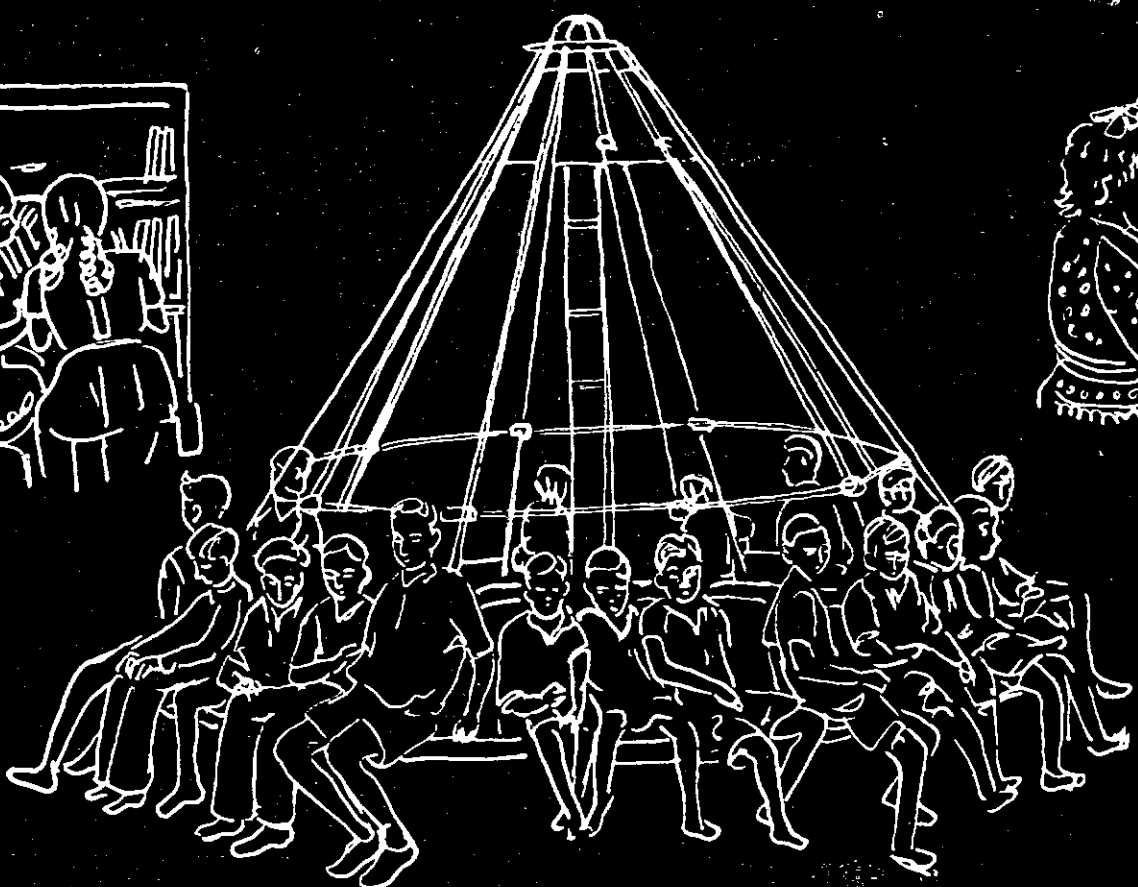


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KURUKSHETRA

NOVEMBER 1968





SMILING FACES

*“Mankind owes the child
the best it has to give”*

U. N. DECLARATION



सत्यमेव

जयते

KURUKSHETRA

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ON OTHER PAGES

THE CENTRE, THE STATES AND THE LOCAL GOVERNMENTS —A.S. Ramaswamy	2
C.D. EXPENDITURE PATTERN —A.N. Rajamani	5
C.D. IN KERALA —P.N. Moosa	7
A.N.P. IN UTTAR PRADESH	8
A.N.P. AND PRODUCTION PROGRAMMES —V.M. Kulkarni	10
RIGHT TO HEALTH : INDIAN CHALLENGE —Gordon Carter	11
HOW TO KEEP YOUNG PATIENT PATIENT	13
C.D. LACKS FIRM EDUCATIONAL BASIS —D.P. Nayar	14
MANAGEMENT CADRE FOR COOPERATIVES —K.K. Taimni	17
GROWING BANK OF ACHANTA —Y. Seshagiri Rao	19
A PRACTICAL SCHEME FOR VILLAGES —V.V. Gokhale	21
RURAL INDUSTRIES	23
FARM MECHANISATION IN USSR —A. Kefchiyan	27
SOVIET WHEAT VARIETIES —Nikolai Osyckkin	29
FERTILITY OF LIGHT SOILS : POLISH TRIALS	30
COOPERATIVES IN BULGARIA —K Boadjiv	32
AROUND THE STATES	33
FROM THE CENTRE	34
BOOK REVIEW	35



Remembering Nehru

THINKING big is so much a twentieth century phenomenon that the fashionable thing to say is it is a shrinking world. And the world, we are told, is shrinking so fast that anyone who thinks of his own home and environment is likely soon to be lost in the swirl of events. Thus in this age of breath-taking speed, there is little scope for leisurely pace; and in this world of gigantic technology, we can keep in the race only if we absorb more and more of it.

Not only to keep in the race but to solve your problems, too, a limited approach simply wouldn't do. While even national frontiers are crumbling in the one world logic of technology, it would be ridiculous, it seems, to think in terms of localised self-sufficiency. The modern mind rejects parochialism (if for nothing else) at least because it is grotesquely inconsistent with the space age.

From all this premise, it is only a few easy steps to the seemingly irresistible conclusion that, like little minds and large empires, little units and large-scale development go ill together. Not only is "littleness" out of tune with the age; but the large scale brings with it a more efficient use of the advances in science and technology, with which to banish poverty, squalor and much unnecessary suffering.

There was little stopping this rush for progress and for big things done in a big way. Resistance to this would have been foolhardy and was bound in the circumstances to have been sneered at as imbecile.

RESISTANCE to technology, of course, would have been unreal, for one could no more wish it away than one could pretend that the sun or the moon did not exist. But there was scope for saying that while technology had a place and could solve problems faster, the problem of man would defy a mere technological solution. In any event, there was no need to be caught in the vicious logic of speed and bigness, and there was less need to feel that, merely because of having to be in harmony with this logic, man should think less of his home and environment.

SCOPE FOR FURTHER DIVISION OF POWERS

“THE institutions of Panchayati Raj should not be considered as agencies of the State Government but should be accepted as instruments of self-government for self-development. If the Central Parliament and the State Legislatures are people's institutions, equally so must be the Panchayati Raj institutions. The independent entity of local government and its integrity should emanate from the provisions of the supreme law of the country. If the State organisation is accepted as the patron of the local government organisation it may cut at the root of self-government”.

Panchayats
should be
Creatures of
the Constitution

PROF. A.S. RAMASWAMY

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A FAIRLY developed country may not require decentralisation of democracy. Therefore, in discussing democracy and decentralisation, a reference to Western democracies, for example, cannot be very apt since they have taken centuries to evolve their own economic and political systems. An insight into their economic history and growth of their constitutional government would reveal that they have been developed at heavy social and individual costs.

Some of the intelligentsia in our country are prone to entertaining the idea that benevolent dictatorship is better for developing nations. They are of the opinion that a population which is steeped in traditions and superstitions for hundreds of years requires a good shake-up.

The shake-up could be administered both from within and from without, the former being more effective and lasting than the latter. Democracy represents the better and harder way of administering the shake-up from within.

Democracy aims at the reconciliation of general welfare and public order with the consent of the people. It reduces the cost of dissent to the minimum. In essence it means all citizens take part in decisions that affect them. But in practice, the participation of the citizens in such decisions is indirect and restricted. Such a democracy is only representative and has every chance of degenerating into voted dictatorship, more so in a country with a large unlettered population.

If democratic societies and their elite are serious about building their nations in as short a time as

as possible and also preserving the cherished civil liberties, they must further democratise the already existing democratic structure so that democracy is made more direct and full. Otherwise, Government's effort to involve the people in development is bound to fail. The people associate without conviction. They remain unaffected. The consistent efforts on the part of the government officials to make an indifferent population work for their own welfare (as interpreted and decided by the officials) meet with their cold reaction and resentment. It only goes to prove that no determination is determination unless it is self-determination and no choice is good unless it is self-chosen.

If decisions on development matters or local affairs are to be taken by officials or non-officials at other higher levels and if their implementation is to be expected of the people at lower levels it may not be effective implementation. The logical inference, therefore, is that all the citizens must be associated in the process of decision taking also so that their implementation becomes easier. The end product of this process is development of responsible and responsive leadership leading to quick development in economic and social spheres. Managing one's own affairs provides training in shouldering responsibilities and responsibilities mean proper growth.

Choice : Decentralisation or Despotic Democracy

All this implies that democracy should be strengthened or in other words it should be decentralised. Decentralisation is not dilution or devolution but it is strengthening through a process of broad basing the body politic which brings in its wake the most active and knowledgeable participation of all the people. It is inevitable if the goal is stable democracy and speedy development. For a country which has wedded itself to socialism through democratic planning, it is inescapable.

The choice before a developing country is not between democracy and dictatorship but between decentralisation of democracy and democracy of the despotic type. If there is no deliberate choice of the former by the leadership, then the people themselves will be involuntarily led to choose the latter.

In India, quite interestingly, the origin of democratic decentralisation—if it could be called such—is neither political nor administrative but purely developmental, justifying amply the above analysis. After Independence our leaders started with a series of five-year Plans as a crusade against economic stagnation. The Community Development programme which is an organic part of the national plans is

meant to awaken the rural masses into action for a new and better life. Thus community development is not only an objective but a method also. It is a method in the sense that the entire village communities must be actively associated in the process of thinking, discussing and deciding matters connected with their development and welfare. The institutional arrangement for facilitating such group thinking and decision making, leading on to group action could be only people's institutions. It is rightly said that community development and democracy always go together. Both try to strengthen each other or fall together. It is an axiomatic truth that "development is unfolded through community development or there is no development at all."

Transfer of Power and Responsibility

The Balwantrai Mehta Committee recognised that without local democracy (Panchayati Raj), C.D. would be ineffective. Most of the State Governments have enacted legislation in this regard but they have bypassed the real question of transferring power and responsibility. It had been hoped that these democratic institutions would meet together, analyse local conditions, take stock of local resources, make programmes and help to carry them out for the financial, educational and social benefit of the community and its individual members.

