing production was recognised. If was emphasised that action along the following lines is called for to promote a mass awakening :—

- (i) The number of items in the block programme, as a whole, and the items in the field of Agriculture need to be reduced so that a concentrated effort can be made for tackling the basic issues.
- (ii) The Agricultural Extension Officers need to be given both the extension and the job training by being made to work under senior and experienced Agricultural Extension Officers and progressive farmers.
- (iii) Village institutions like Gram Panchayats and co-operative societies should be utilised to plan, orga-

nise and evaluate campaigns for increased production in the villages. The trained Gram Sahayaks and Youth Clubs and other agencies in the villages may act as agents of the panchayats in this matter. The panchayats should initially be contacted by the Agricultural Extension Officer and, if possible, by the District Agricultural Officer and they should thereafter pass resolutions concerning the agricultural plan and take the Gram Sabhas into confidence.

The important matters which lend themselves to mass approach essentially through self-help are :

- (i) Multiplication of improved seeds in each village and their distribution within the village by exchange or otherwise.
- (ii) The conservation of soil and soil moisture by bunding. In areas of low rainfall, suitable practices which could be recommended to farmers are often not available. In such areas a mass campaign for bunding will provide the necessary extension programme.
- (iii) The production of manure required for each field

within its own borders, without affecting the normal cropping pattern, should be organised as a mass campaign to improve the soil fertility.

- (iv) Adoption of better agronomic practices like proper spacing, weeding, timely attention to various operations, and simple treatment of seed-borne diseases.
- (v) Adoption of better cropping patterns including double and triple cropping in irrigated areas, introduction and extension of cash crops like Ground-nut, Castor, Sugarcane, Cotton, Jute, Cashewnut, Arecanut, Coconut and Pepper.
- (vi) Construction and maintenance of field channels.
- (vii) Drainage or flood protection measures.

A time table may be prepared for each village level worker's circle for organising the drive through Gram Panchayats, at least eight to ten weeks before the on-set of the cropping seasons viz., Kharif, Rabi and Zaid Rabi.

- (i) A date is to be fixed by which every Panchayat is to be contacted for preparing plans for the mass

campaign for the season. The panchayats will contact each family and prepare a list of supplies and aids required in connection with the campaign.

- (ii) A list of Gram Sahayaks and other village agencies which are to assist in the campaign should be prepared and specific duties allotted to each person and organisation in connection with the campaign.
- (iii) Such village plans will be co-ordinated in the Season's Block Development Committee meeting in which the responsibilities of the administration and Panchayats will be specifically fixed. This meeting should be held four to six weeks before sowing time.
- (iv) Good extension work done by officials, non-officials and village institutions like panchayats, co-operatives etc., may be recognised by giving suitable awards, prizes or promotion.

The following decisions were taken on the recommendations of the COPP Team relating to agriculture :—

- (i) It should be the duty of the concerned departments to guard against the failure of supply in respect of nucleus and essential materials;
- (ii) a minimum stock of such materials should be prescribed and maintained at the different distributing points;
- (iii) re-imburement from N.E.S. budgets of loss to co-operatives and seed stores is not desirable in the absence of adequate staff to check such losses;
- (iv) the supply of irrigation water may be made at concessional rates for green manure crops wherever possible;

- (v) suitable pay scales for veterinary and agricultural graduates may be fixed so as attract boys of more than average calibre to take up such courses of study;
- (vi) the Bombay and Uttar Pradesh soil conservation schemes should be studied for adoption with suitable local modifications;
- (vii) the Gram Panchayat should be made use of for promoting agricultural production in the villages and agencies like associations of progressive farmers should work in close liaison with the Gram Panchayats, and for this purpose the Panchayats should provide the necessary facilities and aids.

The following minimum programme in the field of Agriculture for the pre-extension phase of the blocks was agreed to :—

- (1) Complete survey of agricultural conditions existing in each village of the block within a period of six months from its start.
- (2) Location, identification and training of at least two progressive farmers in each village to be used as farm leaders.
- (3) Preparation of village agricultural plan with the help of the progressive farmers and in consultation with the farmers concerned in at least two villages under the charge of each VLW.
- (4) Introduction of improved seeds for which improved varieties are available.
- (5) Demonstrations to conserve all available waste material viz., cattle dung, human and cattle urine, vegetable refuse for compost making.
- (6) Introduction of green-manuring and fertilizers.
- (7) Arranging ocular demonstrations, at least three

per village level worker, for at least one important crop in Kharif season and one in Rabi season. Similarly, three manurial demonstrations for each village level worker on one important Kharif crop and one Rabi crop should be arranged. In addition to popularise green-manuring, the art of production of green manure seeds should be demonstrated along with growing and ploughing in green manure crops. Besides this, one composite demonstration per village including improved seeds, fertilizers and improved tillage operations should also be arranged.

- (8) Selection of suitable land for the establishment of seed multiplication farm, and horticultural-cum-arboricultural nursery in the block, and to assist the Agricultural Department in starting the same.
- (9) Initiation of Youth Club to take up growing of vegetables, fruits, flowers, and rearing of poultry, goats and sheep.
- (10) Creating a climate for people's participation in the agricultural programme viz. construction of field channels, tree plantation, soil conservation, plant protection etc.



ANIMAL HUSBANDRY

The Conference accepted the view that Animal Husbandry and Agriculture are complementary to each other and should progress side by side in order to balance the country's rural economy.

ADMINISTRATION :

(i) The Conference felt that in order to develop Animal Husbandry so as to fulfil the above objective, a suitable administrative set up is necessary at various levels in each State.

(ii) Supply and maintenance of breeding bulls :

In regard to the supply and maintenance of breeding bulls, the Conference accepted and recommended the suggestions made in the agenda note.

(iii) Veterinary Dispensaries :

The Conference felt that in order that any improvement brought about among livestock through breeding, feeding and management, may not be nullified through disease, adequate veterinary aid should be provided in the blocks. The Conference accepted the following suggestions made in the agenda note, and recommended them for adoption by the States.

(i) The post of Extension Officer (Animal Husbandry) at the block level should be filled up as and when veterinary graduates become available.

(ii) In each block, there should be one full-fledged veterinary dispensary or hospital under the charge of a qualified veterinarian and at least 2 peripatetic or stockmen centres to begin with, with a view to providing better veterinary aid to livestock in the block than has been possible up till now.

(iii) One mechanised mobile veterinary dispensary should be attached to each district, wherever it is possible, to facilitate prompt control measures being taken against outbreaks of contagious diseases.

(iv) Provision of first aid veterinary kit to all the Panchayats to enable V.L.Ws. to undertake first aid treatment of common livestock ailments and arrangements

to replenish the drugs in them be made as recommended by the last Development Commissioners' Conference.

(iv) Popularising the feeding of cotton seed cake to cattle :

The suggestions made in the agenda note for popularising the feeding of cattle with cotton seed cake instead of cotton seed were accepted and recommended for adoption.

PLANNING :

(i) Sheep Development :

The Conference endorsed the suggestions and observations made in the agenda note and stressed the need for gradually introducing Artificial Insemination as a means of multiplying the sheep with the help of the limited number of improved stud rams available in pockets where concentrated sheep population exists.

(ii) Poultry Development :

The Conference accepted the necessity of encouraging private initiative at the block level in the field of poultry development, the government effort being generally confined to the multiplication of pedigreed stocks at the State and district levels and their distribution to private breeders in the rural areas for further propagation.

(iii) Development of Inland Fisheries :

The Conference accepted the view that Fishery Development is one of the few short range measures which would contribute to the rapid increase of supplementary food for the nation, and made a number of recommendations.

guidance was necessary for the preparation of plans and execution of minor irrigation schemes, and that these should be made available, as far as possible, through the State departments in-charge of irrigation. The recommendation made at the last Development Commissioners' Conference, i.e. to have a Senior Irrigation Engineer for planning, examination and co-ordination of irrigation schemes of all departments and maintaining liaison with the Development Commissioner, was, therefore, reiterated.

2. Progress in implementation of the Programme. The Conference made the following recommendations in order to step up progress in the implementation of the programme :—

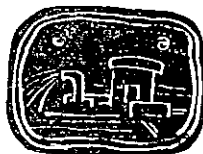
(a) The pattern of subsidy for the C.D. Minor Irrigation schemes of all kinds should be the same as for similar G.M.F. schemes. It was pointed out that the provision for subsidy in the schematic budget was only Rs. 40,000/- out of a total provision of Rs. 3.4 lakhs for minor irrigation and that this amount might not suffice in certain areas. The Conference recommended that the amount of subsidy might be increased in such cases.

(b) All Minor Irrigation Works executed in C.D. areas should first be charged to the C.D. budget up to the limit of the total ceiling for the blocks. This would make more G.M.F. funds available for non-C.D. areas.

3. Utilization of irrigation potential. The Conference made the following recommendations in order to accelerate utilization of irrigation potential created :—

(a) The emergency provision of the Land Acquisition Act should be availed of in order to ensure speedy acquisition of land for construction of works.

(b) The distributaries and minors and necessary field channels should be constructed to synchronize with the completion of the dam or barrage so that it



MINOR IRRIGATION

1. Administration. It was agreed that technical advice and

is possible to utilize the water as soon as it is available.

Field channels should be constructed by the beneficiaries on alignments given by the Irrigation Department. In cases, however, where the villagers do not construct the field channels, this should be done departmentally, and the cost of the construction recovered from the beneficiaries in whatever manner the State considers appropriate. In backward areas the State should bear the entire cost provided it does not exceed Rs. 15/- per acre.

(f) A short-term training in improved methods of agriculture should be given to the irrigation staff responsible for distribution of water, such as Ziladars, patrols, lascars, etc.



CO-OPERATION

Concrete steps necessary to ensure the provision of adequate and timely credit for the credit-worthy purposes, particularly to the small primary producer in the sphere of Agriculture.

A review of the position in different States indicated that there has been an increase in membership of societies as well as in out-flow of credit through co-operative channels both in respect of credit-worthy and so called non-creditworthy persons. Separate statistics were, however, not available in respect of the non-creditworthy persons.

It was also revealed that in spite of genuine attempts made to liberalise and simplify the procedures and the co-operative by-laws and to increase the quantum of finance available by methods like increase in the membership, increase in share capital and deposits, the credit being made available was not enough to meet

a substantial portion of the total requirements for agricultural credit, due to shortage of funds. The Conference, therefore, recommended that the Reserve Bank of India should consider increasing its limits of accommodation, both for co-operative credit and marketing, on the basis of the recommendations made at the Srinagar Subject-matter Seminar in October 1957.

TRAINING

Training of co-operative personnel and members of societies :

(i) Orientation training to Block Level Extension Officers (Co-operation) should be given for one and a half months in addition to the job training for ten and a half months.

(ii) In the syllabus for the training of Block Level Extension Officer (Co-operation) there should be provision for training in the various State laws and practices. Lectures on these subjects should be given by the Experts of the State Governments concerned.

(iii) Instructors should be given orientation training and further refresher training.

Training of members of co-operative societies

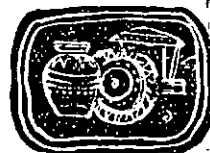
(a) The Conference expressed the view that a single organisation should undertake the responsibility for the training of members.

(b) Short duration camps like Gram Sahayak Camps should be organised for the training of members and prospective members by the State Departments of Co-operation.

(c) The assistance of voluntary organisations equipped to conduct training should also be available to the Co-operative movement, but these should work through the existing non-official organisations already working in this field viz., the All-India Co-operative Union and the State Co-operative Federations and Councils and Supervisory Unions.

The Conference also recommended that the promotion of

member education should be laid down as one of the important duties of the Block Level Extension Officer.



VILLAGE AND SMALL SCALE INDUSTRIES

(i) Minimum Programme of Village Industries in each block.

It was generally felt that the proposed minimum programme would not be possible on account of (a) lack of funds; (b) lack of trained personnel and of facilities available for training further cadres, and (c) the difficulty of implementing certain programmes in certain areas owing to difficulties of raw materials and other items.

It was generally accepted that the funds and training facilities available would permit only of a minimum of two industries in each block having a trained Extension Officer. These two might be selected from the comprehensive list of 11 industries rather than from the 4 industries specified in the revised minimum programme.

(ii) Pilot Project Programme : The Conference felt that while the pilot project surveys had been very helpful there should be a comprehensive census of rural industries throughout the country for which an opportunity would arise at the next census.

It was recommended that the life of the pilot projects should be extended up to March 1961 to enable the implementation of the potential survey reports and proper conclusions to be drawn. There should be a sales depot in each pilot project for all industries to which should be attached a sales depot for raw materials, tools and requisites to artisans in the pilot project.

(iii) Rural Industrial Estates :

Subject to the conditions that a Rural Industrial Estate should be located in a block where electricity and a number of the right type of entrepreneurs available, together with facilities of marketing, communications and water supply and that such an industrial estate should be linked with projects of rural housing, each State may ask for more rural industrial estates in 1958-59. It was also emphasised that establishment of a rural industrial estate will take two or three years.

(iv) Institutional financing of rural industries :

In the present state of industrial development, the Conference would like that each central co-operative bank should earmark a portion of its funds for lending to rural industries and should have an industrial finance committee under its board of directors on which should be represented the interests of rural industries. This industrial finance committee should also have a department.

(v) Development of Marketing:

The Conference felt that there should be more sales depots, the staff and establishment of which should be subsidised. There should be allotments for expenditure on propaganda and publicity, exhibitions and audio-visual aids. Government should set up testing stations and laboratories for raw materials and finished products and units for quality marking.

There should be an increase in the number of mobile vans in each State to popularise sales on a regional basis.

It should be possible for village panchayats and co-operatives to organise weeks to support local industries several times every year, at least during the important festivals.

The State Governments should extend and liberalise their policy of purchase of cottage and small industries products to meet departmental needs.

It was recommended that Government staff, particularly employed on rural development work, may wear khadi and patronise products of village and small scale industries.

(vi) Industrial Co-operatives :

The recommendations made in the agenda notes were accepted.

(vii) Training of Rural Artisans:

It was suggested that a decision on the pattern of training of rural artisans should await the report of the Working Group on Training-cum-Production Centres. This group set up by the Development Commissioner of Small Scale Industries in the Ministry of Commerce and Industry should be requested to make specific recommendations on the training of rural artisans and their training centres and should associate the Ministry of Community Development in its deliberations.



EDUCATION

(i) Attendance :

In order to improve attendance in rural schools, it was recommended to provide free mid-day meals as also books and stationery free of cost to poor children. Wherever such meals were provided the attendance registered a steady increase. But as the attendance rose, as in the tribal areas where free mid-day meals were provided by the Ministry of Home Affairs, increasing difficulty was experienced on account of over-swell-ing cost. The need for providing mid-day meals, however, existed irrespective of the question of attendance.

Another important measure suggested for improving attendance was provision of creches for children below school going age, so that the elder children could be relieved of the responsibility

of looking after them and thus enabled to attend school. These creches may be managed by voluntary workers, members of Mahila Samitis etc., taking turns to look after them. Where there is a welfare extension Project under the Social Welfare Board these creches may be run as part of the Project. Such creches may be located at Community Centres, Mahila Samajes or in the buildings attached to schools. In order to effect improvement in the attendance of girls in the schools, the following measures were suggested :—

- (i) Appointment of school mothers.
- (ii) Appointment of women teachers.
- (iii) Provision of free residential quarters for women teachers. 75% grant given by Government of India for the construction of quarters for women teachers should be taken advantage of by the States.
- (iv) Attendance scholarships to girls which may be given in kind in the form of clothes, books etc., particularly in backward areas. It was noticed that wherever clothes were distributed to girls, attendance had considerably improved.

(ii) Certain measures which were calculated to reduce wastage and stagnation in schools, were recommended.

(iii) Education being a vital programme of development, participation of the community in the organisation and maintenance of the village school was considered essential.

(v) The Conference recommended that of the four important constituents of education, namely teaching staff, books and equipments, supervision and buildings, the highest priority should be given to providing suitably qualified teachers, with improved scales of pay, books and equipment in the school and the

lowest to buildings. While the difficulties and disadvantages of locating a school in the open under a tree as compared with the comforts and amenities afforded by buildings were obvious, there were distinct advantages also of such a location which should not be overlooked. With the very limited funds available for education, an elementary school has to have an inexpensive structure in tune and harmony with rural surroundings to facilitate spread of elementary education. The village community should also be invited to contribute towards construction of such a building, which would give it the feeling of the school belonging to the community.

(vi) Pending the full development of all existing primary schools into basic, which must be a slow gradual process involving considerable time, the following measures were recommended for immediate improvement of the ordinary primary schools:

- (a) There should be a common curriculum and syllabus both for Basic and non-Basic Schools.
- (b) There should be similar methods of teaching in both the types of schools.
- (c) Some craft work which fits into the natural and social environments of the school and which holds within it the maximum of educational possibilities should be introduced in all schools.
- (d) The school should be organised as a living and functioning community—everything in the school being organised on a co-operative effort of the teachers and the pupils.
- (e) The method of formal annual examination should be supplemented by a method of assessment and evaluation of work done throughout the year and

by a system of maintenance of cumulative records.

- (f) A system of self-government of the school by its pupils, which would develop in them the qualities of initiative, enterprise and leadership should be encouraged in every school.
- (g) A programme of educational activities such as mass prayer or community singing, cleanliness of the school compound, laying out of a school garden (including a kitchen garden where sufficient land is available), organising a weekly assembly, organisation of weekly cultural and recreational activities, monthly gathering of parents, observance of local and national festivals, setting up of exhibitions, organisation of games and sports etc. should be undertaken in every school.

For implementation of the above suggestions it is necessary that the quality of the ordinary teacher of the primary school is improved. For immediate improvement of the teaching staff, the following measures were suggested:—

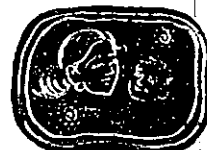
- (i) An emergency short-training course.
- (ii) Holding of periodical teachers' Seminars.
- (iii) Extension Service attached to training institutions.
- (iv) Establishment of 'Central' schools at least one in each block which should act as a model and which should be periodically visited by the teachers of other schools in the block.
- (v) Publication of journals which should contain reports of and give wide publicity to good work done in progressive institutions.

The village school teacher should be entrusted with the organisation of extension work in the

village, such as, adult literacy centres, reading rooms, libraries, recreational clubs and other types of social services for the benefit of the village community. A suitable allowance should be given to the teacher for such extension work. It was also recommended that the village community may set aside at least one acre of fertile land to be cultivated by it to augment the meagre income of the village teacher.