Unfortunately in the Panchayati Raj set-up, real power, in matters of planning etc., is not transferred to the institutions and to that extent they are inactive. The maximum that can be said to have been transferred to these institutions is the implementing of the development programmes. In essence the bodies serve as intermediary agencies between the government and the people. And they do not function as instruments of democracy. They are expected to carry out what the government want them to carry out. It is the State machinery and the official hierarchy that decides in most of the cases what these institutions should do and what they should not do.

What happens today in the Panchayati Raj set-up is that different organisations meet periodically and pass certain resolutions for approving certain plans and programmes prepared by the officials as per the decisions and instructions of the government. This is exactly the same practice which was in vogue before the introduction of the Panchayati Raj system. The difference is, previously it was the adhoc committees which did the job and now it is done by statutory bodies.

If there are many institutions in a State, each should have a well-marked sphere of action wherein it should have absolute sovereignty. But the Mehta Committee report specified not the area of operation but the nature of activities to be promoted. It means a restricted and narrowed down sphere and reveals only devolution of certain powers assuming that the State is ultimately responsible for them and the units are only to discharge them.

Nehru said, "Either you trust them or you do not. Partly trusting them leaves you nowhere. Then they have no responsibility and they do not develop properly. That is why having given this authority and powers to them, you should not tamper with them by official interference. Democracy is not merely Parliament at the top or in the States but something that excites every person and something that trains everyone to take his proper place and indeed any place."

The institutions of Panchayati Raj should not be considered as agencies of the State government but should be accepted as instruments of self-government for self-development. If the Central Parliament and State legislatures are peoples' institutions, equally so must be the Panchayati Raj institutions. The Constitution, which is the basic law of the land, should lay down as clearly as possible the functions and powers with the necessary resources of different peoples' institutions at local, State and Central levels. The division of powers should include the powers of the local government also. All these institutions should develop as different limbs of the same body-politic of democracy with clearly defined powers, functions and resources. Agency functions, if any, may be left to the will of the lower bodies, if they so choose to accept with the necessary resources. Most of the development functions including planning and implementing will become the important and compulsory function of these organisations.

The independent entity of local government and its integrity should emanate from the provisions of the supreme law of the country, *i.e.* the Constitution and not from the enactments of the State legislatures. If the State organisation, is accepted as the patron of the local government organisation it may cut at the root of the self-government and will remove the chances for the development of and training in responsible local leadership which in turn will affect the village improvement movement. Economic stagnation results in political unrest which will undermine the functioning of democracy.

Three-Tier System Irrational

Even in the Panchayati Raj set-up, there must be only two tiers at which local government should

function. The three tier system as it obtains today is unwieldy and irrational too. It provides a superfluous organisation at the middle of the tier. The village organisation should be the basic unit which must discharge the bulk of social affairs. This will be in accordance with the requirements of Community Development as a method. It is at the village level that the local self-government institution would facilitate a realistic exercise in local administration for local development. Hence the village Panchayat organisation should be accepted as the most powerful instrument of the people at the lowest level. The next is the district level organisation which should be an aggregate of the village organisations and function as the organisation of self-government on a broader territorial basis. It should concern itself with such matters as the village organisation cannot manage generally and also manage affairs of common interest to all the village organisations. It should be organically linked up with Panchayat organisation for effective coordination and guidance.

Panchayats : Pivot of Democracy

The village unit must be a bigger Panchayat organisation having on an average a population of 20,000 to 25,000 and the district unit must be a smaller organisation than the present one comprising say 20 to 25 Panchayats. This will amount to bifurcation or even trifurcation of the existing districts. The doing away with the middle-tier *i.e.* the Block organisation and giving all the functions, powers, resources and the staff to the Panchayat organisation would really give content and meaning to the dictum, "planning from bottom". The Panchayat which is directly elected by the people and is close to people should occupy a pivotal position in the democratic set-up. It will be able to establish face-to-face relations with the people for organising them for group efforts and group action. Since the Panchayat is close to the farms and homes of all the villagers, the translation of its powers and responsibilities in terms of development will be easy and inescapable. The fact that it is directly elected and is nearer the people assures a better and intimate understanding of their problems and needs. Thus realistic planning followed by effective implementation is rendered possible. Though the present arrangement of the President of the village Panchayat sitting in the periodical meetings of the Block Samiti provides an occasion to voice the rights and wishes of his Panchayat, it is not equivalent to the entire village panchayat organisation sitting and thinking together about the right and

(Continued on page 6)

Logic of C.D.

Expenditure Pattern

A.N. RAJAMANI

COMMUNITY Development is now a widely understood and appreciated programme of activity in rural India, thanks to the worthy and meaningful ideas of Jawaharlal Nehru. It has received worldwide attention and many have spoken of its uniqueness and extent of operation. Launched fifteen years ago, Community Development has evolved in a dynamic way to fit into the changing economic complex without losing its central purpose. Its role in increasing agricultural production and in administering new technology to the villagers in assimilable forms and doses has been commendable.

That the people's contribution was over a fourth of the total expenditure on C.D. Blocks is unmistakable evidence that the concept of community effort has taken roots among the rural masses.

In the States of Uttar Pradesh, former Punjab, Madhya Pradesh and Gujarat, the largest amounts of the people's contributions were made. The total for all the States was Rs 2,513 lakh in the First Plan, Rs 7,730 lakh in the Second Plan, and Rs 4,886 lakh in the Third Plan. The total Government expenditure was Rs 4,598 lakh in the First Plan, Rs 18,712 lakh in the Second Plan, Rs 26,806 lakh in the Third Plan.

SOUND PURPOSE

The major heads of expenditure, excluding the item of Block headquarters, comprised agricultural development, village industries and amenities. These three broad heads accounted, in all three Plans taken together, for Rs 16,318 lakh, Rs 2,289 lakh and Rs 15,952 lakh. These figures reflect sound purpose and priorities.

The relatively small amount spent on village industries is explained by the fact that in the beginning stages of planned development, the cardinal emphasis, rightly, was on the basic rural activity pursued by the largest segment of our total population and also by the fact that the village industries on the eve of planning were scattered and were in a thoroughly weakened state for various reasons

compelling many artisans and craftsmen to abandon them. So only a later stage plan programming could bring them again under adequate cover. Moreover, overhead services for a full development of village industries could be built only in a phased programme.

We can next examine the order of priority assigned in each Plan for every item of expenditure. The accompanying table gives the ranking for every item of expenditure as 1,2,3, etc. relative to the total expenditure in every Plan and for all the three Plans.

ITEMISED RANKING OF GOVERNMENT EXPENDITURE IN C.D. IN THE PLANS

Heads of Expenditure	Items ranked Plan-wise			All Plans	
	I	II	III		
	1	2	3	4	5
Block headquarters	2	1	1	1	1
Agricultural development :					
(a) Agriculture and animal husbandry	5	6	3	3	3
(b) Irrigation and reclamation	1	2	2	2	2
Village Industries	7	9	8	8	9
Amenities :					
(a) Health and rural sanitation	4	3	4	4	4
(b) Education	6	5	6	6	6
(c) Social education	8	8	7	7	7
(d) Communication	3	4	5	5	5
(e) Housing	9	7	9	9	8

(Computed from the first Table on P 52 *Kurukshetra*, October 2, 1967).

By and large the importance, attached to each item remained the same throughout. Between the

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First and the Second Plans, social education remained unchanged; health and housing were upgraded along with education. Between the Second and the Third Plans, social education was upgraded with village industries. Housing was significantly downgraded. The substantial gain was for agriculture and animal husbandry which jumped from the sixth to the third position. It is a measure of the crucial importance which the Government attached to it on account of the tremendous increase in population and the imperative need to solve the problem of food in the short run.

METHODICAL BASIS

In the First Plan, the first three places went to irrigation (and reclamation), Block headquarters and communication; in the Second Plan, the first places went to Block headquarters, irrigation (and reclamation) and health (and rural sanitation); and in the Third Plan, Block headquarters, irrigation (and reclamation) and agriculture (and animal husbandry). This continuing priority shows two things: 1) Government was pre-occupied with the establishment of the machinery to modernise agriculture; and 2) it sought to reduce the farmer's dependence on the monsoon. Both of these must sufficiently pave the way for the scientifically computed extensive and intensive cultivation. And these are laudable because they form the methodical basis for organising rural reconstruction and agricultural modernisation.

When all Plans are considered, the first three places were for Block headquarters, irrigation (and reclamation) and agriculture (and animal husbandry); and the last three places for social education, housing and village industries; health, communication and education were cushioned in-between.

This is a fair scheme of development specially because the middle three provide the ground for a proper building of the body and mind of the rural citizenry in a lasting manner.

There is another interesting fact to notice in the pattern of expenditure. In absolute magnitudes, compared to the amount of expenditure on each item in the First Plan, that spent on each in the Third Plan was many times more. There was a nine-fold increase in agriculture (and animal husbandry), eight-fold increase in Block headquarters, seven-fold increase in respect of village industries, social education and housing, six-fold increase in irrigation (and reclamation) and health (and rural sanitation), four-fold increase in education and three-fold increase in communication. Here, too, prominence was duly accorded for all items of agriculture and items adding to the human personality. The relative and absolute magnitudes were thus maintaining a more or less constant relationship throughout the planning periods.

RIGHT APPROACH

In other words, the pattern of Government expenditure conclusively tells us that the philosophy of Community Development seeks to improve the material status of the rural masses through agricultural renovation, backed up by a dynamic change in the cultural habits of the populace, so that the Government's help, substantially and meaningfully supported by the people themselves, could speedily usher in an era of relative plenty and prosperity to the low and the needy, to the land and the labour, and to the human and the animal beings alike. In short, the right approach made under Community Development inspires confidence in its future in the countryside and activates the concept of democracy and community welfare inherent in Panchayati Raj.

DIVISION OF POWERS

(Continued from Page 4)

wishes of their electorate. The indirect procedure deprives the village panchayat of performing an important job and to that extent takes away the benefit of training in local leadership.

The policy of strengthening the district organisa-

tion as has been done in some States and the Block organisation as has been done in some other States leaving the panchayat organisation as unimportant deserves reconsideration. The proposed new arrangement may provide an answer.