CO-ORDINATION :

The Conference reiterated the recommendation of the Sixth Development Commissioners' Conference to make the jurisdiction of the S.D.I. co-terminus with the block. As elementary education expands, it would be necessary in any case, to have one S.D.I. per block as he could not be expected to effectively supervise more than 60 schools at the most.



WOMEN & CHILDREN

It was recommended that the Special Study Team, appointed by the Planning Commission, should examine whether there should be one agency at both the Central and the State levels, on which there would be representation of both official and non-official organisations, to be in charge of the Programme for Women & Children in the blocks.

It was recommended that the services of progressive village women should be utilised to assist the programme. It was agreed, however, that each State should be left to work out its own system.

Suggestions made in the agenda note regarding measures to overcome shortage of Women Workers, were accepted.

The Conference welcomed the step taken by the Ministry of Community Development in providing a specific amount for Women's Programme in the schematic budget.



TRIBAL WELFARE

With regard to the difficulties experienced in implementing the programme of development in Multi-purpose Tribal Blocks, the following were among the recommendations made by the Sub-Committee on Tribal Welfare.

(a) The State Governments should give highest priority to the Multi-purpose Tribal Blocks and should try to post the full contingent of staff by the end of June, 1958.

(d) In order to encourage the staff in various Departments to learn the tribal dialects, special awards should be given to those persons who learn and pass tests in the recognised local tribal dialects.

(f) Special orientation course of 2 to 3 weeks' duration in the special problems of tribal areas should be arranged during the current year for B.D.Os., V.L.Ws and all Block Level Extension Officers excepting SEOs for whom special training is provided at Ranchi.

(h) Where it is not possible the tribal people to contribute even 25% as their share for certain items, the Development Commissioner should be authorised further to relax the quantum of contribution in special cases.

(j) In addition it was suggested that—

In view of the prevailing indebtedness among tribals, suitable measures be taken to examine the problem in detail and to enact legislations for meeting the problem. In addition, suitable measures such as credit facilities to purchase minor forest produce at low prices should be introduced.

(iii) With reference to the need to confine to the earlier decision of limiting the population of tribals to 25,000 and to utilise Rs. 100 per capita for the development of the tribals, as visualised in the earlier scheme of Multi-purpose Tribal Blocks, it was felt that the State Governments should examine this question and see whether the present coverage should be reduced. It was further felt that the question of population coverage should be fully kept in view at the time of allotting new Multi-purpose Tribal Blocks.



PUBLIC HEALTH & SANITATION

The Conference made the following recommendations:

(1) To help in advance planning, a survey of existing medical and health facilities and health conditions be carried out, block-wise, during the pre-extension stage.

(2) On account of the reorganisation of the community development programme, the question of staff and training programmes be reviewed in the light of existing shortage and requirements. It is felt that additional training schemes will be necessary and that such schemes should be

prepared and forwarded, as early as possible, to the Union Health Ministry for financial assistance.

(3) To encourage Doctors to go to the rural areas appointment of medical Officer Incharge of Primary Health Centre should be a gazetted one and he should belong to the normal cadre of the medical and health department. Further, service in rural area, for a period of three years, should be an essential factor for crossing the efficiency bar and for promotions to higher scale.

(4) Residential accommodation must be provided for medical and health personnel, free of rent, and adequate non-practice and rural health allowance should also be given to the Doctors.

It was felt that in view of the large number of Primary Health Centres that have to be established on account of the re-organisation of the community development programme, it will take sometime to establish Primary Health Centre with the requisite staff.

Vital Statistics: The Conference agreed with the suggestion made in the note and recommended that the health statistics, including vital statistics, should be entrusted to the Ad-Hoc Panchayat Samities and other agencies now collecting the statistics. These statistics should be collected according to sex and age group, e.g. 0-1 years, 1-4, 5-9, 10-14 and so on.

Rural Water Supply and Sanitation: The Conference recommended that every effort must be made to accelerate the programme of rural water supply and sanitation. Further, every scheme, for rural water supply, must make adequate arrangements for drainage. It was felt that the Planning Commission's restrictions regarding the provision of piped water supply in the

(Continued on page 677)

PRESS REVIEW

ABU DECISIONS

THE Conference on Community Development at Mount Abu has been true to pattern. It has passed a long resolution full of high sentence, but no one knows how it will work out in actual practice. Last year the Conference passed a resolution which asked for a 50 per cent. increase in food production in the irrigated areas and a 30 per cent. increase in the other areas during the Plan period. But these targets have been almost forgotten by now, and this year's resolution, while emphasising all the greater need to increase food production, does not lay down any targets at all. That there is need to associate the people more closely with the development programme and give priority to agricultural production has been clear for a long time. The Programme Evaluation Organisation has year after year emphasised the need to process the development of the community areas through the people's own organisations and the Study Team on Community Development has stressed the need to devolve responsibility for agricultural development on panchayat samitis of small groups of villages. There has been no reorientation of the programme and no decentralisation so far, it is because there has been a lack not of the right kind of ideas but of a sense of urgency. It has yet to be seen whether the States seriously intend to decentralise the machinery of development.

The Conference has recommended that the panchayats should be made responsible for planning and implementing community development programmes in the villages. The record of most of the panchayat however, gives little reason to hope that they can cope with this new responsibility. There is no harm, in trying out the new plan as an experiment in a selected village in each Gram Sevak's circle. But if there is to be no disillusionment later on, the limitations of the experiment must be borne in mind from the start. According to the latest Programme Evaluation report, panchayat elections have led to new factional rivalries in about one-third of the villages and even where elections have been unanimous they show not village solidarity but "lack of interest of the community in the panchayat." Most panchayats have failed to make use of their taxation powers and even to discharge their elementary civic responsibilities. It is futile in these circumstances to expect them to become Plan-minded overnight. There has to be a period of preparation before they can evolve into popular agencies of development. To start with, it would be more realistic if they are only associated with, and not made responsible for, development work.

It is a good idea to have a plan for each village and indeed for each family as the resolution

envisages. But before such a plan can succeed there has to be some assurance that each family will get the aid it needs. Today the vast majority of panchas belong to the land-owning class. The Government cannot make panchayats responsible for all the development work and at the same time hope that the benefits of development will percolate down to the poorest sections of the rural community, unless these sections are adequately represented on the panchayats. The farmer cannot make full use of new techniques unless there is better opportunity for him to learn these. There can be no grimmer comment on the state of the technical services in the community development areas today than that the agricultural specialists should be able to visit only about two-thirds of the villages under their charge once a year and not visit the rest at all. The village today needs more technical aid and more credit. Again, as the report emphasises, there is need to reorientate the programme in favour of not only more agricultural production but also "all non-agricultural" or rather "non-land-holding classes." This means that more funds must be found for agricultural development as well as for such village industries as can provide work to the landless families. But more than additional funds what the villager needs is a new enthusiasm.

—The Times of India.

IMMEDIATE OBJECTIVES

THE National Conference on Community Development has just ended at Mount Abu. It may be recalled that there was lot of criticism regarding community projects in Parliament recently. Both Prime Minister Shri Nehru in his message and Shri S. K. Dey, Union Minister for Community Development in his address have admitted that much of this criticism may well be justified. But one cannot but admire the frankness and thoroughness with which Sri Dey has analysed the causes of the failures. The discussions held at the conference on various aspects of the working of community projects have been quite useful. Shri V. T. Krishnamachari, Deputy Chairman of the Planning Commission, in his address to the Conference, dealt exhaustively with the fundamental objectives of community development and made valuable suggestions for meeting the criticisms.

The immediate objectives of the Community Development Programme are considerable increase in agricultural production, more specially production of foodgrains and development of village and small industries. On the political and cultural side we need the proper development of village panchayats and village schools. Finally, there must be an all purpose co-operative in every village. The Conference has taken pains to assess how far the country has progressed towards achieving these objectives.

Shri S. K. Dey has given a good lead to the Community Project officers and workers by urging the creation of a "second front" of people's unofficial organisations to take over responsibilities which the governmental organisations were at present undertaking in administration and management of the Community Development Blocks. Once this front is created and

begins to function the main objective of Community Development will have been achieved. In fact, the main criticism against the Community Development programme has been that it has been too much official and too much centralised. The Minister for Community Development did well to declare at the Conference that he would go a long way in kindling the spark of confidence in the people to manage their local institutions and also to meet the recom-

mendations of the Balwantrai Committee on democratic decentralisation of the development administration. It is realised that quick change is not possible in the hundreds of thousands of villages in India. But it is to be hoped that as a result of the deliberations at the National Conference, those who are working in the Community Development projects will at least demonstrate at an early date that the villagers in their respective areas are going in the right direction so far as the main objectives are concerned.

—*The Hindusthan Standard.*

DECENTRALISATION AND ITS PROBLEMS

"THE fundamental concept of the community programmes", says an official policy statement, "is that main motive force for its implementation must come from the people themselves." The intention has always been to make it a people's programme with Government participation, but in practice the roles have been reversed. Though each annual report of the community projects administrations has recorded statistics showing substantial contributions by the people in cash, kind and labour, it is almost universally recogniz-

ed that what is in operation now is a Government programme with varying degrees of people's participation. This has been acknowledged both by the Programme Evaluation Organization of the Planning Commission and by the Balwantrai Mehta Committee on Community Projects.

Accordingly, there has been a change of emphasis lately in favour of decentralization of authority and initiative. The panchayat, being the traditional centre of local self-government in the country, is to furnish the

RE-HASH

The omnibus resolution adopted by the Mount Abu session of the National Conference on Community Projects on "methods of increasing agricultural production" is a re-hash of what has been said so many times by so many conferences within the last few years. As agricultural production has shown no appreciable increase in obedience to all those resolutions, it is not likely to do so in the wake of this latest one. The plain fact is that the methods of increasing agricultural production need as much emphasis as the creation of conditions in which those methods can be put into practice. Some of these conditions are land reform, adequate water and manure supply and assistance to the cultivators in the shape of seeds and agricultural implements. If the Mount Abu conference could suggest some practical way for these, it would have done something of real importance.—**AMRITA BAZAR PATRIKA.**

broad base of the organization and serve as the primary controlling and administering agency, while sub-committees of the panchayat are to be charged with the execution of specific tasks. The same process is to be carried higher up to the Block level by expanding the functions of the Block Advisory Committees and by keeping official intervention within limits which would allow the fullest scope for local and regional initiative.

TWIN PILLARS

The village panchayat and the multi-purpose village-level worker, the Gram Sevak, are to be the twin pillars of the re-organized scheme. On their capacity to create (and even more important, to sustain) the people's enthusiasm for programmes of development and on their willingness and ability to supervise the detailed implementation of the programmes will depend the success of the new policy. It may be assumed (though this has not been explicitly stated) that the official machinery which now exists for the planning and execution of the programmes will continue, though in the background, and will be ready to step into the breach, if one should arise. It is of course true, as the first Plan emphasized, that "if the people are to be trained to be builders of the future, the works are to be entrusted, even at a risk, to the people themselves through their representative agencies, the Government organization furnishing the technical assistance and essential finance." But the attainment of the physical targets of the programme is also an important objective, and the zeal for experiments in people's participation in the programme cannot obviously be pushed to a point where it becomes impossible to carry out the objective. At the same time, it is beyond doubt that if the choice is between doing a piece of work efficiently through official agen-

DECENTRALISATION

When the Community Development Conference at Mount Abu recently considered the recommendations of the Balwantraj Mehta study team on administrative decentralisation and the extent to which they have not been implemented it could not have deluded itself into the belief that it would succeed where high-powered governmental agencies have so dismally failed. A sub-committee indeed observed, with a characteristic note of despondency, that the majority of States were entirely without a "sense of urgency" and that others were "cautious or restricted" to the point where nothing could possibly be achieved. These remarks are equivalent of an acknowledgement that nothing will be done in the direction of administrative decentralisation unless appropriate initiative is forthcoming from the political parties themselves.

—THE TIMES OF INDIA.

cies and somewhat less efficiently through panchayats and other local bodies, the preference should always be in favour of the local units. It is also true that the panchayat is the most widely recognized and established primary unit of group action. But it is a unit whose powers and functions differ widely in different parts of the country. As the Fifth Evaluation Report has pointed out, while in a region like Saurashtra there were panchayats with a wide range of functions, including collection of land revenue and maintenance of records, at the other end, in West Bengal, there were no panchayats at all. It was only in 1956 that the State put on the Statute Book the Panchayat Act. In between, there are variations of practically every description; in jurisdiction and resources, in availability of suitable staff, in systems of election and in relations with the State Government and with other local bodies at higher levels.

PUNJAB'S LEAD

The second Plan has set as one of its targets a rapid expansion in the number of panchayats. Sample surveys by the Planning Commission show that the number has increased by about one-third. A great many of these have been associated with the

planning and execution of development programmes. About two-thirds of them had made contributions in cash or labour, but the remaining one-third, or about 900 out of the total number surveyed, were reported to be inactive. The most active were panchayats in Punjab which had made the highest contributions in both money and labour, but high up in the list were also U.P., Bombay, Madhya Pradesh, Madras and Bihar.

Considering these disparities, the question will inevitably arise whether all panchayats in all parts of the country can be fitted into a uniform pattern for community development. The delegation of powers has obviously to have some relation to the resources possessed by the panchayat concerned, by way of competent staff, a membership experienced in tasks of local administration and probably also power to raise adequate revenue. To invest a panchayat with new powers as proposed would, in the absence of these prerequisites, only create more problems instead of solving any.

GRAM SEVAK

If the panchayat is the vehicle for the implementation of programmes at the village level, the Gram Sevak or the multi-purpose village-level worker is

(Continued on page 675)

A REVIEW

THE FIFTH EVALUATION REPORT

THE FIFTH Evaluation Report is based upon four elaborate field enquiries into the organisation and operation of the community development and the N.E.S. programmes, the organisation and working of the panchayats, the dissemination of improved agricultural practices and the growth of people's participation and, finally, the maintenance of records in the development blocks. The emphasis has been on a relatively intensive study of a few selected topics rather than an extensive review of all aspects of the programme.

During the year there has been a critical examination of the programme and of its relationship with the wider aspects of development and administration. The Fourth Evaluation Report of the P.E.O. was followed by the Report of the COPP Team, which made a number of important recommendations for the reorientation of the programme. The Programme Evaluation Organisation assisted the COPP Team by undertaking a number of special studies.

The major recommendation of the Team was for democratic decentralisation, i.e. transfer of the responsibility for planning and execution of the programme by the representatives of the rural population. The States have accepted the recommendation of the Team in principle, though in applying it to their different conditions, they may adopt different patterns of organisation. Moreover, following the report of the Team, significant changes have been made in the pattern, finance and pace of expansion of the development programme. Development blocks conforming to a single pattern and with a five-year phase are to take the place of the Community Development

(C.D.) and National Extension Service (N.E.S.) blocks; the three-year post-intensive phase is to be replaced by a five-year phase with much greater resources; and finally, the date by which the country is to be completely covered with development blocks has been put off by two years.

The recommendations of the Team are in accord with the attitude of the P.E.O. indicated in its successive reports. These have emphasised over and over again, the necessity of progressively transferring the responsibility for planning and execution of the programme to the people. The Second Report (1955) recommended that the Block Advisory Committee (B.A.C.) should be a sub-committee of a democratic body at a higher level and should have a non-official chairman. The First and the Third Reports laid stress on the need to extend the phases of the programme over a longer period—5 or 6 years. The emphasis in all these suggestions has been on the working of an intensive programme in a fewer areas rather than its rapid extension in a diluted version over the country. The decision to postpone the date of the complete coverage of the country with development blocks is in consonance with this view of the P.E.O. This decision should also make possible a thorough re-examination of the programme in terms of its content, its technique and its resources, especially of trained personnel.

The topics selected for this Report are all fundamental to the programme. The first study deals with the size and the organisation of the block and its finance, the jurisdiction and the many-sided responsibility of the Gram Sevak, his relations with specialists, the process of planning at the block

level, people's participation etc. These are issues vital to the efficiency of the whole programme.

The concept of Welfare State implies not only conscious effort by the State to promote the people's welfare, but also active participation by the people themselves in the framing and execution of the programme for advance. This is the central purpose of democratic decentralisation, which has been recently recommended by the COPP Team. The first study included in this report throws light on some of the problems of organisation that the attempt to achieve democratic decentralisation will face.

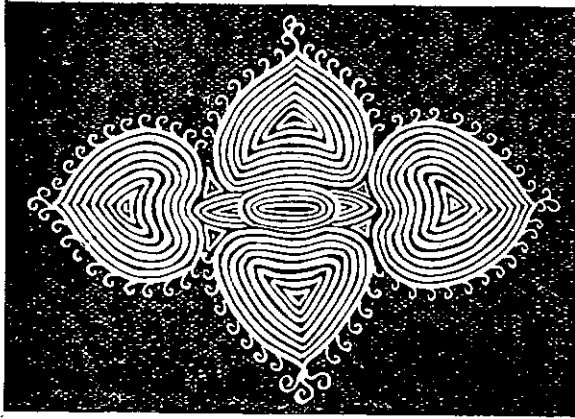
The next study may be broadly divided into two parts. The first part deals with the progress achieved in the dissemination of improved agricultural practices, the second with the creation of social institutions and the promotion of people's participation in activities of common benefit. It is based upon a field enquiry which repeats an earlier enquiry in 1954 into the same subject. It analyses the data collected with a view to bringing out the changes that have taken place during the preceding three years.

The significance of the first part of this study needs no stressing. Though the different aspects of the socio-economic life of a people are inter-related, some are, at a given stage of development, more important for further progress than others. This is the place occupied by agriculture in our economy today. The farmer's income must increase to provide resources for further advance in agriculture as well as in other fields like health and sanitation, social education, social institutions, village government etc. The data of the study throw light on the role played by the programme in agricultural advance, the people's response to and reliance on the facilities provided, the extent of adoption and the extent and the causes of non-adoption, dissatisfaction, and reversion. They reveal the directions in which steps should be taken to

consolidate the progress already achieved and to conquer fresh grounds.