C. D. Needs to be Adjusted to suit Kerala's Needs

P. N. MOOSAD

WITH the passing of the Blocks into Post II stage and the building up of a minimum developmental framework throughout the length and breadth of the country the first phase of the C.D. programme will be over soon. The Blocks will thus become permanent units of planned social and economic development and with the institutionalisation of the process through Panchayati Raj, the stage is set for the next phase of development. Rightly, this is the time for a fresh look. A new policy setting out directions of future development is in the offing. It will be appropriate now to suggest where the approach to C.D. in Kerala may have been wrong and can be rectified.

It would now seem that this national programme was not adapted to the conditions and requirements of Kerala. The existence of communities with common interests and a sense of belonging was assumed. National priorities were strictly adhered to and local conditions were not taken into account in the formulation and implementation of the programmes. This was partly due to the fact that the schematic budget and pattern of organisation permitted variation only within limits and partly due to lack of experience in such a programme. Once the initial phase is completed and the emphasis is shifted from the general to the special programmes, the time would be ripe to re-mould the programme in all its aspects.

The need for a Community Development approach is greater today than ever before. Even after the establishment of Panchayati Raj institutions there is scope for local efforts and local contributions for community improvements. This is especially so in Kerala since the lowest tier, namely, the Panchayat covers roughly an area of 25 to 50 sq. kilometers and a population ranging from 15 to 30 thousand.

COMMUNITY CREATION

Kerala is lucky in that it is having comparatively more viable organisations at the base than in the rest of the country. However, equally important is the consideration of participation which is rendered difficult because of the large area and scattered

nature of homesteads. To ensure such participation the programme in Kerala should aim at *community creation*. For this purpose, parts of villages called 'Desoms' or wards of Panchayats may be taken as base units of voluntary activities to begin with. Later, the concept of community may be enlarged to cover the entire Panchayat. This will mean the opening of branches of village organisations such as youth clubs, farmers' clubs, women's organisations etc. These branches will ensure popular participation without sacrificing the viability of these institutions.

Agricultural growth in Kerala has reached a stage beyond which it cannot go without a more diversified pattern of the occupational structure. The already high productivity and pressure of population on land limit the scope for increased production of cereals. However, there is almost unlimited scope for subsidiary activities like animal husbandry and fishing.

RURAL INDUSTRIES

Kerala needs to be industrialised. But entrepreneurs are hard to get and capital difficult to attract. Therefore, big industries may not be the answer to Kerala's problems. What the State needs, obviously, is a massive programme of rural industrialisation. The unusual success of the rural industries project at Calicut shows the potentialities in this respect. However, it is futile to concentrate on traditional industries with low productivity. What is wanted is small industries which will help raise the general level of technology (which is low even in the case of factory industries in Kerala) and absorb the educated youth including women.

Pending rural industrialisation through special projects, programmes like rural manpower and intensive poultry and fishery development should be launched in as many Blocks as possible. These programmes are to be viewed as palliatives rather than as permanent remedies.

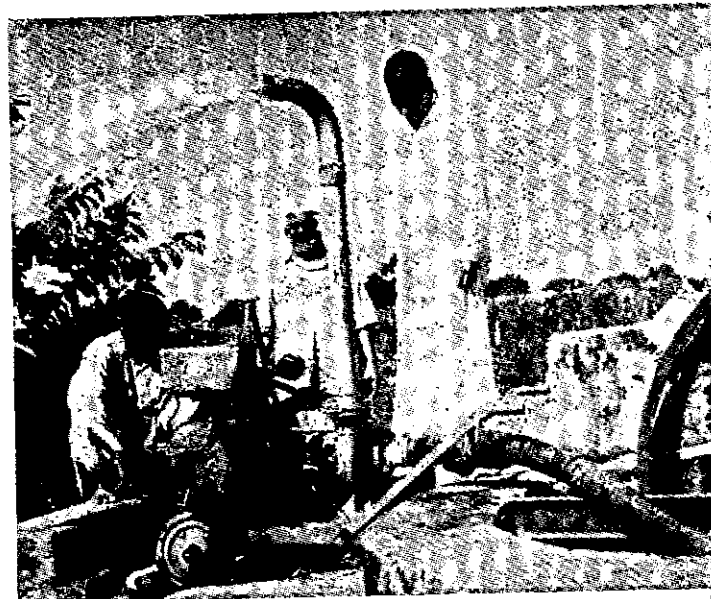
Education and the resulting urban outlook have created rising expectations in respect of social

(Continued on page 28)

WIND OF CHANGE SWEEPS RURAL U.P.



The Applied Nutrition Programme—one of the main planks of the C.D. programme—has brought about welcome changes in the attitudes of the villagers of Uttar Pradesh. Several steps such as kitchen gardening, horticulture, poultry farming and pisciculture are being adopted to augment the nutritive value of the daily diet. The art of nutritive cooking and food preservation is finding favour with the women folk. Milk distribution centres and *Paustik Ahar Ghors* cater to the needs of the rural children. Shri M. M. Qureshi presents in this Photo feature some of the aspects of the A.N.P. now under implementation in the State.



- 1. Practical demonstration
- 2. Growing vegetables in school garden
- 3. Pumping set given by UNICEF
- 4. Deep-litre area
- 5. Bananas for nutrition
- 6. Milk distribution
- 7. Nutritive Cooking
- 8. Food preservation
- 9. An ideal fish pond
- 10. Care of pre-school children

6



8



10





ANP Must be Integrated with Production Programmes

VJI MANU KULKARNI

ONE of the objectives of the Applied Nutrition programme as enunciated in the schematic budget of Blocks is to introduce the programme in a chosen year with finance and personnel and provide the necessary technical wherewithal to make the people grow nutritional crops and practise 'cultures' pertinent to the consumption of various nutrients. One of the essential components of the programme is production of vegetables and fruits in home, school and community gardens, development of poultry, and production of eggs, fish, milk, and pulses. These productive processes are to be popularised through schools, Mahila Mandals and Youth Clubs. The nutritional education is to be imparted through national and international agencies like agricultural colleges, rural health centres, UNICEF, FAO etc.

Snail's Pace

I know of a C.D. Block in Mysore State where the ANP has been in operation since 1964. It is a sufficiently developed area with a high level of literacy. Production possibilities are also of a high order. During the years 1964-67 the ANP in this Block set itself to establish school gardens covering an area of 7 acres, community gardens over an area of 15 acres and kitchen gardens covering an area of 62 acres. Such a snail's pace in covering the area under nutrient crops is a sad reflection on the ANP and those who execute it.

The ANP suffers from lack of coordination with the Crash Food Production programmes or Panchayat Production programmes. School gardens are encouraged to be developed through primary school headmasters, with the part-time assistance of school children, who have neither the skill nor the aptitude to grow nutrient crops in their school compound. Horticultural activities of the Block should form an integral part of the production programme of the Block and the entire programme of growing vegetables and other nutrient crops should be left to the progressive cultivators. Instead of routing the technical aid through Mahila Mandals and Youth Clubs, which are status symbols, the progressive cultivators should be brought in direct contact with Block personnel in implementing the targets set under the ANP. Growth of vegetable crops presupposes sound knowledge of agronomic and other cultural practices and local institutions do not have receptivity to these technological improvement.

(Continued on Page 18)

The Indian Challenge

GORDON CARTER

Director, UNICEF South Central Asia Region

IMPLEMENTING the child's "right to health" has been one of the most complex and difficult problems faced by independent India and other developing countries. Keeping a nation's children healthy requires an enormous investment in financial, material and man-power resources. Even the richest countries have a difficult time providing adequate medical services for all. Other countries can make consistent progress in the development of their health services only if they establish careful priorities and plan the disposition of their resources accordingly.

Under circumstances as they actually exist, without enough doctors, nurses or hospitals to go around, the right of every child to "adequate" health care cannot be considered as a statutory right, such as his right to "a name and nationality", but a relative one, namely a fuller life to aspire to. There are, however, many things that even a country very hard pressed for resources can do to improve the average child's chances of enjoying this "right".

Impressive Record

India, since independence, has been pursuing a two-fold strategy to develop health and medical services for its people—and children have benefitted immeasurably from this carefully planned disposition of resources. First there has been a build-up of basic permanent services: a nation-wide network of primary health centres, sub-centres and referral hospitals to provide, in the first instance, reasonably good medical services to as many people as possible. So far about 5,000 primary health centres and about 21,000 sub-centres have been established. Even though it will still take some years before enough doctors, nurses, midwives and health assistants can be recruited and trained to staff all of these centres adequately, about half the centres and about a third of the sub-centres have been adequately staffed to date, according to criteria worked out by the Government of India in collaboration with the World Health Organisation and UNICEF; and the elaboration of a basic health infrastructure on such a scale represents one of India's most impressive social achievements.

The other approach has consisted of special pro-

grammes to combat particular diseases (malaria, tuberculosis, smallpox, leprosy, trachoma) which are susceptible to eradication or control through

U THANT'S MESSAGE

UNIVERSAL Children's Day reminds us, each year, that children have rights and children have needs. The declaration of the Rights of Children proclaimed that "mankind owes to the child the best it has to give."

Unfortunately, for the children in much of the world, the best that man has to give is, so far, very little. Too little has been made available to prevent disease, hunger, stunted growth, ignorance and, for all too many, early death.

Proclaiming the Rights of Children does not provide for their needs. Instead it reminds us how desperate is the gap between those rights and the realities the majority of our children face. It sets goals towards which we must work.

The theme of this year's Universal Children's Day is: "God health: A Basic Human Right of Every Child." Many other human rights depend upon the child's health.

In many regions of the world a newborn baby's life expectancy is less than half of what it is in other areas. Millions of children are helpless victims of diseases that weaken, cripple, blind or kill them in early childhood.

Many physically or mentally handicapped children are cruelly neglected and deprived of education. In some parts of the developing world, three out of four children lack sufficient food and their physical and mental growth is thereby permanently diminished.

The remarkable achievements of 20th century medical science make such tragedies unnecessary and intolerable. The vast majority of premature

deaths and destructive childhood illnesses can be eliminated.

This requires, however, more doctors, nurses, public health workers and auxiliary personnel, as well as greater emphasis on the preventive aspects of medicine, environmental sanitation measures and health education. Substantial progress in these fields can only be achieved as countries make headway in their national development efforts.

In recent years, both within the United Nations family and outside, there has been a growing conviction that human resources constitute the most important element in fashioning a new human society. Such human resources must come from that generation of children and youth now growing up. They must be helped to grow into healthy, vigorous adults, equipped with the proper skills and training that make possible their contribution to the future development of their societies.

All of us, therefore, should eagerly support the work of the United Nations Children's Fund, the World Health Organisation and the many dedicated private organisations and individuals who are making strenuous efforts to help raise the level of health and help prepare children and youth for adult life throughout the world.

Only as we begin to meet the needs of the children can they have a chance to grow into adults capable of developing their countries and thus, in turn, facilitate the fulfilment of the rights of their own children.

mass campaigns. Malaria control alone has probably resulted in a sharper drop in infant mortality than any other single health measure undertaken in India. All of these programmes, even though they are not directed against diseases which exclusively affect children, also benefit children, their main victims, by easing the strain on the basic health services that are the child's primary line of defence.

India's family planning campaign, the most extensive in the world, is being developed as a part of the country's mother and child health services, and its relevance to the child's "right to health" hardly needs emphasis.

Matter for Pride

UNICEF has contributed about \$20 million—that is, Rs. 15 crore—to the development of India's health services over the past twenty years—mainly in the form of supplies, equipment, and training grants. I want, however, to dispel the idea that these health services are "UNICEF programmes". They are programmes of the Government of India, to which it has dedicated a very substantial part of its resources, and they have been executed by the central and state governments with technical assistance from WHO and other agencies. UNICEF's material participation has enabled the Government to advance its timetable and to broaden the range of facilities available. This has no doubt contributed to a happier life of lakhs of children, and it is an achievement in which all of UNICEF's supporters around the world can take pride.

It is, however, a fact that many children, particularly in rural areas still have very limited prospects of having all their health needs attended to. Despite the impressive build-up of health services over the past generation, it is estimated that no more than one child out of four in India has access to even "reasonably adequate" health protection today. The rural health scheme that is being implemented calls for one primary health centre and at least three sub-centres for every community development block. But, since a community development block in India has a population of at least one lakh, essential services are still spread thin. And to quadruple present health facilities (which would also mean training four times as many doctors, nurses and auxiliaries) is going to be a very gradual process.

What can be done? The Government has, of course, a number of measures in mind to consolidate and improve health services in the years ahead. A more public-health oriented medical education programme and the reinforcement of supervisory referral services at district level (to ensure coherent and broad coverage throughout the district) are amongst the most important.

DO WE HAVE THE WILL ?

"...In this age of phenomenal progress in science and technology, when man is about to reach the moon, it is no longer permissible to say that only some, and not all, children may enjoy their basic rights for proper growth and development, especially their right of health. The world has the means, and it is now only a question of whether it has the will."

Henry R. Labouisse
Executive Director, UNICEF

The public health approach in these and its many other forms provides an important answer: namely, to reduce the incidence of children's diseases—through better sanitation, the supply of clean drinking water, better nutrition—so that children require a doctor's care less frequently. If there are fewer sick children in each village, the doctor can, of course, cover more villages. As it is, block medical officers are often in a quandary: they are expected to devote a good part of their time to public health, but because of the heavy curative case load they have to deal with, they simply can't.

Scope for Community Action

A practical, even if partial solution, is that the less technical aspects of public health must simply become everyone's responsibility. One doesn't have to be a specialist to enlist village support for a well drilled to a sufficient depth to ensure clean water. The success of the village-level nutrition programmes, now being carried out with UNICEF support in some 700 community development blocks, depends on the co-operation of many persons: block officers, village workers (gram sevaks and sevikas), extension staff, health and child welfare personnel, teachers, panchayat leaders, and progressive farmers. Half the disorders suffered by young children in India are caused by poor sanitation or malnutrition or a combination of the two. If these could be more actively tackled, it would appreciably extend the capacity of existing health services.

Universal Children's Day is an occasion for all who are genuinely concerned about giving children in need a real chance in life to reflect on practical ways and means of helping realise the rights of the child. At this juncture, a sensible way for people in India to help the child attain his right to good health is by supporting community action, in the cities and at the district, block, and village levels, to deal with the twin hazards of poor environmental sanitation and malnutrition.

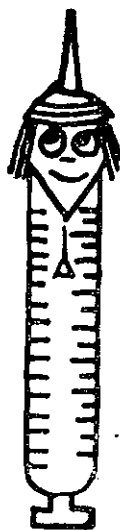
HOW TO KEEP A YOUNG PATIENT PATIENT



CHILDREN who are sick in bed, or waiting for attention in a crowded clinic, or anxious for their mother when she is busy taking care of another child, often get bored, restless and annoyingly noisy. Also some children become alarmed and jumpy at the prospect of getting a 'shot' or taking medicine. But they are less fearful and more co-operative if they really understand the What, When, How and Why of health procedures.

One way to help educate them and give them some fun at the same time is to hand them paper and crayons. Almost all children love to draw, and art is a useful educational and therapeutic aid because many children can express their thoughts and feelings more easily through picture than through words.

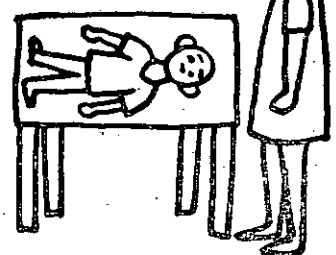
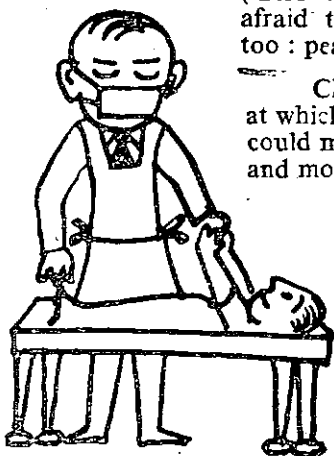
Different aspects of health care can be impressed on children by suggesting special subjects for pictures, such as: A Big Vegetable Garden; Good Food; A Trained Nurse; Our Health Visitor; When I was Ill; A boy with the Measles (or A Girl with the Mumps); How UNICEF Helps Keep Me Healthy; Our Clinic (or The Hospital); Taking Care of our New Baby; My Favourite Exercise; Playtime; Bedtime; Bathtime; Taking Medicine; A Bad Health Habit; A Good Health Habit; An Unnecessary Accident; First Aid to the Rescue.



Art Contests are Popular

Recently, a group of health services ran a contest for young patients which produced the drawings (copied on this page) among many others. The subject chosen was "My Doctor." Entry blanks were provided with picture frames somewhat like the one sketched here (these are easy to reproduce in quantity, with a stencil and mimeograph machine, and children enjoy colouring them; it makes their art look more "special"). By observing doctors' procedures and equipment closely in order to draw them, the children added to their knowledge of health care—and by seeing how they appeared to young patients the doctors learned something, too (some were shown as smiling and friendly, others as fierce and scowling). The children all enjoyed themselves (there were no losers; everyone got a small prize) and nurses who had been afraid the contest would be a nuisance to supervise got a pleasant surprise too: peace and quiet!

Children's Day would be a fitting occasion for a clinic-sponsored party, at which children's drawings on health could be exhibited. Later the pictures could make colourful wall decorations for the clinic or be loaned to schools and mothers' clubs. (UNICEF)



C.D. Lacks Firm Educational Basis

D.P. NAYAR

THE community development programme was grandly conceived. It was a dream of activating 37 crores (now over 50 crores) of people to enable them to stand on their own feet. From all indications we have not succeeded to the desired extent. The agreement of the Chief Ministers at their recent conference in Madras to continue the programme is a challenge to all of us critically to examine the causes of our past failures with a view to discovering how we could succeed better. Two of the major causes of our failure, in my view, were that the approach was not sufficiently educational and there was no clear idea of the type of education required to support such a programme.

The primary aim of community development is educational: to inculcate in the people self-reliant, co-operative and scientific habits of thinking and acting and to identify and build up local leadership so that the people themselves may take the initiative in the process of social, technological, economic and political changes through which the country is passing and has to pass, with such technical guidance and monetary assistance as the State can provide.

Two-Fold Attack

The programme of development can become self-sustaining and self-propelling, taking advantage of, but not being dependent on, whatever help the State can provide on a continuing basis, only if State aid is subordinated to and directed by the educational process. Apart from the necessity of training all officers dealing with extension in the technique of community organisation this requires a two-fold attack: on adults through social education and on children through basic education. These programmes had long been decided upon by the Government on the advice of various committees and commissions set up from time to time. Their implementation, however, had been tardy and routine. Even during the hey-day of the community development programme, education was regarded only as a minor activity of the projects. For a community development block the estimated expenditure for education

and social education was Rs. 1.4 lakh out of the total estimated expenditure of Rs. 12 lakh. Even this money was spent in carrying on current programmes rather than in reorientating them to make education an effective agency of extension. For example, the total number of new schools opened in the CD and NES areas from October 1952 to December 1956 was 22,000, while the number of schools converted into basic was only 8,448. The quality of work being done in these schools was very poor.

Social and Basic Education

As regards social education, its role was never very clear, leave alone universally understood and adopted. The technique of community organisation and mobilisation which needed to be learnt by all extension agents at all levels was not effectively introduced (even in our various training institutions), far less adopted in the field. The result of all this has been that, in spite of the attainment of certain physical results, the process of social change did not go beyond that of passive acceptance by the people of the aid offered.

As regards basic education, its significance, especially in the context of development programmes, involving the entire mass of the people, was generally not grasped. Otherwise, one finds it difficult to understand the meagre attention that was paid to it. One thing should, however, be obvious that in a programme which requires radical alteration in the attitudes of the people, there are serious limitations to the results that can be obtained by concentrating on adults alone. To achieve lasting results one has to rely primarily on a systematic, nation-wide attempt through educational institutions, where all children, in pliable years, are kept in a controlled environment for many years continuously. Basic education has been primarily designed to create, through practical living, precisely those attitudes which we need in the context of our development programmes. The entire community life in a basic school is organised on the basis of

co-operation and maximum self-reliance and the scientific attitude is built at every step, through the method of correlation, where the why and wherefore of everything done has to be gone into. It is only when a generation of basic education trained students have come out of our educational institutions that our co-operatives and panchayats, round which our whole rural development is to revolve, will really take root. It is only when the habit of asking the why and wherefore of everything is built in relation to daily life that those of our traditional ways of thinking and feeling which have become out-of-date will really be discarded on a rational basis and with ease.