The second part of the study describes the advance that has been made in regard to various social institutions in the rural area. Even in a poor country, social welfare is not wholly a matter of economic well-being; social consciousness and social co-operation are, in themselves, elements of social good. The third study deals with the panchayats, the importance of which, as one of the two basic institutions in the rural area—the other being the co-operatives—needs no emphasis. It brings together data on the organisation and functioning of this institution in different parts of the country, the extent of their resources, actual and potential, the extent and the manner in which they have discharged their multifarious duties, the part they have played in development activities and finally, the handicaps they suffer from, because of the lack of qualification and experience on the part of their members, lack of interest on that of the average villager and the paucity of internal resources. So far the panchayats, in most areas, have either stood outside the development programme or been loosely associated with it. The new pattern, however, includes a separate block level panchayat specialist. This step together with the acceptance of the principle of democratic decentralisation should bring the panchayats into closer association with the development programme. But to establish their proper role, it is necessary to understand their strength and weakness as they have been over the last 30 years or more. The present study should assist in this understanding.

The last chapter describes, in some detail, the current position regarding the maintenance of records in the development blocks. Data on the methods of record keeping, the concepts and standards involved, the coverage of particular items and the adequacy of checking and inspection have been assembled and analysed. The records maintained by the Gram Sevak—the functionary at the base of the organisation and in sight of what is happening in the villages—are the primary source of the material on which the administrators base their judgement and formulate their policy. In earlier Evaluation Reports general comments were made on the deficiency of the records kept by the block staff. The present study has made a special enquiry into this question and brought out detailed information. Better records are an urgent improvement for which this study may be found useful. (A detailed summary of the conclusions as given in the report will be published in our next issue).



Community Development And Local Self-Government

B. MUKHERJI

THE NATIONAL Extension Service correctly understood is a specialised agency being built up for carrying through the process of Community Development. Extension as an educational process of helping people help themselves, is emerging as a new and a growing role of Government out of the Community Development approach. The Extension Worker skillfully induces change in rural communities to make it more progressive and self-reliant, to strengthen community ties and promotes community effort for works of common benefit to the community. He promotes and works through local leaders and organisations of the people, such as panchayats, co-operatives, farmers' associations, mahila mandals and youth organisations. Not only has he to be a skilled worker but should also possess the right attitude. He must have the five-fold faiths from which Community Development derives strength.

Community Development as a concept and method of development is wholly in tune with our democratic Constitution, with the idea of the Welfare State which we are endeavouring to build up, and the socialistic pattern of society which the nation has chosen deliberately as its goal. Planning for development normally leads to increas-

ing centralisation and expansion of the bureaucracy. But we have deliberately made decentralisation of democracy a part of our National Plan.

People's participation in this process of Community Development as a method for rural reconstruction is of vital importance. Here people's participation should not be understood in the narrow sense of the contribution, whether in cash, labour or material, that the people make for community works. It should be understood in a much wider sense. To quote from the Report of the Balwantrai Mehta Team, "It is their (people's) full realisation that all aspects of Community Development are their concern and the Government's participation is only to assist them where such assistance is necessary. It is the gradual development of their faith in the efficacy of their own co-operative action in solving their local problems". Rightly the Team came to the conclusion that such participation is possible only through the organisation of co-operative institutions and of elected democratic institutions. Our experience of the last five years that the Community Development Programme has been in operation, "has already demonstrated that only normally organised and fully empowered units of continuous local administration can shoulder the responsibility of organising community life on progressive lines". The village communities are the most natural unit of local self-government through which the Community Development Programme can most effectively operate.

The record of local self-government in our country in the past has been by no means bright. Anyone who has had experience in running, guiding or promoting local self-government institutions knows only too well how difficult it has been to make them function well. The question, therefore, arises if Community Development is so vitally dependent for its success on the success of local self-government what chance has it itself of success? I would attempt to show that it is the Programme of Community Development which gives to local self-government the best chance for growth and success.

Shri Mukherji, I.C.S. is Joint Secretary, Union Ministry of Community Development.

Cultural, social and economic factors have militated against panchayats developing into stable local democracy. Of the many causes for their indifferent record the principal are, public apathy, the meagre resources that have been given to them, the absence of adequate guidance and advice, factions, feuds and caste dissensions, the absence of power leadership, and above all the absence of a sense of community and civic obligations. We shall see how the Community Development approach will help to remove these causes.

In the past panchayats and other forms of local self-government have been treated more as an instrument or an agency of the bureaucratic administration than as self-governing institutions of the people. This has been one of the reasons why they have not commanded the respect of the people. Community Development approach should help to create the correct understanding about the meaning and implications of local self-government. They should not be regarded merely as a method of decentralising the authority to local agents of the Central or the State Government but as decentralisation of authority to local bodies chosen by and answerable to local electorate. That electorate must be able to determine local policies so that Government at the level becomes responsive to the needs of the people of the locality. The Directive Principle of the Constitution enjoins on all States to organise village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government. Their role in planning is as fundamental as in execution. More often than not when local programmes of development are executed with the assistance of panchayats they are used merely

as agencies, particularly for purposes of collecting the people's contribution. It should be the other way about. The panchayats should plan and execute their own programme with the assistance of the Government agencies. The attempt at building up a plan from below with official agencies leading this process has been a failure. The Community Development Programme should help to correct this position. Under this programme activities undertaken must correspond to the basic needs of the Community. Indeed that is essential for obtaining the people's participation in the programme.

The Community Development approach aims at re-integration of the village community which has been disintegrating over centuries, for reasons on which I need not dwell here. Its aim is to re-integrate the village community life as a part of the larger process of national development which seeks to remove social and economic disparities in society generally and in regard to the under-privileged sections in particular. This is again a part of the policy to promote a socialist pattern of society. It is being aided by land reforms,

Bhoodan and Gramdan movements and the Sarvodaya idea. Thus the Community Development approach should powerfully assist in removing one of the most important impediments to the development and growth of panchayats, namely, factions, feuds and caste dissensions and lack of the sense of community cohesion.

Community Development promotes local leadership. By allying itself with the cause of rural reconstruction Community Development will help the panchayats to gain the confidence of the village people and will encourage right leadership to come forward

BLOCK-HEAD ?



B.D.O.—“We Block Development Officers are engaged in developing the blocks. Yet some cynics have a feeling that we block development.”

to shoulder civic and development responsibilities.

At the same time Community Development by emphasising the need for full and balanced development of all aspects of rural life and the need for tackling all rural problems simultaneously, ensures better than any other previous programme the success of the programme of rural reconstruction. The concept of Community Development also emphasises that "to be fully effective, community self-help projects require both intensive and extensive assistance by the Government and that the implementation of a Community Development Programme on a national scale requires adoption of consistent policies, specific administrative arrangements, recruitment and training of personnel, mobilisation of local and national resources and organisation of research, experimentation and evaluation". It is only by shouldering responsibilities at the local level for tasks forming parts of a well-considered and comprehensive programme or rural development, which itself has adequate support from the Government and the backing of a well-considered National Plan, that panchayats can succeed in rendering useful service to the communities whom they represent and only thus can they establish themselves as useful institutions of the people.

Broadly the functions of panchayats fall into three categories :

(a) Those that may be called "representative" functions where their main role is to voice and represent the community's opinion on all matters affecting it.

(b) "Regulatory functions" which consist of regulating the conduct of individuals and institutions serving the village community, e.g. watching the work done in a village school, registering births and deaths, enforcing measures of safety and sanitation, securing minimum standards of cultivation, managing waste lands etc.

(c) What may be called "service or developmental functions, such as, improvement of educational and medical

facilities, communications, constructions and maintenance of irrigation sources.

Finance does not present much of a difficulty in regard to functions under (a) and (b). It is mostly relevant in regard to functions under (c) and it is in this field that the planning for the country's development has to be regarded as the joint concern of the Government and the local authorities. Community Development lends support to this view in the right manner. The question of resources of local bodies has been thoroughly examined by the Taxation Enquiry Commission who have given very valuable recommendations which I need not repeat here. There is an inherent inadequacy in the resources of local authorities. The scope for local taxation in rural areas is limited. Very few of the taxes given to panchayats are lucrative, much less are they expanding sources of revenue. Consequently rural local authorities have to depend to a great extent on a share of certain taxes levied by the State Government, such as land revenue, and grants-in-aid, just as State Governments have to depend on the Union Government for much of their resources given either as a share of Central taxes or as grants-in-aid or loans. In attempting to make my point that the development of local self-government is as essential for the success of the Community Development Programme as the success of the latter is for the development of local self-government, I have referred almost entirely to panchayats. This is not to suggest that higher formations of local self-government, be it at the level of the Development Block, the Tehsil or the District, are not necessary or not important. There is much difference of opinion among authorities as to what would be the most appropriate level above the panchayat at which the next higher formation of local self-government should be organised and as to whether there should be one or two other higher formations above the panchayat and below the level of the State Government. I do not wish to enter into that controversy here. I do, however, think that it would be a great advantage in making the territorial unit of local self-government above the panchayat and of regional development the same. In fact this would seem to follow logically from the need to closely interlink the development of the rural areas and of local self-government, each being intimately dependent on the other for its success. I do not share the view that a higher formation of local self-government above the panchayat is essential for giving to panchayats necessary leadership. There may be many dangers to the growth of panchayats in entrusting to the higher formation of local self-government any power of supervision over panchayats.



Villagers enjoy watching a traditional game by girl students.

ENVIRONMENT & EDUCATION

R. K. RAMADHYANI

WE HAVE all heard stories of wolves carrying away children and bringing up the human child along with wolf cubs. Recently an actual case of the recovery of a wolf boy was reported prominently in the papers. The child showed many of the habits and tendencies of its foster parents. Having been brought up with wolf cubs, it was used to nourishment by raw or partially digested meat, used to walk about on all fours and exhibit modes learnt by imitation of wolves and wolfcubs. The boy was taken to hospital and treatment there showed that he was gradually tending to recover and exhibit the characteristics of a human being. We have read in books and those of us who have travelled have also seen different customs, different dialects of speech, if not different languages, different attitudes towards life in general or towards particular occupations. In this great

country we can see readily a great variety of such differences of temperament, customs, habits, and attitude among people. We can also readily see cases of people belonging to a particular community or part of the country born and brought up in a different part and acquiring the language, the customs and other characteristics of that area. There are, for instance, persons who speak Urdu at home, brought up in a Kannada speaking area; there are instances of such people altogether dropping their former mother tongue and acquiring the language of the area in which they were born. Apart from physical differences and differences in language or religion, there are also other differences caused by environmental conditions such as climate, the nature of the country, the type of occupation, the opportunities for education or mixing with people of other areas

and so on. Taking the instance of the child who was brought up by wolves and those of people who have moved about in areas other than the original home town, we can see to what a great extent environment can influence human beings. Man can be a sub-human when brought up among wolves or he can show the characteristics of a civilised being in a civilised region. It is clear, therefore, that depending upon the environmental conditions a human being can, in a way either shape himself or be shaped by his parents or others who look after him. Not only in childhood but even at a much older age it is possible for human beings to be influenced by environment, that is, by people and conditions which surround him, although not perhaps to the same degree as at a young age. An agricultural community can under certain circumstances become a trading community, uneducated people can be given education.

It has also been established that with the aid of science and research even environmental conditions themselves can be changed. An area suffering from drought could be given the benefits of irrigation, barren areas can be afforested by planting trees, infertile land can be made to yield crop by manuring and by irrigation, the quality of cattle can be improved by paying attention to feeding and breeding. Thus the conditions under which human beings live and earn their livelihood can be altered to their advantage and it is no longer necessary to consider such features irremediable or unalterable. There is no doubt however, that given certain conditions of life a human being gets used to them and quite often finds it extremely difficult, particularly when no longer youthful, to adapt himself to a change in environment or to change his habits. A person who has learnt a certain language from childhood will not find it easy to learn a new language after he has reached middle age. A person accustomed to wearing certain clothes feels uncomfortable if he is given a change of garment. A person who is used to laziness finds it difficult to be industrious. A person

even gets accustomed to poverty and need and may not wish to trouble himself with better conditions if it means a substantial change in his other habits and inclinations.

APATHY

For many centuries India has been a country of a very large number of villages, almost entirely dependent upon agriculture. While the benefits of irrigation and manuring fields have been recognised, in many areas agriculture has been wholly dependent upon timely and adequate rainfall. Where the rainfall has not been suitable the crops have failed and people have been driven to manage with what little they could get from wild growth or from borrowing and begging. They have even had to put up with a measure of partial starvation. There have been towns and communities living in towns, educated people, people who have shown skill in arts and crafts but it was only under favourable conditions, and where they had special aptitude, that these communities developed into something not wholly dependent upon their environment. In the remote villages to the extent that cultivation enabled them to keep body and soul together, other difficulties such as lack of water, the prevalence of disease and absence of comforts were accepted as inevitable. The kings and government were more often neglectful than helpful and generally felt satisfied if there was no serious calamity. The result was that a general attitude of apathy towards life became a marked characteristic of village life. The wrong understanding of the religious theory of Karma which was common among Hindu and allied communities may have also tended to make them resigned to practically any circumstances which life seemed to offer them and may have made them feel that it was hopeless to attempt even to improve their conditions. I still remember visiting a village, many years ago, in which attempts were being made to improve the quality of the cattle by scientific breeding. The villagers showed not merely a great deal of indifference to the whole idea but clearly felt that something which they did not want and

which was unnecessary for people in the villages was being imposed upon them. Clearly centuries of an isolated way of life had created in them a disinclination to try anything new even if it contained a promise of better conditions because it required an effort to follow. During the last ten years a tremendous awakening has doubtless taken place throughout the country but still the main difficulty which is likely to face the administrator and the social welfare worker is this resistance and apathy towards measures to improve the conditions in the villages. There is a strong tendency for people therefore to expect Government or someone else to do everything for them while they continue in the same groove in which they are accustomed to move. What is not understood is that without the co-operation of the people in the villages and without their own effort there is little hope of Government successfully doing anything to improve their conditions. Without their co-operation, without their participation, anything which the Government might establish by itself, is likely to prove short-lived and unsuccessful.

OBJECTIVE

The main objective of the Five Year Plan, the community projects scheme and the Plan publicity organisation of the Ministry of Information and Broadcasting is to remove these obstacles of environment, habit and tradition and to infuse in the people a fresh spirit of endeavour, self-help and scientific enquiry. Having clearly understood that their misfortunes or the difficult conditions of life which surround them are not a matter of mere fate or something inevitable, it depends upon the efforts of individuals and communities and their determination to bring about a satisfactory change in their conditions. A good measure of realisation of improvement of the conditions in villages and small towns has already permeated inhabitants but there is still a great deal of indifference to be found all over. Persistent efforts are therefore required to maintain enthusiasm in this direction. The Bharat Sevak Samaj being an organisation which is meant to assist the

desire for voluntary service and for national self-sufficiency, is well suited to assist in creating conditions for maintaining progress.

INFORMATION CENTRES

The Ministry of Information & Broadcasting and the Departments of Development or Publicity of the State Governments have taken various steps to educate people throughout the country that it is possible to improve the standards of life through the exploitation of natural resources and the application of scientific methods, to help them to know of the successes achieved in other countries, of the objectives of the Five Year Plan according to which we are seeking to make progress and of the steps which are being taken by the Central and State Governments to provide financial and technical assistance to the people to further these aims. Over and above the actual implementation of Plan Projects and the achievements of Plan targets of a concrete nature, there is also the urgent necessity of social and cultural knowledge. For hundreds of years the cultural progress of India has been neglected or discouraged on account of political and financial conditions. The cultural life of a country is not only one of the greatest cementing factors among the members and sections of its people but makes all the difference between mere living and civilised living. There is not much difference between human beings and animals in respect of mere living. It is the culture, the art and the thought of a community which gives it all the additional value. A very important requirement of the country which we are seeking to build up is therefore, first of all, an understanding of all the rich and varied culture and art of this country and secondly to create as far as practicable the conditions under which it can develop. The publicity organisations therefore are provided with material for social and cultural education in addition to providing information about modern methods of hygiene, cultivation or cattle farming. Such organisations as All India Radio bring to their listeners not only entertainment but also knowledge. The

field organisations of Government bring to the villages films, publications, models, charts and exhibitions through mobile vans. In the Community Project Areas the Block Offices have Information Centres supplied with publications, models, charts and film projectors. There are Information Centres at many district and State headquarters. In the utilisation of such publicity material it is not only desirable that all educated people should co-operate in getting the public interested but they should also help the Government in understanding and appreciating the needs of visual publicity. The object of publicity will not be served unless it is in the appropriate form to be understood and to make an appeal to the public to which it is addressed. Gram Pracharaks should co-operate with the various publicity organisations of the Central and State Governments not only to help in their display or performance but also to study the extent to which they have an appeal to the people and are understood and appreciated by them. In their contacts with the public they will have an opportunity of finding out what people's difficulties are, what problems they are confronted with, and where they are in the greatest need of information and assistance. The careful study of these requirements will enable Gram Pracharaks to assist Government in meeting the requirements of people and will also assist Government in improving the presentation of any particular subject so that it carries with it the maximum degree of appeal and clarity.

INCREASING PRODUCTIVITY

It should be clear to everybody that the object of improved methods and of mechanical aids is not to encourage idleness; nor is it the intention to reduce opportunities of employment. For a given effort or amount of time, the objective is to produce much more than is the case at present. The productivity of our fields for example is very low and an acre of land hardly produces 10 maunds or so of foodgrains; the area cultivated should not be reduced but the same land made to yield three or four times more

by proper ploughing, manuring, irrigation and protection from diseases and pests. By making use of power looms a weaver can produce many times more cloth than he does at present. Unless production increases there will be no improvement in the standards of living. It must be clearly kept in mind that temporary increases of price or a favourable season which may bring prosperity for a while to an area will not be maintained and only improvement of methods which give a permanent increase of output will be of real value. The population of the country is constantly increasing and unless production is adequate there will be a lowering of the standard of life rather than an increase.