Organic Link

Educational institutions at various levels should be organically linked with the extension machinery. Some of these will be basic—like basic schools, post-basic schools and basic training institutions—while others will be non-basic. While opinions may differ about the practicability of introducing the technique of correlation at the higher levels, community life, co-operatively organised on the basis of maximum self-reliance, should be introduced in all our educational institutions. This will link up education with at least two major programmes of development: co-operation and panchayats.

A basic school reflects the activities outside and any improvement that is effected in it is immediately relevant to the community around. Through the children, abiding emotional links are forged between the school and the community. Children easily carry new ideas to their homes. The easy accessibility of the school and its emotional links with the community make a basic school an ideal demonstration and extension centre for the community, while it performs its main function of teaching.

However, to make it an effective extension agency, it needs to be considerably strengthened by technical advice and supply of equipment. If a school is selected as a strategic point for carrying extension to the community, its strengthening should be a legitimate charge on extension funds. Where our educational institutions directly assist production, assistance to them can be and should be a legitimate charge on production. In extension, educational institutions possess a natural advantage and it will be a pity if this is not exploited and if a compartmentalised view is taken.

Rightly conceived, social education should be the central pillar of the whole community development programme. The First Five Year Plan stated: "Social education implies an all-comprehen-

sive programme of community uplift through community action. External aid may be there but only to stimulate, and not to replace, community effort". The method of building a self-reliant community is to begin with self-help from the very beginning. That is why the Plan said: "Our resources should be used in the first instance, as far as possible, for the programme which not only meets some immediately felt need of the local community, in whose midst the programme is conducted, but also builds up resources for developing the programme with expanding awareness of the community of its own needs." And further: "There is, however, no end to activities that might be included in a programme of social education, and as the capacity of the masses to help themselves increases, more and more activities can be added." The primary stimulant which the Plan visualised was a "community organiser". The advantage of this method was stated as follows: "In rural areas the point at which the social education programme in a locality can begin will, of course, depend on the conditions prevailing in the given area. Attempt should, however, be made at the earliest opportunity to organise an economic activity on a cooperative basis."

Gandhiji said :

"Adult education centres would take the form of producing and consuming cooperatives. Adult education activity would include training in the working of gram panchayats, village industries, etc. The Plan when perfectly set in motion would provide its own finance. All income and expenditure would relate to one or the other of its activities. I leave out charity. It can have no place in our scheme. If, however, any one donates money unsolicited for our work, we may accept it, and enter it in our miscellaneous receipts. As for literacy, health, sanitation etc. they will have an assured place in our scheme of adult education.

"If we carry out this programme in its true form, it will result in the advancement of the entire adult population in intelligence and integrity of character. It does not matter if the progress seems slow. We must be determined not to try artificially to stimulate it with the help of money power. Just as the accumulation and possession of money give power, so also do the development and organisation of cooperative effort give power which is beyond all our expectations.

"I have presented to you the blue print of a grand edifice. Give me earth, sand, stones and human labour. You can leave out money. I do not need it for my purpose. It is my dream that if we proceed on these lines, in a short time there will be peace and prosperity, health and happiness, in our villages."

Inverted Priorities

The whole idea of the First Five Year Plan was to provide a trained community organiser who would mobilise the people and enable them to take every step, from the very beginning, on the strength of their own resources. From this point of view,

it is for consideration whether it was a correct first step to begin with concentrated State aid during the project period followed by slender aid in the second stage. It might have been better to begin with a period of social education of the type visualised in the First Plan and to allow the community to gain a momentum of its own before State aid was offered in progressively increasing amounts. Then it might have served to increase the pace of development of the community without swamping it. Well-trained community organisers should have begun functioning a year or two in advance in areas where the projects were to be started. In order to make the suggestion practicable, every effort should have been made to increase facilities for the training of social education organisers in effective techniques of community organisation. In actual practice, however, social education was very often the last programme to be started in a block.

Apart from the timing of the social education programmes, ideas about the content and role of social education never got very clear. A large variety of programmes were taken up under it for recreation, entertainment, publicity or more adult literacy. Social education organisers were further being used as "odd job men".

SEO and the Project Team

Considerable confusion prevailed in regard to their relations with the project team. The SEO was originally conceived of as a member of the team of specialists, who were to guide the VLW, each in regard to his own particular subject. In actual practice, however, in some places the SEO was looked upon as a competitor of the VLW to his own great disadvantage. The relationship of the SEO with the Education Department on the one hand and the block development officer on the other also passed through various stages of confusion. Ultimately an arrangement was worked out whereby the Block Development Officer (BDO) would be in administrative charge of the SEO and the SEO would receive technical guidance from the education department. His progressive integration with the education department resulted in his progressive detachment from the project team and his being increasingly burdened with other educational work. So the compromise arrived at did not work. With the emphasis on agriculture at the expense of other sectors in recent years the position of officers like the SEO has further worsened. In many cases even the posts have been abolished.

Part of the difficulties of the SEO arose from his own personality. An essentially urban graduate was not the best material for a job which required intimate contact with the rural people in which there was inevitably a large element of group leader and social worker. For success in his job he required above all ability to inspire confidence.

Recruitment and Training

A number of experiments in selection and training should have been tried out to arrive at the solution to this problem. One line of exploration could have been to recruit the Social Education Organisers from the intelligent among the VLWs. The deficiencies of general education could have been made up by an intensive in-service training course. The knowledge he would have had of the difficulties experienced in putting across various programmes to the people would have enabled him to evolve a proper form of social education, which was not detached from the development programmes as at present, but was closely wedded to them. He would have been able to give proper guidance to the VLWs working under him. Another fruitful line that could have been tried was to recruit men from the villages, with low educational qualifications, say middle school, but having the basic traits of character required and then give them general and professional education through prolonged and intensive training. The recruits would have been grateful for what they got and would have stuck to their job.

The training given to a SEO was too short. The area he was to serve was too big. His knowledge of development programme was too meagre and theoretical. And yet he was to guide the VLW in the matter of how to put his programmes to the people. It might have been useful to make the SEO serve his apprenticeship as a VLW before being appointed as SEO. The training period needed to be made longer and training given a pronounced practical turn. Of course, the primary emphasis in the training of SEOs should have been the technique of community organisation. This was never tackled in any effective way.

Community development, as I said, was an idea grandly conceived and in certain respects its approach still remains valid. It, however, needs serious re-orientation if it is to generate strength from below. The educational approach will need to permeate the whole programme and education will require to be conceived in terms of life and the environment. The education, for both children and adults, will have to be imparted on the lines that Gandhiji had laid down.

Management Cadre for Cooperatives

K. K. TAIMNI

IT augurs well for the Co-operative Movement that the Chief Ministers decided in their recent Conference held in Madras that "the state or the federal organisations should endeavour to build up a common cadre of personnel for manning key posts in the four sectors of the co-operative movement, namely, cooperative short and medium term banking, land development banks, marketing and consumer co-operatives". Wisdom, it is hoped, would dawn after all on the powers that be, now, for the same proposal was turned down by the Planning Commission a few years back on the plea that the federal organisations were business bodies and are not meant for the maintenance of management cadres.

The rapidity with which the Co-operative Movement has quantitatively expanded and diversified in recent years, mostly on State initiative, could not be matched with the managerial resources available to the movement and it consequently failed to make the desired impact on the community. Consolidation of the entire system has, therefore, become long overdue. That the above decision almost synchronises with the launching of the Fourth Plan also provides an opportunity to the Government to map out a phased programme for the consolidation of the entire movement, by making a multi-pronged attack on the various disruptive factors troubling the movement.

VESTED INTEREST

It is just as well that the Conference also took some positive decisions to curb the growth of social and political vested interest within the co-operative movement, for it is this vested interest which was and remains the most formidable obstacle in ushering the managerial revolution in the movement. Professional management, once sure of its own security, can reduce the power of elected directors and the scope of their patronage to a particular class of individuals or section of community, on grounds of political affiliations or caste and communal considerations.

The reasons for the emergence of this vested interest are both historical and socio-political and its liquidation is the *sine-quo-non* for the

achievement of the objectives for which the management cadres are being created. It, therefore, becomes necessary to trace out its background.

Since in most parts of the country the pioneering work of organising and registration of co-operatives was done by government officers, the initiative remained with them to build up local leadership, which was eventually to manage these co-operatives. In their quest of local leadership, the traditional leaders as against the natural leaders came handy and thus developed over the years the now famous vested interest. The traditional leadership by definition comes from the economically dominant minority and *ipso-facto* enjoys a higher social and political status in the community. The reasons for its preference by the government officers, who either themselves belonged to this minority or were under pressure from their political bosses, therefore, are apparent. The traditional leaders on their part, saw in the movement a convenient way of coming to the forefront of society and an opportunity to provide patronage to their favourites—a phenomenon which is common even today. It is again this traditional leadership which has been over-emphasising the social and ideological aspects of the movement, and barred the way for the development of professional management, for it saw in the professional manager a potential threat to the continuance of its own stratagem. The professional management would have in all probability run these co-operatives as business organisations for the weal of the whole community and not for a selected few or a section of the community.

DIVISION OF FUNCTIONS

To ensure the success of the managerial cadres, it, therefore, becomes extremely important to delineate the functions of the elected boards of directors and the paid executives.

Broadly speaking the Board of Directors may :

- (i) set broad guidelines before the management for its general working. It should set goals, which must be clear and explicit; and then it should be unremittingly firm in what it asks from the management.
- (ii) may intervene, should the management become incompetent and corrupt or otherwise, abuse powers

conferred upon it.

(iii) may rectify major decisions of a financial character, and periodically review the progress of the organisation ; and

(iv) may initiate formulation of a long term plan for the expansion and growth of the organisation. Such expansion may be in the given or related field and within the framework of plan, and should be then considered the prime goal of the organisation.

Subject to this, professional management should be given complete freedom in day-to-day working. This freedom also extends to the right to make mistakes, for error will often be the price, and a small one, for timeliness. Though the Board should be wholly tolerant of errors that are within the framework of success it is by no means implied that it should also tolerate failure to achieve the specified goals. Indeed, the non-achievement of goals and not individual mistakes is the meaning of failure. Freedom here does not mean non-accountability to the Board. On the contrary it means greater accountability but it is accountability not for method, procedure, or individual action but for results in the broader sense.

CONTENT OF CADRE

It is not yet clear as to who will be included in the proposed cadre. If the cadre is to be created from among the State government employees, the entire purpose of creating such a cadre might be defeated. Apart from their inexperience in general business and lack of genuine aptitude, these officers can hardly identify themselves with the organisations they will be serving. Modern management is essentially an evolutionary process and cannot be imbibed in a short period. Fredric Taylor once said, "Management is like a shrub, which is to be planted, cultivated, fertilised and at times pruned and is not something like a room-heater, which can be purchased from the market and placed in the office for use". The Union Government also realised rather belatedly that one of the causes of administrative dislocation in the public sector is the tendency among civil servants to wangle transfers back to their parent departments.

Open market recruitment would confront the vested interest of the State bureaucracy. The biggest beneficiary of the expansion of the co-operative movement, next to certain classes of individuals, has been the State bureaucracy.

Any intrusion or attempt, howsoever well-meaning, to dislodge this arrangement would be stoutly resisted by this vested interest and the success of the cadre, to a very large extent, would depend upon the earnestness with which the Chief Ministers eliminate this vested interest.

ANP MUST BE INTEGRATED...

(Continued from Page 10)

The pisciculture and poultry programmes suffer from similar shortcomings of coordination and implementation. Improved varieties of fish and poultry birds are being distributed to the local institutions for rearing and follow-up maintenance. Lack of sound knowledge on the part of those who rear these has taken a heavy toll of delicate poultry birds. Improved varieties of fish were brought by air all the way from Calcutta only to be destroyed at the hands of inexperienced office bearers of Mahila Mandals and Youth Clubs. Both pisciculture and poultry must be coordinated with the Block's rural industrialisation programme. Indiscriminate supply of such foundational birds to ill-trained people is likely to frustrate the very objective of increasing nutritive foods.

Besides, the processing aspect of these nutritive foods has not been given proper attention in the existing ANP. In some regions of Mysore State, there is scope to develop fish processing industries and the ANP in such regions may usefully be coordinated with the growth of these processing industries. This is true for the fruit processing, pulp and cashewnut processing and processing of perishable foods where there is scope for dehydration and pasteurisation. The assistance rendered by international agencies like WHO and FAO for ANP does not completely cover this aspect of processing, except the FAO aid for Amul Dairy and other projects.

Key To Success

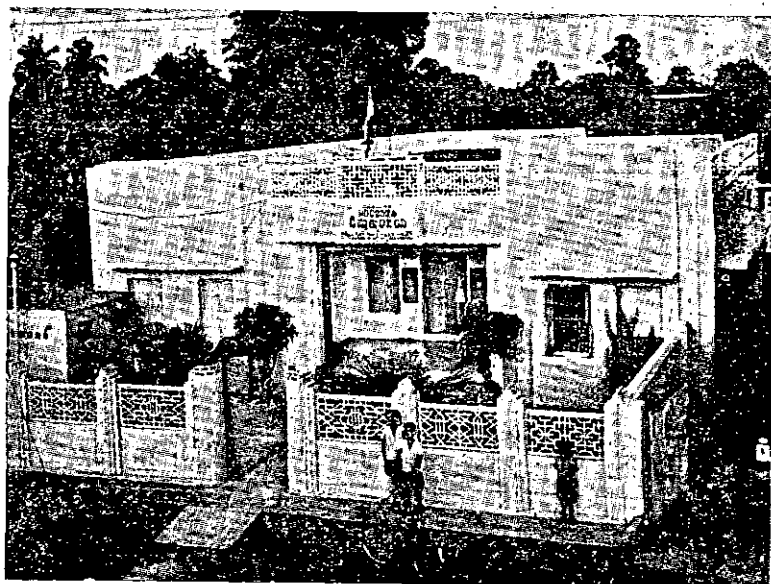
The extension philosophy of ANP underlines an important objective of better food preservation and consumption and provision of nutrition education. The mid-day meals programme in some cases has suffered owing to the inexperience of the school and other local authorities in maintaining basic hygiene in the preparation of meals. It would perhaps have been better if the corn-meal, milk etc. had been supplied in 'raw' form to the children, who would have taken them for being put to good use by their mothers.

ANP's success would depend on its being integrated with the agricultural programmes of the C.D. Block. The funds for ANP could also be channelled through local entrepreneurs who could get the best results for the people.



THE GROWING BANK OF ACHANTA

THE story of the phenomenal strides made by the rural bank at Achanta can be briefly told. Membership doubled in 12 years, share capital went up by 15 per cent, fixed deposits by 350 per cent, current deposits from Rs 550 to almost Rs. 25,000 and savings deposits from nil to over Rs. 57,000. Short and medium term loans advanced by the Bank have gone up by 250 per cent. Loans are given within a week of their being asked for. The Bank has built its own offices and godowns. It distributes fertilisers, sugar and other commodities and is now about to enter the fields processing and procurement.



The Mrutyunjaya Cooperative Bank

A SAGA OF EFFICIENCY, DEVOTION AND ENTERPRISE

Y. SESHAGIRI RAO

*Project Evaluation Officer of the Planning Commission
at Eluru in Andhra Pradesh.*

ACHANTA village in Poduru Block of the Package district of West Godavari, Andhra Pradesh made-mark in the last two years as a pioneer in cultivating high yielding varieties of paddy like Taichung Native 1 and IR-8.

The village enjoys assured canal irrigation supplemented by filter points. The soil is fertile and the cultivators are progressive. Achanta is the Headquarters of the V.L.W. as well as the Agricultural Extension Officer and was also the Headquarters of the erstwhile Achanta Block. The State Agricultural Research Station at Maruteru, which evolved the MTU strains of paddy, is at a stone's throw from this village.

Interest in the cultivation of high yielding varieties of paddy started with the laying out of a National Demonstration Plot in this village by the Superintendent of the Agricultural Research Station, Maruteru. Encouraged by the results obtained, several cultivators took to these varieties. The National Seeds Corporation as well as the Agricultural Department provided the necessary inputs and technical advice. Most of the crop was procured for seeds by the National Seeds Corporation and this acted as an added incentive to the cultivators of the village.

The contribution made by the rural bank of the village to the success of the programme by providing timely credit and fertilisers is no less significant. In fact the rural bank itself provides a success story in the field of cooperation.

THE STORY BEGINS HERE

Named after the veteran cooperator of the area, the Mrutyunjaya Cooperative Rural Bank, Achanta, had its beginning in a small cooperative credit society with unlimited liability. This was registered in September, 1917 with a membership of eighteen.

Following the recommendation of the Rural Credit Survey Committee of the Reserve Bank of India, on merging the smaller societies into viable large-sized ones, the credit society of Achanta and two others in nearby villages were merged to form the Rural Bank at Achanta.

The Rural Bank was registered on 15-3-56 and started functioning from 22-3-56. Its area of operation is confined to Achanta and Penumanchili and their hamlets, and the villages Kandaravalli, Miniminchilipadu and China Mallam. The total population served by the Rural Bank is 18,000 belonging to 3,600 agricultural families. As on date 54% of the population is covered by the Rural Bank.

EQUITABLE REPRESENTATION

On the Board of Management representation is given to a cross-section of the share-holders. Two of the eleven directors are elected from those holding shares worth not less than Rs. 500/- each and five directors are from among those holding share of less than Rs. 500/- value. Two directors are elected from among the fixed deposit holders while two are nominated by the Deputy Registrar of Cooperative Societies.

The authorised share capital of the Bank is two lakh rupees made up of 39,800 'A' class shares of Rs. 5/- each and 1,000 'B' class shares of Re. 1/- each. No member can take more than 200 'A' class shares but this restriction is relaxed under the High Yielding Varieties Programme.

The Bank can borrow from the Cooperative Central Bank eight times the paid-up share capital plus the reserve fund. But the Bank, by continued good work and service to members, has built up good business and also attracted large deposits so much so that it has become self-sufficient. It does not depend upon the Central Bank for its credit requirements. The Bank is successfully pooling the available rural savings by accepting various types of deposits—fixed, savings, current and thrift. The Bank raised deposits to the tune of Rs. 7.93 lakh from members as well as non-members. In addition to short term and medium term loans, the Bank is also giving produce loans and gold loans also.

It can be seen that over the 12 years of its working the Bank made remarkable progress in all aspects.

Membership nearly doubled and the share capital recorded an increase of nearly 15%. The increase in the deposits with the Bank is significant and the rise in fixed deposits—as much as 350 per cent—is a measure of public confidence in the Bank. The rise in current deposits is phenomenal—from a mere Rs. 550 to Rs. 24,455. Saving deposits also rose from nil in 1955-56 to Rs. 57,416 in 1967-68. Both these types of deposits indicate growth in the banking habit in the area. Thrift deposits are collected from members on the basis of disbursement of loans and thus they serve as a measure of the quantum of business transacted by the Bank. This is evidenced by the growth in the short and medium term credit advanced by the Bank. There seems to be a preference for short term loans.

PROGRESS OF THE RURAL BANK

	1955-56	1960-61	1966-67
Members (no.)	1013	1263	1925
Share Capital	Rs. 4,2467	7,6279	106,113
Central Bank Loans	Rs. 118,149	14,750	—
Fixed Deposits	Rs. 156,968	335,290	702,574
Current Deposits	Rs. 550	53,024	24,454
Savings Deposits	Rs. —	28,970	57,416
Members' Thrift Deposits	Rs. 923	131,280	92,337
Short term Loans	Rs. 136,445	210,503	380,826
Medium term Loans	Rs. 50,951	59,313	85,099
Produce Loans	Rs. 99,749	242,144	59,120
Gold Loans	Rs. —	66,800	109,857
Deposit Loans	Rs. —	28,510	42,225
Reserve Fund	Rs. 19,365	29,051	47,176

CATALYST OF DEVELOPMENT

The most significant aspect is the complete absence of any borrowings from the Cooperative Central Bank. The borrowings stood at a little over Rs. one lakh in 1955-56. Within five years they fell to about fifteen thousand. In 1967-68 the Rural Bank did not borrow at all from the Central Bank. In fact for the last couple of years the Rural Bank is able to manage with its own funds. This shows how a cooperative institution can become self-sufficient and be a potential instrument in the development of the area. One incidental benefit to the Rural Bank is the reduction in the time-lag of the date of loan application and the disbursement of the amount. This, it is claimed, is no more than a week.