GRAM PRACHARAKS

Gram Sevaks and Pracharaks would do well to inculcate in people that they are all part of a village or town community and a nation. It is not enough therefore for a person to look after himself. In many cases he can get better results only by co-operation with others. It is through co-operative societies that he can get credit at low interest, through co-operative farming or sharing of expensive machinery like tractors that he can get a larger yield from his land. Every person should therefore think in terms of his village or his country rather than himself or his family and co-operate with the Gram Panchayat or the State Government in its efforts to assist him. It is equally necessary that he should keep himself informed of the country's affairs and needs. A farmer may be content to produce enough for himself and his family but is not doing his duty to the country if he does not get the most out of his land. The more he produces the better the chances of a higher standard of life for himself and others. Costs of living can be kept down only if there is a high level of production. The idea that increased production means lower prices is not true except as a purely local and temporary occurrence; if the price of foodgrains is low the cost of cloth cannot remain high; Government may be expected to see to it that price levels are maintained

(Continued on page 672)

CENTRAL INSTITUTE OF COMMUNITY DEVELOPMENT

(From A Correspondent)

THE FAST expanding Community Development and National Extension Service Programme requires a large number of Administrators who not only understand administration as such but also understand the sciences of human relations and human values. Such understanding requires not only the technical know-how of personnel administration and of physical and economic development, but also knowledge and appreciation of the processes of social and cultural development. Community Development, whether operating at the village level or in the State and national administration, is a series of complexes of human relations and people's processes. An understanding of economics and Political Science is necessary but more important is a knowledge of Sociological Sciences, Sociology, Social Psychology and Social Anthropology, which specifically study and analyse group behaviour, group relationships and group processes.

So far it has not been possible to provide for this important aspect of training in the Training Centres which have been giving orientation training to Block Development Officers and Social Education Organisers. For the orientation of Administrative and Technical Officers above the level of the Block, reliance has so far been placed exclusively on the Seminars. The need has been keenly felt for some time for setting up a Central Institute which could immediately apply itself to the task of giving a higher training to the key personnel, administrative as well as technical, of the State Governments as well as of the Central Government, particularly in group methods and the sociological aspects of the programme which they are

operating. Accordingly a Central Institute is being set up by the Ministry of Community Development at Mussoorie and the first course is to start in June, 1958.

The Study Wing of this Institute will have a two-fold objective which may be stated as follows :—

- (a) To stimulate thinking in the key personnel, administrative and technical, engaged in Community Development with a view to creating in them a better understanding of the objectives of the programme, approaches, techniques etc. The seminar method would be generally followed. The academicians who will be brought to the Institute either as its staff or as outside lecturers will primarily help in provoking thinking by presenting a challenge to the practical workers who will gather at the Institution. These academicians would be first-rate men in their own lines. The Institute will have access to a good library, and the curriculum to be followed at the Institute will provide for a fair amount of reading on the part of trainees.
- (b) The Institute will, in due course, be able to supervise and guide the Block Development Officers' Training Centres, Social Education Organisers' Training Centres and any other Training Centres of the institutional type that are set up by the Ministry. This supervision will be educational in nature.

After some time it is proposed to set up a full-fledged Research Wing, attached to the Central Institute. This Wing will be responsible for research, though it may utilise the State Govts. and other agencies such as Universities for actually implementing projects under its guidance and control. If research work is undertaken in the States the Research Wing of the Central Institute will also be in a position to give guidance to it. As the research problems would be of practical importance to the programme, many of these should emerge from the discussions in the Central Institute. Some of the problems may also be suggested to the States for undertaking research.





—Pilgrimage by foot—

GRAMDAN

—No. 1 Genesis

M. M. CHOUDHURY

THE LAND problem has long been recognised as the greatest problem of the East. Great unrest and bloody revolutions have erupted out of it. Politicians and planners have wrestled with it, but have failed to master the basic social forces underlying it and so have failed to produce timely and satisfactory solutions.

The problem flared up in a violent out-break in India also. Determined to face the problem Vinobaji marched into the fray. He sized up the problem and with unshakable faith in the ultimate sanity and good nature of man, he took the people into confidence and placed the issue before them. The people responded and Bhoodan Yajna was born. As a magnificent gesture it touched the heart of everyone, but there were misgivings as to its potentiality to evolve a new land system. There were murmurs about the effect of Bhoodan in accentuating fragmentation of holdings. But Vinobaji was undaunted. "First of all let me unite the hearts that have been torn asunder. Consolidation of

the fields will follow as a matter of course," he explained. He was intent upon fostering a right attitude rather than foisting a plausible alternative system.

After the Bhoodan movement had gathered enough momentum it almost spontaneously blossomed forth into Gramdan. From the very beginning of the movement or rather "the ascent" as Vinobaji prefers to call it, he had stressed the immorality of private property in land.

THE FIRST GRAMDAN

The idea caught the imagination of the villagers of Mangroth in U.P. and they renounced their individual ownership rights in land. All the land in the village now became common property, or rather more exactly, property held in trust by the villagers on behalf of God. The event created a flutter throughout the country. Economists sat up and took notice. Yes, this can be a really effective alternative if only it can be multiplied on a large scale.

With all lands freed from private control and under common management, many things can happen. There can be a collective farm or a co-operative one if you prefer it so. Science and technology can be applied to the land as never before. The little fields that form an endless chequerboard pattern and hamper efficient agricultural operations, can be abolished forthwith. Crop planning can be introduced and over head cost reduced by having lesser number of bullocks etc. Endless vistas of progress and innovation were opened up by the Gramdan idea. But there were a few hitches. Firstly, could a purely voluntary movement be widespread enough to basically alter the land pattern of the country? Secondly, is the change

deep enough to be enduring? Is not the donation given in a moment of emotional fervour? Will it last long enough to take the hard grind of everyday life?

Time was to show.

After all men are men. They are apt to be frightened when they suddenly realise that they are all alone by themselves. This happened in Mangroth. There they had taken an extraordinarily novel step. Their neighbours in other villages looked askance at them. There were, naturally, a lot of irresponsible talk and wild conjectures. How will you marry your children? How can you get a loan? Doubts were whispered in their ears. On the other hand, for a long time no Sarvodaya worker came to the

SOME FUNDAMENTAL ISSUES

Shri Goraji who is a prominent Bhoodan worker from Andhra, raises some fundamental issues in the following article reproduced from Bhoodan.

However powerful a government may be, **janashakti** is more powerful than the government. In fact, a government is shaped out of the powers that are delegated to it, consciously or conventionally, by the people. The people out of ignorance or indolence want their tasks to be performed by others. The delegation of functions leads to the delegation of powers. Through the ages past the institution of government has gradually grown rich in authority and ability contributed to it by the people. Today it has gathered so much power that it is able to enslave its own masters, the people. The Bhoodan movement with its objective of Gramraj and philosophy of Sarvodaya aims at ending the institution of government. It aims at making the people self-sufficient and self-governing. The method is of creating **janashakti** and **lokaniti**, as against **rajaniti**. It is in the fitness of things that Bhoodan movement should strengthen **janashakti** and should weaken the government. The furtherance of **janashakti** will mean: Firstly, the people shaking off their ignorance and indolence and bestirring themselves to be self-governing, and Secondly, the people withdrawing the co-operation and the taxes which they have been contributing for the maintenance of the government and utilising that energy and wealth for improving themselves. Both programmes must be worked out simultaneously. But the Bhoodan movement has been laying stress so far on the first item only. It has had encouraged people to withdraw their support from the government. This was the background which presumably influenced the nature of the decision at Yelwal. The decision, as we have seen meets with more hurdles in the way of progress towards **gramraj** than in the straight course of strengthening **janashakti**. Whether the people are capable of taking up the responsibility of the running of **gramraj** and whether the government will be willing to part with the power to which they have been habituated are relevant considerations in connection with attempts at strengthening **janashakti**. But faith in the capacity of the common man to attain self-sufficiency and self-governance is the basic tenet of Sarvodaya ideology. Also the successful emergence of democracy out of the confines of monarchies and dictatorships is a proof positive that the faith in the capacities of the common man is well founded. If the common man is encouraged to transfer his contributions from the maintenance of a government to the improvement of himself, then there is no reason why he should not be able to run **gramraj**. As for the willingness on the part of the government for the return of power to the people, the declarations of the Prime Minister of India and of the Chief Ministers of States who assembled at Yelwal augur well for a helpful attitude of the government. Moreover the growth of **janashakti** will in itself facilitate the flow of power from the government to the people. Thus the strengthening of **janashakti** is a more desirable and feasible method for establishing **gramraj** than the use of the machinrey of a centralised government. In the light of these prospects the Yelwal decision requires to be reviewed.

village and no attention was given to its problems. The whispering campaign had its effect. For a moment there was unreasoning fear and a stampede. But the quiet attitude of the local Bhoodan workers steadied them. Nothing was going to happen to them against their wish. They could even take back their Gramdan if they wished, the worker explained, producing the packet of gift deeds. The deep religious faith of the women folk also played its part. They insisted on the menfolk adhering to the pledged word, whatever the consequences. The villagers sat through long sleepless nights and debated the pros and cons. At last they came to a firm decision to stick to Gramdan.

The subsequent story was one of fairly steady progress. The land was equitably redistributed. The question of co-operative farming was raised. Thirty-five families were in favour of it, but the rest preferred individual cultivation. The former launched on the experiment with 206 acres of land in 1953. But unfortunately, the experiment had to be given up as the people lacked the necessary organising ability and technical competence.

The reallocation was done by unanimous consent of the Gramsabha, consisting of all the adults of the village. During this process, the basic reasonableness of the people came to the fore. The existing differences in the standards of living in the village were taken into account and a due allowance made for it by giving some more land to those who had formerly possessed much more. The process was to be a graded and loving process, not a mechanical one. Human considerateness was to be the key-note. On the other side, those who were offered bigger shares accepted them only grudgingly. Why should not they face all trials and tribulations shoulder to shoulder on equal footing with their colleagues? Why should they be shown special consideration? This inspiring scene has subsequently been repeated again and again in hundreds of Gramdan villages all over India. This reallocation of the land was merely for convenience of cultivation. No right, except that of cultivation, accrues to the allottees. They cannot transfer, sell or mortgage the land. The ownership rests with the Gramsabha and it has the right of periodical reconsideration and reallocation. It has been provided in the Orissa Bhoodan Act that all the land in a gramdan village will be treated as one holding belonging to the community. Similar enactments for the other States are under consideration.

With help from the Gandhi Smarak Nidhi and governmental sources Mangroth has made considerable progress. They have reclaimed new land, carried out measures of soil conservation, have brought irrigation to the village. By starting village industries, they have created new employment and added to the wealth of the

village. The village that formerly produced barely more than half of its food requirements became slightly surplus in food production. The pattern of land management and development evolved in Mangroth has served as a model for all subsequent Gramdans.

THE SECOND STEP : ORISSA.

The little flame kindled in Mangroth spread to Orissa and burst into a sizeable conflagration. By the time Vinoba came to Orissa in January, 1955, there were already 45 Gramdans most of which were in the Koraput District. In this district, where Vinobaji spent four months, it assumed the proportions of a mass movement. Workers from all over Orissa concentrated their efforts here and by the time Vinobaji left Orissa, the number had risen to 606 for the district and to 812 for Orissa.

It is true that the population of Koraput is predominantly Adivasi in character. Much has been said about the backwardness of the Adivasis, their lack of sense of private property and their gullibility. But there are other extensive Adivasi tracts in Orissa and elsewhere in India that have not yet come on the Gramdan map. The Adivasis do have a certain community sense which seems primitive when looked at from the point of view of a society in which relentless competition and thorough-going individualism form the ideal of human conduct. But in a world that is fast moving away from competitiveness, this community sense of the Adivasis is sure to prove a highly valuable asset. It is true that the Adivasi in backward tracts like Koraput has not mostly learnt to look upon land as a means of investing his savings. But that does not mean that he does not appreciate its value as a means of livelihood. On the contrary, as he has practically no other means of livelihood excepting collection of forest produce in certain areas; he is more land hungry than anybody else. Shortly before the Bhoodan—Gramdan movement reached Koraput, there was widespread unrest on this land issue and a Satyagraha campaign was started by some local Sarvodaya workers. The greatest single factor in bringing Koraput to the forefront is the unusual political awakening that has prevailed in the district since the non-co-operation days. There were great popular uprisings in 1942 and eighty-eight persons had given their lives, while thousands had gone to jail. Then again, a small band of devoted workers, headed by Shri Viswanath Patnaik had dedicated themselves to the service of the Adivasis and had gained their confidence. The Adivasis were prepared to follow Viswanath to the utter end on the Gramdan trail.

Wherever the Gramdan movement had taken root and spread, there has been some predisposing historical factor. This is natural in the

first stages of a revolutionary movement. The movement continued to progress in Orissa after Vinobaji's departure and so far the total number for the State has reached the 2000 mark, with 1500 contributed by Koraput alone.

Sarva Seva Sangh, jointly with a local organisation, the Naba Jivan Mandal, took up the task of reconstruction in the four districts of Koraput, Ganjam, Balasore and Mayurbhanja. So far, the land has been redistributed in about half of the villages, while it has been possible to carry out some measure of reconstruction work only in about two hundred villages. But what is more important, valuable experience has been gained and principles and methods for future work have been hammered out. Though Koraput has come into special prominence, the movement has also made considerable headway in some other districts in Orissa. Particularly in Balasore, there are just about two hundred Gramdans out of which more than half have mixed and non-Adivasi populations. There are also a large number of villages in the Koraput district itself with predominantly non-Adivasi populations. But the overwhelmingly Adivasi character of the Koraput district has caused Gramdan movement to be looked upon as an Adivasi phenomenon, which is not really the case.

THE THIRD PHASE: MADRAS AND KERALA.

Anyway, Orissa demonstrated that the Gramdan idea can be turned into a practical reality on a wide scale. Subsequent events in Madras and Kerala have proved that not only relatively backward and poor people, but advanced prosperous people can also be made to accept the idea on a comparably grand scale. The first Gramdans in the Madras State were obtained way back in 1954; one of these, Vayyalur, has since continued successfully a form of collective farming. For this purpose the villagers have divided themselves into four groups of eight to ten families in each. The small size of the units has undoubtedly contributed to their continued stability.

With Vinobaji's arrival in Tamilnad in 1956, the Tirumangalam taluk in the Madurai district was chosen for Taluk dan, i.e. an effort was to be made to get every village in the Taluk in Gramdan, so that a compact unit amenable to regional planning could be formed. Within a short period there were more than one hundred and twenty Gramdans in the area. While in Orissa, the average population of a Gramdan village is 120, the village in Madras were large ones with populations exceeding one thousand in many cases. There is at least one village with a population exceeding five thousand. The land owners are fairly prosperous, with stone houses and literacy is high. In most of the villages there is well-irrigation with engine pumps and cash crops are grown. Hence Madurai was another step forward and if any further proof of its universal applicability was needed, it was supplied by Kerala with its low land-man ratio. The highly literate people of Kerala have so far contributed more than three hundred Gramdans.

In Madras, Vinobaji placed the fuller concept of Gramswaraj or village self-government before the people. Here he initiated the pledge of Gramasankalpa in which the villagers corporately took the four fold pledge to:—

1. Eradicate landlessness;
2. Eradicate all caste prejudices and untouchability;
3. Take to Khadi and certain other essential village industries within a stipulated period, and
4. Have universal basic education in the village.

The progress of the movement in Madurai received a serious set back due to communal riots in the nearby areas. This, and other similar disturbances in other parts of the country focussed Vinobaji's attention on the problem of controlling them in a non-violent manner and gave birth to the programme of Shanti Senas.

(To be concluded)

ENVIRONMENT & EDUCATION

(Continued from Page 667)

at suitable levels; and Government has in fact taken measures to maintain price levels when such steps were found necessary for a while.

Finally it is necessary for Gram Pracharaks to encourage the idea that every individual has a part to play in the country's progress and that every person should do his part in various ways, by avoiding waste, (for example of water from irrigation canals, from public taps) by avoiding unhygienic

habits (for example by throwing dirt on the streets or in front of neighbours' doors) by taking part in common village tasks and by helping their neighbours. A country is as good or as bad as its people. It is for us to make this country a better place by being considerate to our fellow countrymen and doing our duty. (Based on a talk delivered at the Second All India Gram Pracharaks' Training Camp at Gurkul Ashram, near Delhi.)

CORRESPONDENCE

Dress

Sir,

A B.D.O. is supposed to work among the simple rural folk but his Western style dress does not develop that sense of intimacy necessary in the field of human relations. For the smooth working of the programme and the cordial relationship between the villager and the B.D.O., I feel that he should be encouraged to wear the dress suitable to the nature of his contacts. I feel that Khadi dress of the pattern worn by the national leaders will be the best.

Yours etc.

N. N. Jha,

Lalganj.

18.4.58

Block Development Officer.

Life Insurance

Sir,

The Life Insurance scheme in the country today is mostly confined to the urban areas and its benefits are mostly available to the rich and educated middle class. The rural population still remains untouched. If the scheme is to strike root in the country, millions of people in the rural areas has got to be brought under its ambit.

The social problems of villagers are different from that of our urban workers. A cultivator who tills the land, grows foodgrains and money crops is also faced with life contingencies like death, sickness, invalidity and unemployment. As for the Life Insurance, the Rural Credit Survey has opined that there are no facilities for the regular payment of premiums. Secondly the procedure of life insurance is complex and is not understandable by the simple rural folks. The problems are no doubt many but an approach has to be made. The Community Development and N.E.S. offer the best

medium through which life insurance can be brought near to the villagers.

Viewed from this angle, the proceedings of life insurance has to be reoriented so as to be easily acceptable by the villagers. The following few suggestions, therefore, may be given due consideration:

- (1) The present rates of premium are higher than the savings potential of the rural cultivators and hence they are to be adjusted to the needs of the cultivator.
- (2) The local institutions like Village Panchayats, Co-operative Societies etc. should be entrusted to sell life insurance policies and collect premiums.
- (3) In order to spread the message of life insurance, the present staff of Community Development and N.E.S. are to be utilised to the fullest extent.
- (4) The rural cultivator needs credit and hence provision is to be made with co-operative societies to provide loan on the security of life insurance policies to the extent of the surrender value.
- (5) Besides, policies with modest premium of marriage endowment should be encouraged in the rural areas.

The extension of life insurance along with Community Development will surely provide stability to the rural economy and expedite progress.

139, Sarvodaya Building,

Dadar, Bombay.

19-4-58

Yours etc.

V. R. M. Desai

Administrative Efficiency

Sir,

The Block Development Officer is at the helm of affairs in a Block and is assisted by the Accountant and a Clerk-Cum-Typist. He has to look after the correspondence, inspect the works in progress and

has also look to the accounts. Lakhs of rupees are spent over the various items in the Blocks, but unfortunately there is no uniform system of accounting nor are there printed forms or a handbook showing the various forms that are required to be maintained in a Block. If we look to the accounts maintained in a bank or even the evacuee property accounts forms, one feels delighted in maintaining these forms and bringing them up-to-date; but in the Blocks there are no set forms or registers in which the accounts could be maintained with the result that the Block Development Officer is always in doubt whether the expenditure he is incurring is correct, and whether it will be objected to by the Auditor. Naturally he fails to take bold steps for incurring expenditure which is highly essential. This can be averted, if a small hand book detailing all the forms, in *very simple* language with instructions how to fill those forms, what sanctions are necessary before incurring any expenditure and in what form they should be obtained, is published. If this is supplemented, by an internal auditing system i.e. an auditor inspecting all the accounts of the Block, once in a month and get the matter regularised when they could be done easily, the Block Development Officer would be relieved of much of his worries as he will not be required to concentrate his energies over the accounts, as is required to be done at present. This should ensure the safety of Government money, which is of utmost importance and would canalise the energies of the Block Development Officer to the right spot where they are wanted.