The Rural Bank is placed in 'A' class in the final audit for the year 1965-66 and it earned a net profit of about Rs. 14,000 during that year.

Besides investing a sum of Rs. 2.8 lakh in other institutions the Bank could also construct its own building worth Rs. 67,600 to house its office and godowns. A guest house-cum-godown worth Rs 12,600 has been recently added with donations from the directors.

(Continued on Page 22)

SANITATION,

MANURE

FUEL

A Practical Scheme for Villages

V.V. GOKHALE

TWENTY one years after independence, we seem to have made hardly any progress in some aspects of public sanitation. Perhaps there is no other country in the world where the work of collecting and carrying human excreta is entrusted traditionally to a particular caste. We need to be ashamed that even after the publication of the famous Malkani Report and Government directives to various States, the practice of carrying headloads has not yet been fully stopped in most of the States.

This is not, however, the only important aspect of the problem. We are also losing a lot of organic manure by not mobilising the night-soil with systematic effort. We lack the discipline of the Chinese and the Japanese who have made commendable and determined efforts in this field. There is hardly any wastage of night-soil in Japan, even in the remotest village. Its maximum utilisation has been both an art and a science in Japan.

Misuse of public places at all times of day and night has created problems of public health in India. The incidence and spread of a number of diseases can be directly attributed to these unsanitary habits. The practice is facilitated by a number of factors. There are no well-maintained public conveniences. And, nobody ever seriously objects to this nuisance. This is as true of the urban scene as of the countryside. And imagine what impression this will make on the tourists! Surely this is not the best way of attracting visitors.

At the present rate of progress, there is little prospect of things improving unless there is a crash campaign to bring about a change of revolutionary proportions.

Need of Crash Campaign

This crash campaign must consist of (1) construction of latrines in fields, so as to combine with compost pits if possible. Various models are avail-

able, as evolved by the Public Health Departments; (2) Popularising the use of glazed pots instead of the usual baskets which are transferred to the heads of sweepers. The use of glazed pots would eliminate the need for sweepers. Models of these glazed pots are also available. Use of baskets must be made a penal offence; (3) Use of gas plants, which work on night-soil, or mixtures of night-soil and cow dung. These have worked successfully, especially in students' hostels, where the gas is used for heating in the hostel-kitchens. The residue is good for manure.

The author had the opportunity to launch a latrine and gas plant campaign in Sangli district in Maharashtra for more than a year, while working as Chief Executive of the Zila Parishad. Some of the salient features of the campaign are given below:

The Sangli Experiment

The Gandhi Smarak Nidhi (Kothrud, Poona 5) is an organisation with a devoted band of workers experienced in latrine extension work. They helped organise four training camps of one month each in different villages in Sangli district. People were not only supplied with improved glazed pots, but were taught to build various types of latrines and gas plants. In the two villages of Walwa and Budhgaon, 80 to 90 latrines in each village were constructed by villagers, each latrine costing an average of Rs 350 each. The organic manure that would be available from each latrine annually was worth Rs 40. For an investment of about Rs 30,000 in each village made by the villagers, there was assured income of Rs 3,200 by way of manure, or Rs 6,400 by way of additional food in each village every year apart from solving the problem of public health.

These latrines were constructed individually by farmers with their own resources and so were well maintained whereas common latrines built by gram

panchayats with panchayat funds were not as clean.

A total of Rs 4 lakh was invested by the farmers in Sangli district for the construction of about 1,300 latrines and four gas plants in one year. Sangli district with a population of about 12 lakh (in 1961) would require a much larger investment—more than ten times—for this. But it is worth making the investment; for the income from manure alone would be Rs 4 lakh or from the additional potential food output Rs. 8 lakh a year.

More employment would also be generated by the demand for bricks, glazed pots, and roofings, and the demand for masons to do the work. It can be described as a new cottage industry with good prospects.

The experience in Sangli district has indicated that people do respond, if a determined effort is made to sell the new idea along with demonstrations etc. The cooperation of Block Development officers, sanitary inspectors and Gram Sevaks proved to be very valuable in this extension work.

PUNISHMENT AND REWARD

In most of the States, sporadic efforts have been probably made from time to time by Sarvodaya workers, Agricultural Departments, and the C.D.

machinery. The time has now come to launch an all-out and multipronged drive, which can have, besides what has been said earlier, the following ingredients :

Severe penalties must be awarded to those who refuse to change their old habits. Grants to gram panchayats and municipalities should be withheld unless they adhere to targets laid down for constructing and converting latrines for manure. Construction of gas plants and/or sweeperless latrines should be made semi-compulsory for Government buildings, educational institutions, local self-government bodies and housing schemes in the rural areas and small towns. More research and development should be encouraged in evolving models for latrines to suit local needs. Prefabrication of seats, pots and even of top portions of latrines on a large scale, would simplify and popularise the scheme. Specific targets should be laid down for each district regarding the construction of these latrines, and the Collector, along with the Zila Parishad, should be held responsible for fulfilling the targets. Special awards and prizes should be given for outstanding work in this field. More trained social workers should be involved in stepping up the cleanliness-cum-manure drive. Some days or weeks during the year should be reserved for all-out publicity drive for this campaign.

THE GROWING BANK OF ACHANTA

(Continued from page 20)

The Bank is also distributing fertilisers to the cultivators as the agent of the West Godavari District Cooperative Marketing Federation and distributes sugar and other controlled commodities Achanta.

The Bank is making its debut into the field of agricultural processing with a loan-cum-subsidy of Rs. 12,500 and share capital contribution of Rs. 1.45 lakh from the National Cooperative Development Corporation. It is building a cooperative rice mill with a capacity of one tonne per hour. The

machinery has arrived and the construction of the building is making fast progress. Soon the rice mill will be commissioned. The Bank applied for cash credit of Rs. 10 lakh from the Andhra Pradesh State Cooperative Marketing Federation for procurement of paddy. Once the rice mill goes into production, it is hoped that it will show some bias towards the high yielding varieties and the problem of marketing of these Varieties will be solved. There is no doubt that this would act as a fillip for the spread of the cultivation of the high-yielding varieties of paddy in the area.

KURUKSHETRA SURVEY OF RURAL INDUSTRIES

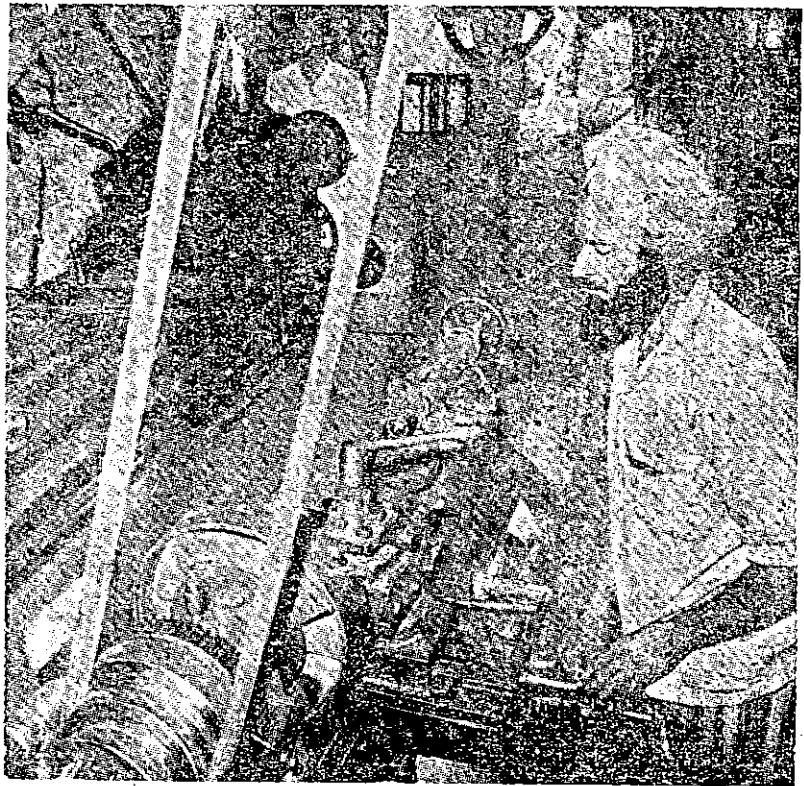
4,437 Industrial Units
jobs for Ten Thousand

Malerkotla

Fulfills

Project

Goals



At a Lathe

THE Malerkotla Rural Industries Project in Punjab comprising four Community Development Blocks, namely, Malerkotla, Sangrur, Dhuri and Ahmedgarh, covers an area of 180 square miles and a population of about four lakhs spread over five towns and 387 villages.

Climatic conditions are mostly dry but there is good rainfall during the monsoon (July-September). With 76,820 hectares under food crops, the main cereals grown are : wheat, gram, maize, barley, jowar, bajra and rice, the first three crops accounting for 65 per cent of the total cropped area. Sugarcane, cotton and groundnuts are the main cash crops with a total area of 63,880 hectares under them. The Project does not have any mentionable forest and mineral resources.

Well-developed Infrastructure

The infrastructure is fairly well-developed. There are 41 miles of railway lines and 169 miles of roads. All the five towns and a good number of villages are electrified.

With an investment of Rs. 1.90 crore in industrial ventures and 10,000 persons engaged in industrial activities, the project enjoys a respectable industrial status. The gross value of industrial production during 1966 was estimated at Rs. 3.59 crore.

Most of the industries—and there are 36 types of them—in the project area are demand-based. Of a total of 4,437 units, 1,923 are engaged in leather footwear, 1,008 in carpentry-cum-blacksmithy,

599 in weaving, 200 in flour making and 166 in potteries. Besides, there are 11 mechanical workshops, 93 units engaged in the manufacture of agricultural implements, 63 in mild steel fabrication, 63 in wooden furniture, 51 in production of cycle parts, 27 in cotton ginning and oil extraction, 22 in soap making and 17 in sewing machine parts. Leather footwear units provide employment to nearly 3,000 persons whereas carpentry-cum-blacksmithy shops employ 1,632 persons, weaving units 1,513 persons, and cotton ginning and oil extraction units 770 persons.