Another matter which worries the Block Development Officer is the purchases. As soon as a Block is opened and the Block Development Officer is appointed, he has to make purchases right from pins to a gene-

rator; he has to call for tenders, effect purchases as and when required, sometimes profitably, sometimes at a loss and if unfortunately his Hd. Qrs. is far away from the District Hd. Qrs., a pretty long time is wasted in getting all the materials for the Block and the energies of all the members of the staff are wasted during this period. If these energies are to be utilised properly the Block Development Officer needs to be relieved immediately of this purchase business since he is not an expert in the art of purchases. A central purchasing machinery needs to be set up at the Divisional Level immediately. All the Blocks must inform their requirements every month taking into consideration the public contribution received for various items, the articles required for them. The central purchasing agency will call for tenders for these items every month and supply the articles to the Blocks, on condition that the articles must be supplied F.O.R., place of destination. This will not only relieve the Block Development Officer of his worries as to where he should effect purchases and whether he would be correct or not, but will also save much Govt. money, since all the articles are purchased in bulk and naturally at an economic price. The second advantage that will accrue due to this system is that whenever a new Block is opened, the Block Development Officer would be getting all the materials i.e. Tables, Chairs, etc., ready and he will not be required to run here and there for purchases. This will also enable the Govt. to supply all handicrafts produces from the jails and articles of Cottage Industries to the Blocks and keep proper control over the expenditure. It is not fair to ask a lay man to effect huge purchases.

Kalamnuri
Dist. Pabhani
10.5.58

Yours etc.,
V. D. Jeurkar, B.D.O.



ABU DECISIONS

(Continued from page 658)

its directing agent. By the very nature of his duties, he is a jack of all trades. Whether it is animal husbandry or social hygiene or village industries, it is to him that the panchayat will have to turn for advice and guidance. He in turn can consult the specialists at the block level, but the problems he has to deal with are so numerous that unless he has a rudimentary knowledge of all the subjects covered by the development programmes, he may have little time for anything else except running round in circles from one specialist to another. Apparently, this is more or less what is actually happening.

The most common complaint made by the different kinds of specialists against Gram Sevaks was that they had not enough technical knowledge. Even many of the Gram Sevaks themselves have admitted that this is a major deficiency. The question is whether a six-month course of training is sufficient for the purpose of giving a Gram Sevak a grounding in the different subjects that he may have to deal with. It has also to be considered whether the existing conditions of service attract the right type of men.

But even an adequately qualified worker would be of little use unless he has a sense of vocation. He has to win the confidence of the villagers and has to identify himself with their interests and needs. If he sets out to be a little bureaucrat, always on the look-out for the first chance of climbing up the next step in the official ladder, his value would be extremely limited. At the same time a Gram Sevak, like any other public servant, should be able to look forward to a career. To strike a balance where the responsibilities of a Gram Sevak would be matched by the opportunities open to him would not be easy, but unless this is done, it would be unrealistic to expect any marked improvement in his quality.

AS OTHERS SEE IT

Mr. Kingsley Martin has lately testified that it is only when one goes down to the village level that one can sense the feeling of enthusiasm and dedication that is apt to get overlaid in the capital by bureaucratic cynicism. This may be so and may even account for the occasional acidity of the comments by the Planning Commission's experts. But the fact that defects in the organization or in its working are pointed out does not necessarily imply any questioning of its basic principles.

Dr. Carl Taylor, writing with experience of community development in many countries, has not slurred over the difficulties and defects of the Indian experiment. While endorsing the view that the panchayat should be at the base of the organization, he has underlined the difficulty of evolving a suitable

method of election and of finding a suitable man to lead the village unit. He has seen something of the complications arising out of caste differences and of the deficiencies of the village-level worker. But after a detailed survey two years ago, he struck a cautiously optimistic note. He said: "The genius of the programme is not in its magnitude of population and geographic coverage or in the great amount of personnel it must employ. It is in the way it has already reached more than one hundred thousand villages without a large body of highly trained technicians, and without adequate funds to employ them had they been available. It is not a perfect programme but it is a programme by which change of many kinds have been initiated in India."

(Courtesy: *The Hindustan Times*)

TASKS OF PANCHAYAT

THE latest report on Community Projects is a more depressing than encouraging document. Such at least is the Summary, which came to our hands this week, of the Fifth Evaluation Report, issued by the Programme Evaluation Organisation of the Planning Commis-

sion. More failures than successes are recorded therein. Community Development was initiated in October 1952, and the Fifth Report (the year to which it refers is not given in the Summary, but is to be inferred) obviously covers acts noticed in 1957. The Report, it

THE WOOD FOR THE TREES

The community development programme touches the life of the people at so many points that an annual review, such as the one at the recent conference at Mount Abu, is apt to give the impression of having missed the wood for the trees. There was much talk about mid-day meals for school-children, social welfare activities by voluntary women workers and others, integration of Gramdan with the community development administration and a number of other topics, all of which are no doubt relevant in the general context of the people's well-being, but do not go to the root of the problem. The problem was defined by Shri V. T. Krishnamachari in his inaugural address as one of enabling the 60 million families in the villages of India to put forward their efforts and share in the higher standards of living resulting from the successive Five-Year Plans.—THE HINDUSTAN TIMES.

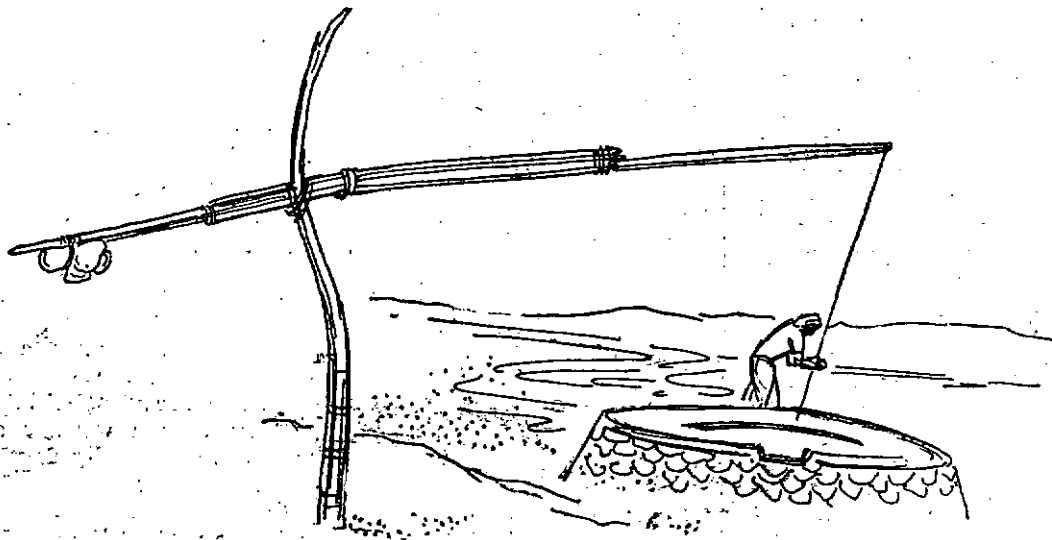
is said, reveals the part played by Panchayats in community development, and the handicaps under which they are placed; and the Summary comes to the point by saying that in most areas (15 blocks were examined by the Evaluation Organisation) Panchayats "have either stood outside the development programme or been loosely associated with it." And the Evaluation Organisation has come to the conclusion that additional responsibility, for development, should not be entrusted to Panchayats at least for some time to come, that is, until they gain experience and strength. Such caution is necessary where Panchayats are weak or incompetent; many of them suffer on account of faction or the apathy of villagers.

But the functions of Community Projects and the National Extension Service fall largely within the scope of local administration; and Panchayats and other local boards should be reorganised to maintain those introduced by those organisa-

tions. It is necessary to bear in mind the words of the Evaluation Report published two years ago: "It is now widely recognised that only a representative body with statutory powers, such as the Panchayat, can be made responsible for carrying out development functions of any type on a continuing basis and that efforts should be directed towards creating and strengthening such institutions."

Some States have newly established Village Panchayats; some, including Madras and Andhra, where such bodies have long been in existence, have amended the laws governing them, to suit the requirements of planning. A few it is said, have yet to revitalise their Panchayats, and it is particularly disappointing to see Mysore mentioned among them. In that State, in former years, Village Panchayats did useful work, though all of them were not equally efficient. They followed a system of voluntary labour, under which, in lieu of

payment of rates, villagers organised and worked for a few hours or days, mending roads, building bunds, or digging drains, filling up depressions, or carrying out other improvements in the villages. This arrangement was popular where folk had little employment, and too much leisure; and it may well be tried at the present time, if villagers are agreeable, in areas where people have difficulty in paying the rates. Those of their leaders who believe in the dignity of labour, can set an example, by working with their hands, when faced with idle hours. With regard to Panchayat taxation, the point made by the authors of the Evaluation Report deserves to be emphasised. The report says that "the stress should be on measures designed to promote fuller exploitation of the sources of income at their disposal rather than on an expansion of the list of taxes they are, by law, required or permitted to impose." This applies equally, at the present time, to other authorities that levy taxes.—(The Mail.)



RECOMMENDATIONS OF THE ABU CONFERENCE

(Continued from page 655)

rural areas, should be relaxed to provide for the construction of sanitary wells also wherever necessary.

Family Planning: For speedy development of this programme, the Conference recommended a number of measures.



COMMUNICATIONS

The Conference considered the observations and recommendations contained in the agenda notes. It was felt that the immediate need of the rural areas was the linking of the village roads to the district roads keeping in view the over-all plan. It was, therefore, recommended that the Transport Ministry should prepare and circulate to the State Governments a note containing principles of planning for preparation of a comprehensive road plan for each district and obtain their views which should, thereafter, be discussed at a conference of representatives of States.

The Conference recommended that the State Rural Housing Cells should be asked to start evolving immediately a set of simple rules for regulating the house-building activity and physical development in villages. Such rules should be administered by the Panchayats under the guidance of the technical staff available in a Block. These rules should be made applicable not only in the villages selected under the scheme but in other villages also. The Panchayats should, furthermore, be entrusted with the up-keep of community buildings and services.

The Conference recommended that the State Rural Housing

Cells should be entrusted with the planning and designing of the quarters and buildings needed for the Block staff, which would serve as demonstration model houses for the village community. Model houses for the Harijans should also be set up by the Cell with the aid of the subsidy given by the Ministry of Home Affairs. The Cell should, furthermore, be entrusted with the task of designing the buildings that may be needed for the Vigyan Mandirs, schools, dispensaries, flour mills and other community buildings and structures in the Block.



PANCHAYATS

It was reiterated that the Panchayats should have a definite role in the Community Development Programme and should be made responsible for planning and implementing the programme in the villages. A certain amount should be earmarked out of the block budget for each Panchayat for works or programmes to be planned and undertaken by them.

It was also agreed that a certain percentage of land revenue should be made over to the Panchayats. If any State found it difficult to do so for financial reasons, the question of readjusting the State plan to make it possible to transfer a portion of the land revenue to Panchayats should be considered.

Panchayats in backward areas may be given extra assistance for the development programme. If a Panchayat so proposes, the State may levy a surcharge on the land revenue of that village

and hand it over to the Panchayat of the village for the development programme.

Training: Training of Secretaries, Sarpanches and Panches is very important and should be properly organised. Financial assistance may be given to States by the Centre for conducting such training in a suitable manner.

Administration: Since the panchayat has to play an ever increasing role in Community Development Programme and will function as a co-ordinating agency for local development, it is necessary that the panchayat administration be organically integrated with the Development Commissioner's organisation from the State Headquarters down to the village level. The person in charge of panchayat administration at the State level may be designated as Deputy or Joint Development Commissioner. The District Panchayat Officer should be a member of the District team under the Collector. At the block level the extension Officer in charge of Panchayats should be a member of the block team under the B.D.O. The Gram-sevak, however, should not be the Secretary of the Panchayat but should keep close touch with the Panchayat Secretary. President and members of the Panchayats and give them all assistance for implementation of the Panchayat's development programme.



INFORMATION & PUBLIC RELATIONS

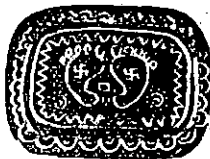
The Conference noted the paucity of regional language literature on Community Development

Programme and while again emphasising the immediate need for production of such literature, particularly by the States, it recommended that a co-ordinated programme of production, including translation of Community Development Ministry's publications, be drawn up for implementation each year by the Central and State agencies concerned.

Provision should be made for suitable accommodation for the Information Centres within the office of the block headquarters. While erecting new buildings for the block headquarters, the requirements of the Information Centres should be kept in view and, where necessary, the plans for such constructions should be accordingly re-designed.

A sub-committee of the Block Development Committee should be set up for supervision of the Information Centre.

In the event of the Social Education Organiser being unable to devote adequate attention to the Information Centres, provision should be made for appointing a non-official worker, preferably a local school teacher, with an honorarium to look after the day-to-day running of the Information Centre. If no funds are available, one of the members of the block establishment should be made responsible for this work as a part-time assignment.



ART & CULTURE

The objective of Community Development being all-round development of the community, there should be adequate provision for catering to the needs other than the basic needs of food and clothing for uplift of the spirit of the rural people. This can be best provided by the revival of our traditional arts

and cultural values in the rural areas. In this connection the following recommendations were made:—

- (i) One or more cultural centres should be set up in each block. These may be integrated with Community Centres or set up separately.
- (ii) The objective should be to provide entertainment and encouragement to local arts as well as education.
- (iii) Such cultural centres should be equipped with open air theatres.

This involved provision for capital expenditure as well as recurring expenditure for running the centres. It was suggested that a scheme should be evolved on a contributory basis to which the Ministry of Scientific Research & Culture should contribute both in respect of capital and recurring expenditure. These centres should be run by non-official bodies to be selected by the members.

Museums. A museum should be set up along with the Information Centre of the block for purposes of exhibiting handicrafts and works of art of the local people. Efforts should be made to collect all valuable artistic products of the block. These exhibits may be conveniently taken to Melas or Exhibitions organised in the blocks.

TRAINING

The Conference emphasised the need for having a senior officer with knowledge of the Community Development programme and also having administrative experience (of the grade of Deputy Development Commissioner) to be in overall charge of all training programmes. There can be no objection if under this senior officer, one or two assistants are provided to be in charge of In-service Training, Village Leaders' Training Camps etc.

The Conference emphasised the necessity of the State Govern-

ments adhering to the staffing pattern of NES/CD Blocks already laid down. It also urged, for the serious consideration of State Governments that term and conditions of women workers may be made more attractive wherever feasible.

As regards the deputation of trainees to the training centres, located outside their regions, there was no unwillingness really on the part of the States. But, among women workers like SEOs etc. there is some reluctance to go to an institution which is far away from their homes as they find it difficult to acclimatize themselves to new surroundings and perhaps higher cost of living. The Conference felt that there should be a training reserve in the cadres from which BDOs and the Extension Officers are recruited to enable the deputation of officers for training being made without causing dislocation in the normal working of the Departments. The additional financial burden to the State Governments, on maintaining the training reserve may be shared by the Central Government.

The Conference accepted the proposal for the introduction of the two years integrated course. Those who are under training and have not completed 1½ years course should complete two years course. Gram Sevaks who have received 1½ years training and have experience of field work of over 6 months, should undergo a supplementary training course of 3 months in one of the training centres that will be rendered surplus due to the rephasing of the community development programme. For Gram Sevaks who have only done the 6 months extension course, but who have atleast two years experience in the field, it will be sufficient if they undergo a supplementary training course of 6 to 9 months.

In order to ensure that there is no dislocation in the work of the blocks, State Governments should arrange for the supplementary training course for these Gram

Sevaks according to a phased programme. The cost of this further training may be shared by the Centre.

The Conference expressed general agreement with the proposals of the COPP Team regarding recruitment and selection of BDOs. The implementation of this recommendation, which is already under the consideration of the State Governments, may, however, await the final conclusions of the State Governments, especially in regard to the percentage of open market recruits and promotions from the cadre of Extension Officers and Social Education Organisers. It was emphasised that no separate cadre for BDOs should be created by the States and that IAS & PCS officers, should actually work as BDOs for one year as a part of their normal field training. The Conference recommended that the Ministry of Community Development should once again address the State Governments explaining their views including the points brought out above more fully so as to help evolve a uniform system of recruitment of BDOs.

NON-INSTITUTIONAL TRAINING

Audio-visual Aids: In most States, these aids are inadequate. State Governments may consider the need of augmenting them and producing suitable and simple items in consultation with the field workers. To the extent practicable, audio-visual equipment should be located at the district headquarters under the control of the Collector for facilitating its co-ordinated and maximum effective use.

Involvement of District Officers: Besides constant guidance and technical support, the District Officers should ensure that their Extension Officers bring the written synopsis up-to-date on the basis of experience they gain at each successive camps. Problems of cultivators which come

to light at the camps should also be taken up for solution as part of the 'follow-up' activities.

Since the camps for the agriculture group would be phased so as to spread over about eight months in a year, States may consider the desirability of having just before the commencement of every agricultural season, a short one-day camp where practical items relating to the programme of the coming season could be taken up to secure maximum benefit for the production programme.

Camps in agriculture group of subjects should continue for one year more before new subjects are taken up. Fresh groups of Gram Sahayaks should be trained in these camps.

The Education Departments of State Governments should consider the desirability of utilising the Teachers' Training Schools during vacations for running short orientation training courses for school teachers. The possibility of using other institutions for this training may also be considered. Ultimately peripatetic training will have to be substituted by institutional training. One possibility may be to attach the peripatetic parties to some existing institutions, including Extension Training Centres in States which may have been rendered surplus because of the staggering of the programme.

ADMINISTRATIVE INTELLIGENCE

The Conference urged that the integration of Administrative Intelligence Unit with the State Statistical Bureau should be given effect to without any further delay in all such States where it had not already been done. In case there was any difficulty in the locating the Unit physically within the State Statistical Bureau, the Conference suggested that the Unit might remain in the Planning Department, but should function under the admini-

nistrative and technical control of the State Statistical Bureau. Recruitment of Progress Assistants in all the blocks allotted so far should be expedited. Such of the States which could not give effect to this recommendation owing to shortage of finance, need no longer experience this difficulty, in view of the increased funds provided for staff under the Revised Programme. Immediate steps may, therefore, be taken in these States also to recruit the Progress Assistants.

The Conference approved the revised schedules prescribed by the Technical Working Group of Statisticians for the Quarterly Progress Report, Annual Progress Report, and Sample Surveys, but recommended that the sample surveys should, in the first instance, be tried out only on a pilot basis and the experience gained in the first year reviewed before taking them up in all the blocks. The Conference recommended that District Statistical Officers should be in position in all districts by the end of 1959 with a view to ensuring effective supervision over the work of the Progress Assistants. It also suggested that ad hoc arrangements for supervision may be made until all the District Statistical Officers were in position.

FIFTH EVALUATION REPORT

The Conference took note of the fact that the Evaluation Report reached the hands of the delegates just on the eve of the Conference, thus making it impossible for them to study it properly. The Conference recommended that, in future, the Report and its Summary should be made available to the States at least two weeks before the Conference.

In the opinion of the Conference, the number of samples selected for evaluation purposes was small, and should be increased if the evaluation was to be realistic and useful.

FIFTH EVALUATION REPORT

The Conference recommended that the P.E.O. should consult the Development Commissioner or his nominee soon after the collection of the current evaluation data was completed in a State, so that facts not brought to light might be explained. The Conference also recommended that the P.E.O. should communicate to each State Government the conclusions reached in respect of the State, along with an appraisal of the working of the programme in the State.

The Conference recommended that, wherever necessary, the blocks should be suitably delimited, but if it was not possible to do so immediately, there should be an appropriate increase in both the staff (particularly the V.L.Ws.) and the finances of the blocks.

The Conference recommended that the B.D.O. should have the status of a gazetted officer, in view of his increased responsibilities. The Conference expressed the view that wherever a whole taluka was covered with blocks, it would not be necessary normally to have departmental officers other than the Extension Officers in the blocks, and that they should do both administrative and extension work, always giving priority to the latter.

As nearly 75% of the time of the Gram Sevaks has to be utilised for agricultural development, the Conference felt that his contacts with specialists in agriculture and allied subjects should be more, and that his contacts with the other block specialists would be limited to the balance of time at his disposal.

The Conference took note of the fact that the P.E.O.'s report referred only to people's participation in the works programme, and not in the whole development programme. The bulk of the funds earmarked for works are spent in the first few years

of the block and the value of contribution by the people in this field naturally tended to decline towards the closing period of a block, when there was a smaller amount left for matching grants. The Conference, therefore, felt that this was not really a matter of serious concern as stated on page 15 of the Summary of the Report.

The Conference further suggested that the P.E.O. should also take into account in its future evaluation, the people's contribution for the maintenance of works, as well as other activities, particularly in the economic field. The Conference suggested that, in addition to providing separate drinking water wells, schools and the like for the benefit of the under-privileged sections, special programme under Village and Small Industries, poultry development etc. should also be formulated for the benefit of landless workers.

The Conference recommended that more demonstration plots should be laid out in the fields of progressive farmers in each village and these should be shown to small cultivators at various stages.

The Conference felt that it might not be possible to increase quantitatively the supply of chemical fertilizers, and that it would be necessary to increase the supply of green and organic manures. The Conference referred to its earlier recommendation that the panchayats should be used for promotion of agricultural production in villages, and felt that in view of the fact that agricultural production could be improved only by the farmers, representative local institutions like the panchayats were best suited to encourage the farmers to achieve this object.

DEMOCRATIC DECENTRALISATION

The Conference recommended that the extreme urgency of effecting democratic decentralization should be once again im-

pressed on all State Governments and the importance of having an inter-connection between the decentralised agencies to be established at various levels, village, block and district, should be impressed. It should be impressed on the State Governments that adequately wide functions should be given to the decentralised democratic authorities and adequate financial resources should be ensured to them.

State Governments should be requested to speed up the establishment of panchayats so as to cover all villages as soon as possible.

The Conference noted that the recommendations of the Sixth Development Commissioners' Conference and the COPP Study Team on the subject had been implemented in the States of Punjab, Madhya Pradesh, Bihar, Mysore, Kerala and Assam, and that action was also being taken in other States. It was emphasised that the most effective method of implementing the recommendation was to make the Block Development Officer the Drawing and Disbursing Officer for all development Departments in the State.



GRAMDAN

Objectives of Community Development. "The objective of the Community Development Programme is to promote the all-sided development of the village community, including their economic, political, social, cultural and moral development; in particular

- (a) to develop a spirit of community life among the people by promoting co-operation and mutual sharing, leading ultimately to voluntary community own-

ership of the basic means of production, such as land, and fulfilment by the village community of responsibility for the welfare, employment and livelihood of all members;

- (b) to make the village self-sufficient, in the primary needs of life, such as food, clothing and shelter and to promote the development of each village along with the development of the local area of which it forms part; and
- (c) to develop self-reliance in the individual, and initiative in the community so that the people are able to manage and run their affairs themselves and make the villages self-governing units of the larger Indian democracy."

The Conference approved this statement of the objectives. It recommended that efforts should be made to bring this statement to the attention of official and non-official workers engaged in Community Development throughout the country and to promote widespread public discussion including State Legislatures and the Parliament.

Definition of Gramdan: "Gramdan means a village in which not less than 80% of the persons owning land and residing in the village donate their land to the village community, the total land donated being not less than 50% of the total land of the village whether donated by residents or non-residents, and not less than 80% of the entire adult population of the village join the Gramdan community."

Block Development Committees: Though opinion was not unanimous on the practicability of having a non-official as chairman of the Block Advisory Committees, the Conference recommended that time has arrived when a non-official should be the chairman of the Block Advisory Committees and the State Governments should be requested to

give effect to this recommendation as early as possible.

It was considered essential to form Functional Sub-Committees of Panchayats entrusted with the responsibility of looking after different facets of the programme. In respect of the Block Advisory Committees, however, it was felt that the Sub-Committees need not be functional but could help in the planning of the programme for the block. The Block Advisory Committees should henceforth be called 'Block Development Committees'.



SCIENTIFIC RESEARCH

The Conference agreed that the Rural Housing Projects provide a very fruitful source of work where the results of experiments in low cost housing and cheaper building materials can be suitably tested and applied. The Conference, in this connection, also took note of the scheme under consideration of the Ministry of Works, Housing and Supply providing for research work in half a dozen Engineering Colleges and Institutes in the country on a regional basis. The scheme provides, apart from experiments in the use of low cost building materials locally available, training to overseers and artisans engaged in the task of construction of houses under the Village Housing Projects Scheme.

The Conference had taken note of the progress made in the implementation of the scheme regarding the setting up of Vigyan Mandirs in various States and agreed that the scope and functions of these centres should be enlarged on the lines set out in the note of the Ministry of Scientific Research and Cultural Affairs. The Conference was of

the view that, in addition to the activities mentioned in the note, demonstrations by cinemas or otherwise and periodical lectures on scientific subjects by teachers of science at these centres will be useful in the dissemination of information on scientific subjects.

INFORMAL CONSULTATIVE COMMITTEE

The Conference agreed with the views expressed in the agenda note, and endorsed the suggestions made therein for making these Committees effective instruments for creating genuine interest in the people for development, and ensuring their optimum participation in the programme. The Conference recommended that members of the State Legislatures and M.Ps. who were not members of these Committees but take interest in the Community Development Programme should also be invited to these Committees to the extent convenient.

The following resolution was adopted by the National Conference on Community Development at Mount Abu.

Keeping in view the objective of the Community Development Programme (a) to promote the all-sided development of the village community; (b) to promote community life among the people; and (c) to develop self-reliance in the individual and cohesion in the community so that the village people are able to manage their affairs themselves and make their village through its panchayat and co-operatives a self-governing unit of the larger Indian Democracy; recognising the vital importance of creating representative and democratic local authorities at the Village, Block and District levels and of their role in the development of their areas;

Recognising the vital necessity of securing a substantial increase in agricultural production and

more especially of food grains, for the success of the Five Year Plan; and

Recognising the role of the National Extension Service of assisting the farm families living in the villages of India in their effort to increase agricultural production, and of encouraging, motivating and assisting village families to develop and execute farm and home plans and village communities to build up effective panchayats, co-operatives, schools and voluntary adult and youth organisations to help plan and execute programmes for the all-sided development of the village;

This National Conference on Community Development resolves as follows:—

1. Increased agricultural production should be achieved by (a) ensuring the fullest utilisation and maximum benefit from all irrigation facilities. To achieve this there should be the fullest co-ordination in the construction of head works, canals and distributory system by Government, of the field channels by the beneficiaries and in the adoption of improved agricultural techniques in the irrigated areas; and
(b) adoption of improved agricultural techniques by every family, such as, use of improved seeds, organic and green manures, what is commonly called Japanese me-

thod of paddy cultivation, techniques of dry farming, contour bunding and soil conservation. Nucleus seeds and organic and green manures should be produced in the village itself sufficient to meet the requirements of every family.

A programme of consolidation of holdings is essential, for the implementation of the programme of increased agricultural production.

The development of village and small scale industries should receive the fullest attention, next only to agriculture.

In each village there should be a village panchayat and a multipurpose co-operative society which would see that every family has an integrated plan for increasing agricultural production, is assisted with short term credit, in money or kind, for carrying through its plan, uses the credit for the purpose for which it was given and repays it in time. In this way every family should be made fit to be represented on the co-operative society in its own right. These village institutions should be brought into existence as quickly as possible.

Local participation and community effort should be mobilised on the largest scale possible in such productive programmes as minor irrigation, soil conservation, contour bunding etc. The village panchayats and co-opera-

tives should undertake the obligation to construct and maintain field channels and other minor irrigation works to ensure that no irrigation facilities remain unused. The support of all voluntary organisations should be enlisted to the maximum extent possible for the production and welfare programmes.

Every family should devote a portion of its time to building up permanent assets of value to the community.

A well organised women's programme should be developed in every village. Particular attention should be given to organising educational and welfare work among women.

Youth should play their full part in community activities. Every village should have a school which should serve as a centre for youth activities and should also function as the community centre of the village.

The Panchayat and the Co-operative should have a five year programme for the village, made up of family programmes, for which the entire village would be prepared to work. These village programmes should be fitted into the block and District programmes and through these into the State programmes. Every family would thus have a plan of improvement for which it could put forth its best efforts and be assisted by the village institutions and the National Extension Service.

HEARD IN THE CONFERENCE

There is a Minister for Housing in every State in India. And yet our housing conditions are what they were!

It has been estimated that an Agricultural Extension Officer spends six months on stocking improved seeds, three months in distributing them and three months in trying embezzlement cases!

All B.D.Os, Extension Officers and Village Level Workers in the Madras State wear only Khadi as official dress. This well-understood convention does not flow from any official order.

In Saurashtra, bullock-carts are used as mobile vans for sale and distribution of cottage industries products.

ARTICLE CONTEST

THE MINISTRY of Community Development invites Development workers and members of the public to participate in an Article Contest on 'Democratic Decentralisation' or 'The role of local self-governing institutions in India'. The articles will relate to the subject against the background of COPP team recommendations and the final decision in favour of Democratic Decentralisation. The subject of the Panchayat has now been brought under the purview of the Central Ministry of Community Development and consequently the working of the Panchayats in the States will in future be a part and parcel of Community Development work. The articles will refer to these two aspects of the subject and may contain experience of the working of these institutions. Prizes will be awarded for the first six best articles as judged by a special committee to be set up by the Ministry of Community Development. There will be one first prize, one second prize, four third prizes and six Certificates of Merit. The first prize shall consist of a cash award of Rs. 500, the second prize of Rs. 300 and the third prize of Rs. 100 each. The Certificate of Merit will be issued over the signature of the Minister of Community Development.

The following suggestions are offered as illustrative synopsis in the preparation of the article. The article throughout shall be narrative in treatment and shall be in the form of a thoughtful discussion of the subject. The listing of the following topics is intended merely to draw attention to some important aspects of the subject and the writer should consider himself free not to deal with all of them in his article and also to cover points not included in them but which he considers otherwise important.

- 1) Give a co-ordinated scheme for the harmonious working of the Panchayats as part and parcel of our programme.
- 2) What reforms would you suggest in the internal working of the Panchayats?
- 3) What are the major obstacles limiting the progress of the Panchayats? Give your own solutions.
- 4) How would you finance the new self-governing institutions at the village level?
- 5) What are your views on the COPP recommendations on this subject? How far do you agree with them? Give reasons for not agreeing with any of those recommendations and build up your own alternative proposals.
- 6) Give your views about the working of local self-governing institutions in this country and your own proposals for improving them. Illustrate your ideas on this subject by citing specific evidences and incidents of which you are personally aware.

The closing date of entries to this contest is August 1, 1958. The articles, written in English, shall not exceed 10 typed, double-spaced, foolscap sheets and shall be addressed to the Editor, KURUKSHETRA, Ministry of Community Development, Krishi Bhavan, New Delhi.

Democratic Decentralisation

FOR MANY years district administration in U.P. has received intense but often inconsistent attention at the hands of the State Government. There was a time when Divisional Commissioners were not in favour. Their number was reduced and many of their supervisory powers over District Magistrates were withdrawn. The Board of Revenue was also reorganized and its functions diminished. Then there was renewed emphasis on the role of Divisional Commissioners largely as a result of expansion in planning activities and the discovery that the districts were being manned by junior and inexperienced officers who needed guidance. There was some internal re-arrangement in district administration and planning officers and district planning committees were appointed to help District Magistrates.

Now, it would appear, the Government has decided on more radical changes. The decrepit District Boards are to be replaced by District Councils which will also take over many of the functions at present discharged by District Magistrates. What may come into existence will be a kind of diarchy in which law and order especially will remain with District Magistrates. It is thought that District Councils will progressively assume a more important and pervasive role. These changes have been under contemplation for many months. Now they gain additional force from the democratic decentralisation recommended by the Balwantrai Mehta Committee. Both Government spokesman and the Opposition in U.P. seem to be agreed on the need to

replace District Boards with District Councils. There are differences, as is natural, on the degree of power which the Councils should enjoy; the District Magistrate's power of veto has come in for criticism even among Congress MLAs.

Judging, however, by experience the changes under contemplation may take some time. The Government has just been able to finalize amendment of the District Board law. The present District Boards were elected as long ago as 1948. They were due for replacement in 1952. Elections, however, have been postponed again and again, for one reason or the other, the chief being that the Government was considering radical changes in the Act. There is little doubt that the old District Boards in U.P., like their counterparts in some other States, were unsatisfactory for many reasons. One has been inadequate support from the Government. The District Council idea may remove many of the difficulties from which the existing Boards suffer. But to be successful they should have well-defined functions and adequate resources. The scheme which is being canvassed in U.P. is not clear on these points. As it is, much more is at stake: efficient administration in the districts.

—(The Statesman)

SLOW AND TIMID

THERE is reason to fear that the proposals for democratic decentralisation made by the Study Team on Community Projects will not be implemented at all in most States and in the rest only in part. Even the Government of Bombay, which used to

pride itself on being progressive, has made it clear that it has no use for the Study Team's plan. There is, of course, something to be said for allowing things to remain as they are so long as there is no clamour for a change from the people rather than introduce half-backed reforms. Nine years ago the Government of the Central Provinces, as Madhya Pradesh was then known, abolished the District Boards and created Janapada Sabhas for smaller areas. These, it was then said, were to be the democratic organs of local Government and not merely of local self-government. In actual practice the Sabhas have remained mere local boards. Their history merits study by Madras and Andhra which have decided to abolish District Boards and replace them with new bodies for smaller areas ostensibly on the lines of the Study Team's report and more pertinently by U.P. which seems to be striking out a way of its own in decentralisation.

The U.P. proposals are still in the making but the State's Minister for Local Self-Government has said enough to indicate how the Government's mind is working. The Study Team rightly says that if decentralisation is to be effective, financially and operationally, the new local body should cover an area larger than a village and smaller than a district. In U.P., however, the territorial jurisdiction of the new Councils which are to replace the Boards is to remain co-extensive with the districts. This will reduce appreciably the scope of the people's participation in welfare activities. Worse still, the proposed District Coun-

cils will not be different from the existing District Boards except in name. The Minister has made it clear that the Councils should not be entrusted with the responsibility of revenue administration and collection. And since law and order is too risky a subject to be entrusted to them, the District Magistrate shall continue to look after it as now. The Councils are to "devote themselves usually to scarcity relief, assessment of food shortage and distribution of taccavi loans." They are also to plan and execute development schemes but such departments as those of Public Works and Irrigation are not to be subordinated to the Councils: a "special" relationship is to be evolved between the two. Finally, the Government is to retain overriding powers. The Minister has said that it is dangerous to go too slow or too fast in the decentralisation of administration. Judged by the way in which most State Governments are acting all the danger lies in their going too slow. There is no hint yet that any of them plans to go too fast.

—(The Times of India)

CO-ORDINATION

CO-ORDINATION is a convenient word which comes in handy when there is any administrative inadequacy to be explained or extenuated. Before going over to Transport and Communications Mr. S. K. Patil, in his last address as Minister for Irrigation and Power, told the Lok Sabha of the lack of co-ordination among the administrative and other agencies which have each something to do with food production. There are five of them—the Central Ministry of Food and Agriculture, the State Ministries of Agriculture, the Ministry of Community Development, the Ministry of Irrigation and Power and the Planning Commission. It will be unkind to suggest that the failure on the food front, which has undermined the basic assump-

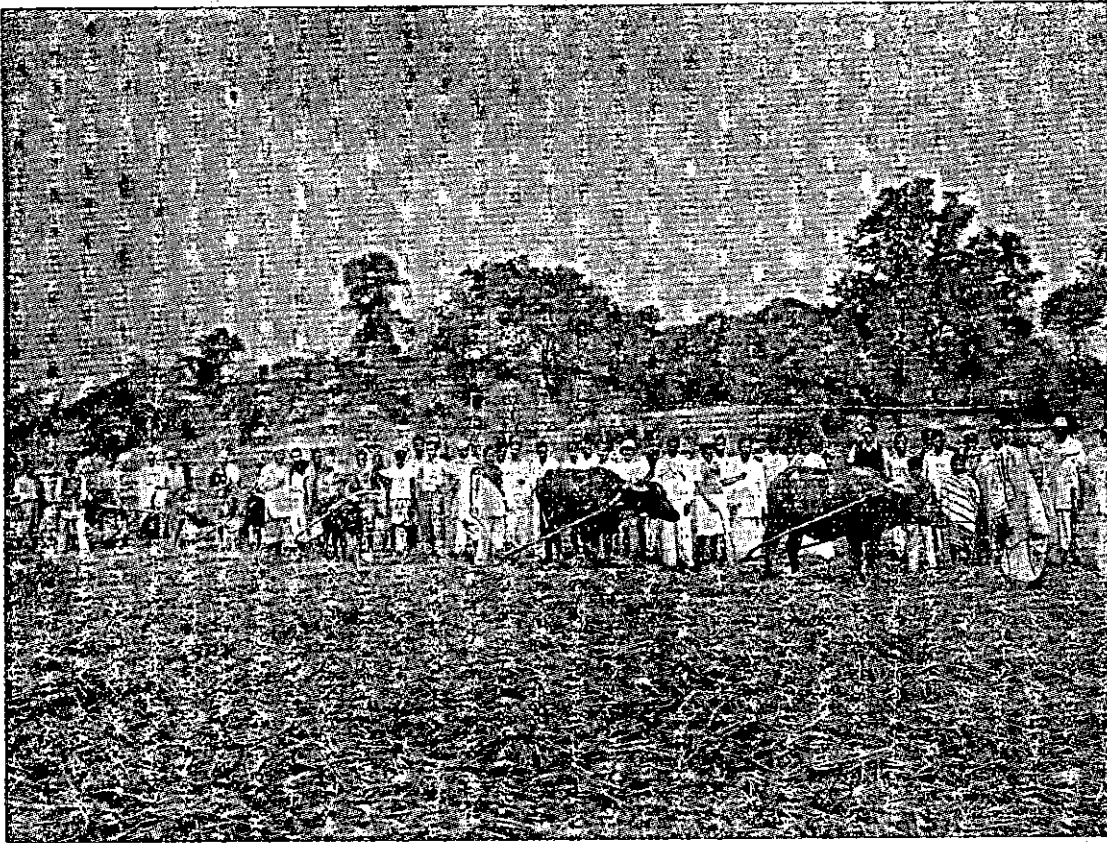
tions of the Second Plan, was the result of the multiplicity of the agencies which shared the responsibility for increasing food production. On the other hand, it seems hardly likely that the setting up of another high level agency to co-ordinate the activities of the existing ones will serve any purpose other than providing resounding confirmation of Parkinson's law of bureaucratic growth. It is not merely the activities of the different administrative agencies that require co-ordination. The daily life of the seventy and odd million agriculturists in our country will have to be co-ordinated for the achievement of the plan targets and the administration, in spite of its size and cost, is not equipped for the task. A fact of the Indian administration that is only imperfectly understood in that it does not go far enough. The only contact which the Government have with the village and the cultivators is through the functionaries of the revenue department. These underpaid and over-worked set of public servants have a variety of functions in addition to collection

KEY-MEN



VILLAGER: Among the 25 key-indicators for assessing progress, I don't find the item "V.I.P. Visitors".

of revenue and maintenance of complicated sets of land records. Preparation of crop estimates, cattle census and progress reports on Vanamahotsava, to mention a few, have now become part of their routine duties. The Community Development Ministry, it is true, has its "village level worker." This estimable functionary is also loaded with a variety of functions. As these include propaganda for family planning and artificial insemination, it should not be surprising if his attempts to improve agriculture fail to hit the target in the countryside, where Gram Sevaks on bicycles are considered outlandish, if not positively immodest. The Welfare State has greatly extended the area of its administrative responsibility and has created a vast administrative machine at the centre to cope with its tasks. But the fact remains that most of the agencies responsible for development work stop short of the village. That is perhaps one of the reasons for incomplete utilisation of allotments for agriculture. The First Five Year Plan provided Rs. 354 crores for agriculture of which only Rs. 299 crores was actually spent. And there is no means of judging how much of the amounts spent were actually effective in increasing production, and how much consumed in priming the machine. Even the State agricultural and veterinary departments extend only up to the taluq or subdivision level. The time is yet far off when we can hope to have an agricultural demonstration farm or a veterinary centre in every village. In the meantime, the numerous agencies of agricultural improvement remain suspended in the air, like the aerial roots of the Banyan tree, adding to the burden on the tax-payer. Co-ordinating their activities will be like tying knots in the aerial roots in an attempt to make them more useful to the tree.—(Indian Finance).



Gram Sahayaks learn to do things for themselves in afield camp in Assam

STATISTICAL PROGRESS

IN A country where employment and social security are not there for all, it is not unusual to find people trying all manner of devices to keep their jobs down and to ensure stability. Apparently the most effective way would be to do the job well and honestly. But those who are over-anxious to avoid being thrown out of work do not always depend on the obvious methods. That is why in the field of community development we have thoroughly encouraging statistics but not the actual progress they are supposed to indicate. As required by the programme, loans have been given, improved seeds distributed and medicines and medical advice made available in the scheduled areas. But it is not always clear whether the money, the seeds and the medicines

have gone to the right people or utilized in the right ways. Those responsible for community development work seem more worried about maintaining convincing records than about creating the kind of rural revolution that they are expected to bring about. It is to prevent perpetuation of this process that the study team set up by the Planning Commission to inquire into community development work found it necessary to suggest decentralization so that the village people themselves could be entrusted with implementation of plans for their welfare. The Central Committee on Community Development has done well to accept the study group's recommendations. When the village panchayat, co-operative and school are made the primary units of work and a district level statutory body is proposed, many of

the delays and difficulties met with today may be eliminated.
—(The Hindustan Times)

REPHASING COMMUNITY DEVELOPMENT

ACCORDING to a report from New Delhi, the Central Committee on Community Development has approved of the change of programme suggested by the Balwantrai Mehta study team on Community Projects. The highly ambitious scheme which began in 1952 was applied to selected blocks of villages in three stages: national extension work, intensive and post-intensive development. Funds were allotted on the basis of heavier Government spending in the beginning and a large amount of self-help in the later stage. It was hoped to cover the whole country by 1961. It is now proposed that there should be two stages and the funds have been

allotted in proportion. The whole country is to be covered by the Community Development Programme by October 1963. The report says that "while approving the programme the Committee emphasised that the foundations for the block development programme were the village panchayat, the village co-operative, the village school and a statutory body at the block or district level to which full responsibility for planning and implementing the programme could be transferred". The aim seems to be to establish these bodies in the first two or three years so that they could cope with the later phase on their own steam.

Even in a State like Madras which is far ahead of most others, all villages do not have panchayats, and the number of co-operative societies is quite small. Credit is still largely supplied privately and marketing is on the same basis. There has been a remarkable growth in school facilities, drinking water supply and road building. But even here, the leeway to be made up is considerable. The Mehta report quite properly pointed out that village development could never be self-sustaining unless leadership came from the villagers themselves. But while it espoused the cause of decentralised democracy which is very much in fashion everywhere, it is a curious paradox that any nation-wide scheme of the kind now suggested is necessarily dictatorial when it insists that certain types of organisation must be brought into exist-

ence by a fixed date. While schools and roads are essential, it is quite possible that there are some villages which are getting on quite well without panchayats (which may stir up local factions) or co-operative societies to handle marketing or credit. It may even be true that the technical help which the State Governments hope to render through their officer is not as essential as it is supposed to be. Mr. S. K. Dey, the Minister for Community Development, speaking in the Lok-

ADVICE



Deputy Secretary: *I should like to ADVISE you against being misled by specialists.*
 Extension Adviser: *Thank you for the warning, but may I offer you some advice as an expert?*

Sabha on April 5, admitted that there was an acute shortage of technical personnel and added that the efforts of Government workers had to be supplemented "by the efforts of good farmers who know much more in many places than the best agriculture officers available locally". From last October, a system of pooling the experience of progressive farmers had been started and 2,000 camps for them had been organised. These men are ready to use fertilizers if they can get them and to take advantage of irrigation if it is made available. In a recent debate in the Madras Assembly, Mr. C. Subramaniam also admitted that the prime bottleneck in village improvement was the shortage of engineers, agricultural experts and veterinary doctors. Even in Madras and Bombay, we have yet to provide a wide network of soil-testing stations which can analyse local soils and advise farmers on what fertilizers to use. The same is true of improved tools and seeds. Co-operative societies may be helpful to small holders but in the long run the food problem of the whole country is likely to be solved when the benefits of science are brought to the aid of the bigger farmers who can afford intensive development and experimentation. In every State there are farmers today who grow twice or three times as much per acre as their neighbours. Their knowledge and skill has to be fostered and disseminated.—(The Hindu).

A bullock cart for carriage, a buffalo for wealth, a woman of good family in the house, and fourth a horse to ride on, these are the four marks of heaven.

—(From a Book of Indian Proverbs)

CRISIS OF ADOLESCENCE

(Continued from Page 645)

brothers and sisters and enable them to attend schools.

In order to attract larger numbers of girls to the schools, the conference recommended the award of attendance prizes in the form of clothes, books, etc. Other suggestions in this direction included "the appointment of school mothers, provision of free staff quarters and encouraging larger employment of women teachers."

The question of adequate accommodation for village schools evoked a lively exchange of views. One section of the delegates appeared to be strongly in favour of discouraging construction of school buildings in order to utilise the funds mainly on the salary of teachers. Those who contested this view pointed out that climatic conditions did not always permit holding of schools under the tree. Some State representatives particularly stressed that the villagers looked upon school buildings as an object of pride for the community and were always willing to contribute generously to the construction of such buildings. Restrictions on school buildings would, they felt, dampen the enthusiasm of villagers greatly and would affect adversely the community development programme of people's participation. Consensus of opinion at the conference was that while there should not be any blanket ban on construction of school buildings, attempts should be made to make them more utilitarian and inexpensive. The conference emphasised that priority should always be on the teaching staff, books and equipment instead of on premises in which the school is located.

Shrimati Achamma Mathai, member of the Central Social Welfare Board pleaded strongly for entrusting the entire programme of welfare for women and children to one well-qualified agency predominantly non-official in character in the rural areas. In reply to this, the Chairman pointed out that schemes for women should not be planned or implemented in isolation, but organised as an integral part of the community development programme, which was intended for the well-being of both men and women. On his suggestion, the conference agreed that the whole question should be considered after the recommendations of the study team recently appointed under the chairmanship of Shrimati Renuka-Ray were made available.

The conference also endorsed a scheme of co-ordination between community development and Gramdan movements. The suggestion laid down was for a general collaboration between the two programmes, and the details of this, including the necessary legislation would be worked out later by the representatives of the Governments as well as Sarva Seva Sangh.

EDUCATIVE CHARTS AND BOOKS IN HINDI ON DEVELOPMENT

FOR LIBRARIES, COMMUNITY SOCIAL AND EDUCATION CENTRES

Very Useful For Mass Publicity And
Educational Purposes

CHARTS set of 151 charts for Rs. 125/-
per set papersheet.

Full set cloth mounted with rollers and
varnished Rs. 231/- set.

1. Civic sense through charts set of 12 charts Large size .. Rs. 24/- set.
2. Animal Husbandry & Veterinary charts; set of 22 charts Rs. 16|8|- set.
3. New charts on Agriculture & Gardening, set of 35 charts Rs. 26|4|- set.
4. Education through charts set of 22 charts .. Rs. 16|8|- set.
5. Community organisation set of 8 charts .. Rs. 6|- set.
6. Rural hygiene charts set of 9 charts .. Rs. 6|12|- set.
7. Child health charts set of 5 charts .. Rs. 3|12|- set.
8. Mottos for moral uplift set of 10 mottos .. Rs. 7|8|- set.
9. Maternity and childwelfare charts set of 6 charts .. Rs. 4|8|- set.
10. New Indian in charts set of 6 charts .. Rs. 4|8|- set.
11. Social education, Aims of Community Projects & Sharam Dan set of 10 charts .. Rs. 5|- set.
(For cloth Mounting with rollers -|14|- each chart extra)
12. Sarvodaya (Vinoba) charts set of 6 .. Rs. 4|8|- set.

BOOKS set of 264 Books Rs. 144|8|- set.

1. Agriculture, Gardening & Animal Husbandry 43 books Rs. 20|8|- set.
2. Lok Vigya Mala 10 books Rs. 15|- set.
3. Gandhan Literature 22 books Rs. 11|- set.
4. Village Industries (28 books) Rs. 17|8|- set.
5. Speeches of Vinoba Bhawe 5 books .. Rs. 3|- set.
6. Stories of Tolstoy 10 books Rs. 6|12|- set.
7. Great men of India set of 61 books .. Rs. 30|- set.
8. Adaptations from famous works of Kalilas 8 books .. Rs. 4|- set.
9. Panchayatraj 8 books .. Rs. 3|- set.
10. Social Education 45 books Rs. 23|- set.
11. Health & hygiene 12 books Rs. 5|4|- set.
12. Women welfare 9 books Rs. 4|8|- set.
13. Great men of World 3 books Rs. 1|2|- set.

SARVODAYA PRAKASHAN

118, CHAWRI BAZAR, DELHI.

Phone '25278' * Gram 'EDUCHARTS'



THE LAST PAGE

BY THE EDITOR

MANY ODD letters come to us for publication. Some of them are remarkable not so much for the contents as for the direction and tempo of the programme which they symbolize. We found this one, written by S. D. Shah, Asstt. District Co-operative Officer, N.E.S. Block, Dhrangadhra, particularly so. He writes:

"A secretary of Rajaharadi Group Agricultural Multi-purpose Co-operative Society Ltd. of Dhrangadhra Taluka, an old village agriculturist named Shri Rana Pratapsinghji Mansinghji aged 58 secured 'First class' in the examination of Secretarial training class of the co-operative societies of Ralawad District, Bombay State, which was inaugurated in the month of March, 1958 under the auspicious Block Development Officer, Dhrangadhra Taluka. This is really a great venture for the upgrowing co-operative movement. Such type of secretaries will definitely prove helpful to the nation in achieving a goal of co-operative Commonwealth in general and welfare State idea of Bapuji in particular."

We print it just as it arrived in order to preserve its freshness for our readers. A 58-year old man working for a "First Class" in a village clearly shows the countryside is turning young again. And this reminds us of the following memorable lines of Wordsworth:

"A Spirit was abroad,
Which could not be withstood,
that poverty
Would, in a little time,
Be found no more, that we
should see the earth,
Unthwarted in her wish to re-
compense the industrious,
And finally, as sum and crown
of all,

Should see the people having a
strong hand,
In making their own laws."

Wordsworth wrote these words in connection with the French Revolution. Are they not equally apposite to the 'silent' revolution which we are dedicated to usher in our countryside?

NEW OBJECTIVES

THE inauguration of the Community Development programme in October 1952, occasioned a lot of sincere heart-searching and led to a definition of the new goals to be reached. This was followed by a phase when the target-conscious programme slowly settled down as a production programme. The initial educative approach was watered down by the need for increased agricultural production. While the emphasis on agricultural production remains and will continue to remain as long as we are threatened with a crisis on the food front, the present move for collaboration and co-ordination with the Gramdan movement has led to a redefinition of objectives. Recently I came across the following new definition of the

objectives of our programme which I would like to share with our readers. They read as follows:

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

These stand for the common ideals of the Gramdan and Community Development workers who are today engaged in a common task.

TALK LESS AND WORK MORE

"The tiller must know that he is contributing to the rebuilding of the country as much as the politician who talks a great deal and the legislator who passes all sorts of laws," said Dr. S. Radhakrishnan recently. The Vice-President pleaded for the development of "a new temper" in which the tiller of the soil was treated with respect. He said that there was logic behind the old saying that "agriculture came first, commerce next and service last." The greatest need of the hour, concluded the Vice-President, was for the people to talk less and work more. It was essential, he said, to bridge the gap between our professions and practices.

A little **SUNLIGHT** does a lot of washing

-thanks to its **EXTRA LATHER**



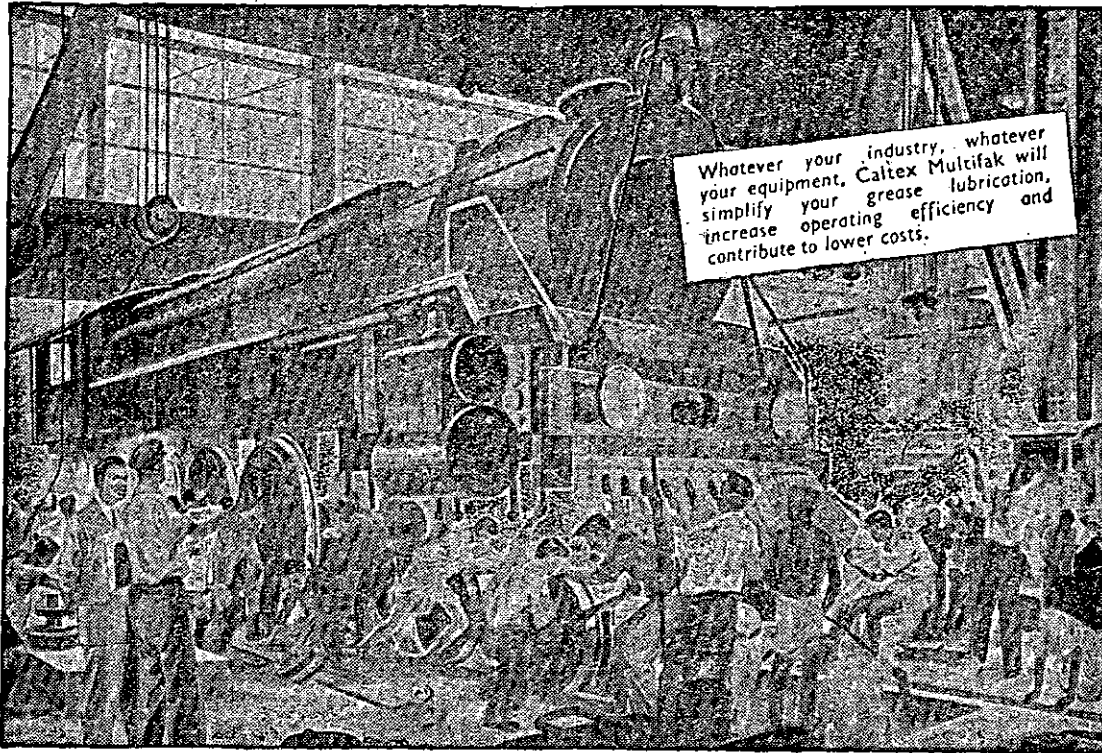
FOUND—A SHIRT! Out comes Hari's crisp, white shirt from the pile of family washing. And what a great, gleaming pile of clothes, sheets and towels!

Mummy has washed it all with **SUNLIGHT SOAP**, of course — and with such a little Sunlight too! That rich, abundant lather washes so much, draws out every scrap of dirt.... washes so white and bright!

No more beating when you wash with Sunlight. Try it and see!



SUNLIGHT SOAP WASHES WHITE AND BRIGHT



Whatever your industry, whatever your equipment, Caltex Multifak will simplify your grease lubrication, increase operating efficiency and contribute to lower costs.

One grease...many jobs...

Now—one lubricant will provide effective lubrication, smooth operation and low maintenance costs for all the grease-lubricated bearings throughout your factory. This outstanding, multi-purpose grease—Caltex Multifak—saves time and simplifies your lubrication procedure. As well it reduces the number of lubricants you need to stock.

Premium quality Caltex Multifak has excellent pumpability, even at low

temperatures. It resists oxidation, is highly stable and is an excellent rust preventive. You can count on Caltex Multifak to lubricate effectively under sustained operating conditions and over a wide temperature range—up to 250°F.



Let a Caltex Lubrication Engineer develop a simplified lubrication plan for your factory. Just phone or write to your nearest Caltex Office.



**PETROLEUM PRODUCTS
FOR INDUSTRY**

SERVING EUROPE, AFRICA, ASIA, AUSTRALIA AND NEW ZEALAND.

Who wants

~~more~~ food ?

My basic job is to assist in raising this country's food production from its present low level—so low that we have to buy abroad.

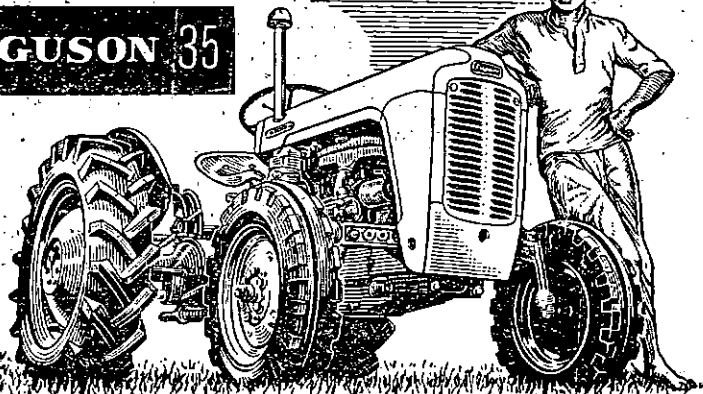
The extent to which I can help is very often not realised—it certainly is not realised enough.

Whether it is wheat or rice—gram or grass—sugar or groundnuts—whatever it is, only I can reliably and economically:

- Have the soil ready for the rains or water,
- Prepare the best tith to suit the crop,
- Sow quickly and well on the right day,
- Give the crop attention whilst it grows,
- Harvest at the right time,
- Do, in time, all those never-ending duties such as agricultural haulage, soil conservation, water distribution and so on— which mean the difference between shortage and enough.

M ECHANISATION
EANS
ORE
EALS

FERGUSON 35



MHFY-4

MASSEY-FERGUSON (INDIA) LTD., BANGALORE

Incorporated in the U.K. — Liability of Members Limited

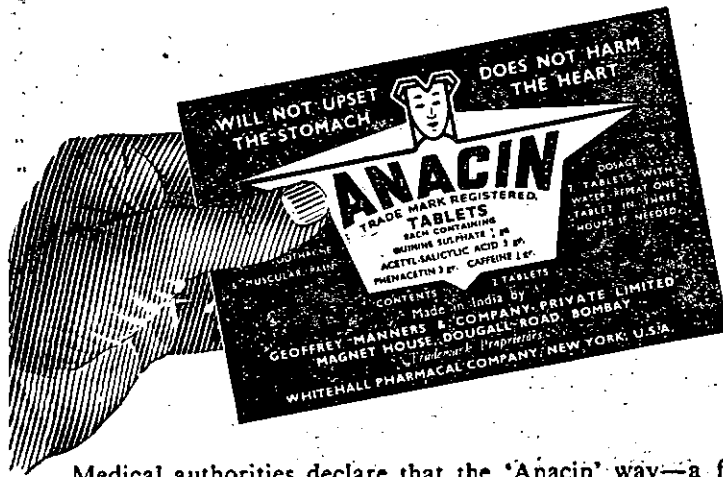


'ANACIN'

is **BETTER** for

HEADACHES COLDS FEVER & MUSCULAR PAIN

because it contains FOUR MEDICINES



Medical authorities declare that the 'Anacin' way—a formula containing the correct proportions of a number of highly effective pain relievers—gives faster...safer...and surer relief than any single-medicine formula. Remember! 'Anacin' contains **FOUR MEDICINES** scientifically combined like a doctor's prescription. 'Anacin' therefore is better for faster **TOTAL** relief from the pain of Headaches, Colds, Fever, Toothache and Muscular Pains. Always keep 'Anacin' in the house.

GEOFFREY MANNERS & CO. PRIVATE LTD. REGISTERED USER

MODELS FOR KISAN MELAS, EXHIBITION AND INFORMATION CENTRES

IMPROVED METHODS IN AGRICULTURE (Models).

1. Model of Soil Conservation	Ra. 45/0/-	each
2. Crop Rotation Model	" 25/0/-	"
3. Model showing correct methods of planting and how to protect the plant from cold and hot weather	" 15/0/-	"
4. Baldeo batti	" 15/0/-	"
5. Dhekli	" 7/8/-	"
6. McCormic cultivator	" 18/0/-	"
7. Improved cultivator	" 7/0/-	"
8. Dibbler	" 2/0/-	"
9. Seed drill	" 13/0/-	"
10. Thresher	" 6/0/-	"
11. Thresher big size	" 45/0/-	"
12. Bakkhar	" 2/8/-	"
13. Wheel hand hoe	" 4/8/-	"
14. Akola hoe	" 3/0/-	"
15. Hand hoe	" 2/0/-	"
16. Lever harrow	" 14/0/-	"
17. Japanese Paddy weeder	" 8/0/-	"
18. Garden rake	" 2/8/-	"
19. Scraper	" 4/8/-	"
20. Panchi	" 2/8/-	"
21. Egyptian screw	" 10/8/-	"
22. Persian wheel	" 18/-	"
23. Chain pump single	" 12/0/-	"
24. Ievelling karha	" 2/0/-	"
25. Hindustan plough	" 4/0/-	"
26. Meston plough	" 6/8/-	"
27. Victory plough	" 14/0/-	"
28. Care plough	" 5/8/-	"
30. Tube well	" 17/0/-	"
31. Plating tress, Correct method	" 15/0/-	"
32. Budding	" 15/0/-	"
33. Whip grafting	" 15/0/-	"
34. Methods of watering plants	" 18/0/-	"
35. Different methods of planting	" 18/0/-	"
36. Improved cattle shed	" 18/0/-	"
37. Model of seed Dresser	" 15/0/-	"

MODELS OF IMPROVED BREED

1. Bikaner sheep	Rs. 20/-	each model.
2. Sahiwal bull		
3. Hariana cow		
4. Murrah buffalo		

MODELS OF HEALTH & SANITATION

1. Model of smokeless chulha (As designed by the Bakshi-Ka-Talab Training centre)	Rs. 25/0/-	each
2. Improved types of drains and Kharanjas (Brick Flooring)	" 20/0/-	"
3. Model of a moving village latrine	" 6/8/-	"
4. Soakage pit	" 12/0/-	"

5. Sanitary well	Rs. 20/0/-	each
6. Sanitary village	" 80/0/-	"
7. Sanitary house	" 26/0/-	"
8. Sanitary tank	" 18/0/-	"
9. Trench latrines	" 14/0/-	"
10. Life history of house fly Musca domestica set of 10 models, modelled from real specimens greatly enlarged in glass case full set	" 55/0/-	per set
12. Life History of Malaria Mosquito Anopheles set of 10 models modelled from real specimens greatly enlarged in glass show case	" 55/0/-	per set

MATERNITY & CHILD WELFARE MODELS

1. Maternity welfare centre 14" x 21" fully equipped	Rs. 35/0/-	
2. Model of sanitary confinement room with trained dal fully equipped with tools etc. size 14' x 21"	" 35/0/-	
3. Dummy with 'doll. It is of unbreakable material, covering around and look like a natural one, doll can be taken off	" 140/0/-	per set
4. Female pelvis with Foetal Headpaper machie sup	" 55/0/-	per set
5. Normal urterus (with various flex)	" 14/0/-	each
6. Gravid uterus (with fetus situ)	" 30/0/-	"
7. Bladder	" 10/0/-	"
8. Rectum (Female)	" 12/0/-	"
9. Entire female pelvis showing normal position of uterus and its appendages	" 45/0/-	"
10. Gradual development of uterus first to 8 months (8 separate models) on suitable stands	" 145/0/-	"
11. Vertical section of abdomen of a full women showing engagement of child (can be taken off)	" 80/0/-	"
12. Weighing machine for toddlers to weigh up to 28 lbs.	" 52/0/-	"
13. Weighing machine for adults up to 20 stones or 28 lbs.	" 40/0/-	"

MODELS OF DAMS & PROJECTS SIZE 24" x 18"

Rs. 75/0/- each model

1. Bhakra Dam.
2. Hirakud Dam.
3. Damodar Valley.
4. Matatila Dam.
5. Riband Dam.
6. Sharda Dam.
7. Gandhi Sagar Dam.
8. Kosi project.

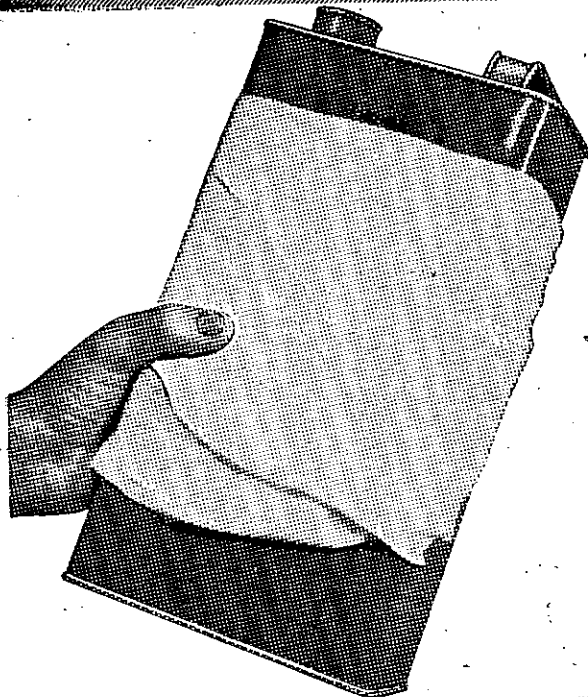
GLOBE EDUCATIONAL COMPANY,

118, Chawri Bazar, Delhi

PHONE: '25278'

(Branch P.O. Road, Saharanpur)

PHONE: '46'.

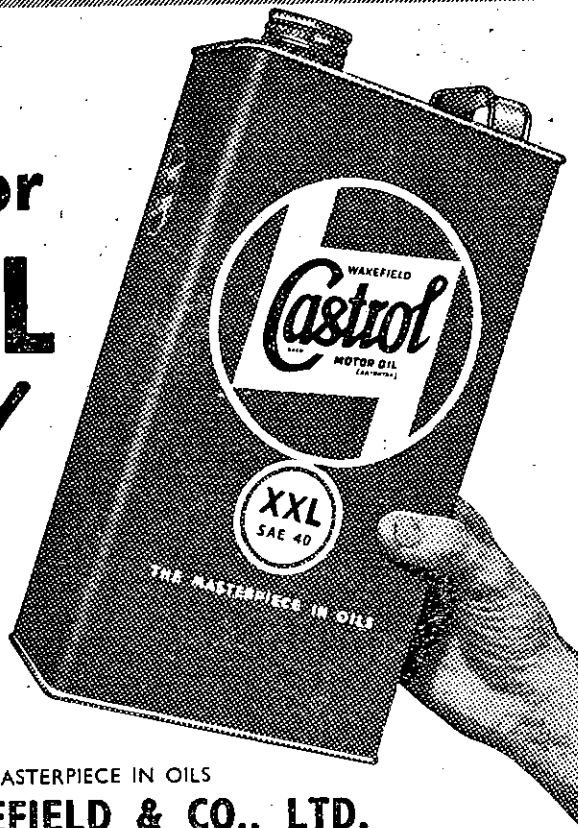


**Don't
Take
Chances**
when you buy oil

always ask for
CASTROL
by name!

Your dealer or garage man cannot guess which oil you want. That is why you should always ask for Castrol by name.

CASTROL is obtainable
throughout India



THE MASTERPIECE IN OILS

C. C. WAKEFIELD & CO., LTD.

(Incorporated in England Liability of Members being Limited)

SUPPLYING DRIVING FORCE TO THE SECOND FIVE YEAR PLAN

They live next-door to each other ... years apart!

Next-door neighbours may look and dress alike; yet each is an individual ... sometimes, years apart in ideas and outlook.

It's a fascinating business, studying people and their next-door neighbours. At Hindustan Lever, through the modern science of marketing research, we study needs, aspirations, preferences, dislikes. They help us know you better, guide us in making products that will suit your taste, your pocket ... your way of life.

In this way, you are advising us, guiding us — for ultimately it is *you* for whom we produce.

HINDUSTAN LEVER SERVES THE HOME



255-01-1118

INDIA—A REFERENCE ANNUAL 1958

	Price Rs.nP.	Postage Rs.nP.
Deluxe Edition	7.50	1.95
Popular Edition	5.50	1.20

Covers all diverse aspects of India's National Life and details authentic information about the rapid changes taking place in India.

ORDER YOUR COPY NOW

*Available from leading booksellers
or direct from*

PUBLICATIONS DIVISION

P. B. No. 2011,

Old Secretariat, Delhi-8.

THE COLLECTED WORKS OF MAHATMA GANDHI

The inspiring story of the greatest man of this age told through his own writings and speeches. An attempt to hand over to the coming generations the rich heritage of his teachings in its purity and, as far as possible, in its entirety, arranged in a chronological order

The first volume covering the period 1884 to 1896 is now on sale.

Price of Volume I :

Popular edition :	Rs. 3.00 per copy.
Library edition :	Rs. 5.50 " "
Deluxe edition :	Rs. 8.50 " "

*Available from leading booksellers
or direct by post from :—*

PUBLICATIONS DIVISION.

Post Box No. 2011,

Old Secretariat,

DELHI-3.

POPULAR PAMPHLETS FOR GENERAL INFORMATION

	Price Rs. nP	Postage Rs. nP
A PEOPLE'S PROGRAMME (Community Development in Cartoons)	2.00	0.40
WE PLAN FOR PROSPERITY (Also available in Hindi, Urdu, Gujarati, Malayalam and Tamil)	0.75 each	0.20 each
INDIAN RIVERS	0.40	0.15
LABOUR IN INDIA	0.50	0.25
SECOND FIVE YEAR PLAN (Questions and Answers) ..	0.40	0.15
INDIA'S WILD LIFE	1.50	0.20
FOODGRAINS	0.25	0.15
IRRIGATION, IMPROVED SEEDS AND LAND RE- CLAMATION	0.25	0.15
AGRICULTURAL AND VETE- RINARY EDUCATION, TRAINING AND RESEARCH ..	0.20	0.15
CATTLE IMPROVEMENT	0.25	0.15
POULTRY AND SHEEP	0.20	0.15
TOBACCO, LAC AND PEPPER ..	0.05	0.08
CASH CROPS	0.05	0.08
RESOURCES FOR THE SE- COND PLAN	0.25	0.15
MAJOR WATER & POWER PROJECTS OF INDIA	0.50	0.15
POPULATION & FOOD PRO- DUCTION	0.25	0.15
PLANNED PROGRESS OF IR- RIGATION AND POWER	0.25	0.15

(Registration charges extra)

Books worth Rs. 25.00 or above are sent post free. All orders must accompany advance payment preferably by crossed postal order.

PUBLICATIONS DIVISION

Post Box No. 2011,

Old Secretariat, Delhi-8.

VALUABLE ADDITION TO YOUR LIBRARY

MODERATELY PRICED & ATTRACTIVELY PRODUCED BOOKS

	Price	Postage
	Rs.nP.	Rs.nP.
MAHATMA GANDHI.—AN ALBUM ..	35.00	—
KANGRA VALLEY PAINTING WITH 40 COLOUR PLATED ..	18.00	1.10
SPEECHES OF PRESIDENT RAJENDRA PRASAD		
1st series (1950-1952) ..	4.50	0.85
2nd „ (1952-1956) ..	4.50	0.85
OCCASIONAL SPEECHES & WRITINGS		
<i>by S. Radhakrishnan</i>		
FIRST SERIES		
SECOND SERIES		
DELUXE EDITION ..	6.00 each	1.00 each
POPULAR EDITION ..	3.75 „	0.75 each
JAWAHARLAL NEHRU'S SPEECHES (1949-53)	5.50	1.20
RUSSIAN-HINDI DICTIONARY—EQUIVALENTS OF 40,000 RUSSIAN WORDS IN HINDI ..	35.00	—
INDIA—A REFERENCE ANNUAL 1958		
POPULAR ..	5.50	1.20
DELUXE ..	7.50	1.95
FACTS ABOUT INDIA ..	2.00	0.55
EIGHTEEN FIFTY-SEVEN <i>by Dr. S. N. Sen</i> (Reprint), ..	5.50	1.00
GANDHI IN CHAMPARAN <i>by D. G. Tendulkar</i> ..	1.50	0.20
1857—A PICTORIAL PRESENTATION ..	4.00	0.50
INDIA'S CONSTITUTION (Summary) ..	1.00	0.25
WOMEN OF INDIA—WITH MORE THAN 100 PHOTOGRAPHS		
DELUXE ..	8.50	1.00
POPULAR ..	6.50	0.75

(Registration charges extra)

(Export prices on enquiry)

PUBLICATIONS DIVISION

POST BOX NO. 2011, DELHI-8.