Project Assistance

Since the inception of the Project in 1962-63, 225 new units have been set up (165

with project assistance) with an estimated investment of Rs. 25.64 lakh and an estimated gross production of Rs. 45.05 lakh. They provide employment to 893 persons. The project has assisted no fewer than 817 old units, the additional investment being nearly Rs. 10 lakh. Establishment of units for centrifugal castings, asbestos cement pipes, cast iron soil pipes, radio assembly, plastic goods and electric brass lamp holders deserves special mention. In addition there has been considerable expansion in industries like sewing machines and cycle parts, auto leaf springs, engineering workshops and cotton ginning and oil mills.

Of a total expenditure of Rs. 23.82 lakh incurred on various promotional activities during the 5-year period (1962-67), Rs. 11.94 lakh (50.1 per cent) is accounted for by loan assistance, Rs. 4.56 lakh (19.1 per cent) by common service facilities, Rs. 3.21 lakh (13.5 per cent) by training programmes, Rs. 2.74 lakh (11.5 per cent) by establishment, and Rs. 1 lakh (4.2 per cent) by departmentally-run commercial schemes. During this period, Rs. 4 lakh were spent in the Project area from other funds by the State Government.

Under loan assistance schemes 460 units benefited out of which 450 are in production. The biggest chunk was taken by the shoe manufacturing units (Rs. 1.97 lakh) followed by dairy farming (Rs. 0.86 lakh) and carpentry (Rs. 0.66 lakh). Machinery worth Rs. 2.3 lakh has been supplied to eight units on hire-purchase basis under the loan schemes.

COMMON FACILITY CENTRES

Four common facility centres have been established.



Inside a fancy goods training centre in Malerkotla Project

In all nine training centres were started to impart training in footwear, handloom, lac bangles, mudha making and fancy leather goods; out of these six are still working. These centres have in all, trained 265 persons while another 60 are under training. The average earning capacity of the trainees has increased from Rs. 1.5 per day to Rs. 4.5 per day. As a follow-up action the ex-trainees are given financial assistance to enable them to settle in the trades they have learnt. Seventy-five persons, a number of them ex-trainees, received sewing machines in addition to other kinds of assistance. Wherever necessary, arrangements for training outside the Project area have also been made.

A raw material depot has been established at Malerkotla which stocks leather,

yarn, pig-iron, coal and coke, iron sheets, etc. for the benefit of the entrepreneurs in the Project area. A sub-depot is proposed to be established at Dhuri especially for the benefit of wood-based industrial units.

Five study tours have been arranged for prospective entrepreneurs, and 10 short duration camps organised for artisans to acquaint them with advanced techniques of production and use of improved tools through lectures and demonstrations. Nearly 200 artisans have benefited from such camps.

BOOK REVIEW

(Continued from page 35)

capital expenditure is necessary on education and housing.

Proceeding from the three assumptions outlined above, Professor Etienne would rather suggest that agricultural development be organised by concentrating resources, in terms of man and capital, on the decisive points; and that the maxim of "the art of the possible" be adopted.

Professor Etienne admits that in the three Plans some experimentation was legitimately involved. Yet, he feels, it might have been possible to stick to a more precise policy instead of steering first in one direction and then in another. The First Plan staked itself on Community Development; this was found inadequate and thus came in its wake Co-operative farming and Panchayati Raj. All this meant dispersal of forces at the operational level when the need was to concentrate on one course. Gradually, however, the idea has emerged of putting efficiency above everything else within the framework of the intensive programme and its extensions; he is all for its spreading. —E. S.

Small-Scale Cement Manufacture Success at Godhra

THE Rural Industries Project, Godhra, covers 6 C.D. Blocks, namely, Halol, Jambughoda, Devgadhabaria, Limkheda, Dohad and Jalod with an area of 1,800 square miles and a population of 7.28 lakhs. The main food crops are maize, jowar, wheat and rice. The main cash crops are groundnut, castor seed, cotton and sesamum. Panchmahals is very rich in livestock but a large quantity of hides and skins is exported in raw condition. Twenty-four per cent of the district area is covered by forests. The forest products are lac, gum, *doli*, *timru* leaves, *mahua* flowers and seeds etc. The large number of tanks in the district offer scope for fishery development. The minerals known to be present in the district are building stones, limestone, fine clay, lead, gold, tin, iron, manganese, quartz, mica, felspar, ochre, and calcite.

LOAN ASSISTANCE

A sum of Rs. 20 lakh was provided to the Project as nucleus fund out of which Rs. 14 lakh was spent as loans and subsidies till 1967-68. In addition to this Rs. 2.5 lakh has been provided for a cement research centre at Baroda University.

Two hundred and sixty units, which receive loans of the total value of Rs. 7.28 lakh, are providing employment to 2,500 persons. Some of the industries which benefited from loan assistance are: {hume pipes, sagol, bricks, steel furniture, brass and copper vessels, engineering works, carpentry and smithy, wire products, etc.

Under the Rural Industries Planning Programme, five schemes have been taken up. They are: (a) organisation and maintenance of a common facility centre in tailoring, (b) establishment of rural workshops in the project area through co-operative societies, (c) establishment of a multi-purpose facility centre through the intensive area scheme, Sag-ola (d) organisation of ready rovings, and (e) establishment of rural worksheds in the project area.

PRODUCTION CENTRES

Two Schemes, namely, the farm implement manufacturing workshop at Halol, and the carpentry centre at Limkheda were taken up. For the first scheme, the Halol Taluka Panchayat was given a loan of Rs. 1,80,000 under the policy of the State Government. The Jhalod Panchayat was given a loan of Rs. 75,000 for the construction of 10 worksheds. Ten industrialists have already applied for these worksheds to start industries like plastic, engineering, chemicals and dye stuffs.

Three schemes, namely, grant-in-aid for the appointment of trained secretaries by industrial co-operative societies, loan and subsidy to milk producers' co-operative societies towards purchase of machinery, tools and equipment and development of fisheries in the project area have been taken up.

BREAK THROUGH IN TECHNOLOGY

A proposal to set up an experimental pilot plant to manufacture improved Sagol was made by the Government of Gujarat in 1963. The scheme was prepared by Prof. C.H. Khadilkar of the Department of Technology and Engineering, M.S. University of Baroda. The idea was to

produce improved Sagol having 10 to 20 per cent cement clinker, which could be utilised for all masonry work except R.C.C. on a small-scale pattern. The capacity could be 5 tons a day and the capital expenditure would be about two and a half lakh rupees. The scheme was sanctioned and the funds were provided by the R.I.P. After a year and a half the pilot plant produced improved Sagol with 60 per cent cement clinker. After further research and experimentation, the plant has been successful in securing 100 per cent cement clinker. The product is being examined by various research institutes for certification as standard cement. The pilot cement project is expected to provide a break-through in the manufacture of cement on a small scale.

INDUSTRIAL COOPERATIVES

There are 85 industrial co-operatives engaged in dairying, processing of paddy, cotton-ginning, bamboo work, oil crushing, etc. The 25 feeder milk societies have been given loans of over one lakh rupees for raising the share capital of their 2,100 members. The Milk Union which received a loan of Rs. 54,000 has recently installed a chilling plant with 900-litre capacity per day. Three processing societies were given Rs. 40,000 as subsidy for purchase of machinery. The Dohad-Thalod Paddy Society, which has 168 smaller societies as members, purchased paddy worth seven lakh rupees and effected sales of the order of Rs. 6.5 lakh earning Rs. 24,000 as processing charges. A cotton society at Halol is installing 20 ginning charkhas in four acres of land purchased recently.

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Farm Mechanisation Creates Specialist Jobs in U.S.S.R.

A. KEFCHIYA N

A BIG step towards industrialisation *i.e.* mechanisation of agriculture was taken in the Soviet Union in the recent period. Soviet industry stepped up with every passing year the manufacture of machines meant for agriculture. The output of such machines as tractors, grain and beet combine harvesters and cotton pickers almost doubled during the period from 1960-67. As compared with the corresponding period of last year, this year, from January to April, the output of farm machines has increased by 10 per cent.

Collective farms and State farms have at their disposal more than 1.7 million tractors, three million drills, ploughs and cultivators, 545,000 grain harvester combines and more than one million lorries.

Cereal production is the backbone of Soviet agriculture and this is why machines for cultivating and harvesting field crops occupy first place in the countryside. Such jobs as ploughing, sowing, harvesting of grain and silo crops and grain-cleaning have been practically mechanised in the USSR. Half a century ago there were practically no machines in Russia's agriculture. The horse was the main tractive power. Even on the eve of collectivisation, in 1928, there was approximately 0.4 hp. per peasant. The wooden plough was mainly used. Harvesting was done with scythes and sickles.

FIRST STEPS

Thus Soviet country was confronted with a major task—that of arming the countryside with tractors and other machines, of supplying it with electricity. However, during the first years of its existence Soviet power was unable to solve the problem of mechanising peasant labour. It was at first necessary to set up an industry, particularly machine-building. The State was in a position of erecting such enterprises only at the end of the 20's. It was precisely at that period that the movement of the peasants for organising agricultural co-operatives had developed. This laid the beginning of the technical equipping of the country's agriculture.

The first collective farms and State farms began receiving large consignments of modern machines from the State. The peasants who already before this had time and again become convinced of the advantages of collective labour saw for themselves how machines could be used more effectively on collective farms, how they lighten the work of the peasants. Thus, the industrialisation of the USSR which ensured the technical reconstruction of agriculture accelerated the latter's transfer along socialist lines.

During the years of development of the State farms and collective farms a veritable revolution took place in the countryside as far as machinery was concerned. For the Russian countryside it probably played the same role as the industrial revolution had played for the towns. The tractor speeded up field work and lightened the work of the peasants, giving it the characteristics of industrial labour.

In accordance with the Five Year Plan (1966-1970) the State allocated more than 40,000 million roubles for developing agricultural production. This sum is approximately equal to all the investments in agriculture for the 19 years following the Second World War. Funds are being invested directly into agriculture as well as into those branches of industry which supply the countryside with machines and mineral fertilisers. Today the technical equipment of Soviet agriculture is the job of 270 large industrial enterprises.

TECHNICAL EQUIPMENT

In 1965 collective farms and State farms received nearly 240,000 tractors, in 1967—287,000, while in 1968 they will receive 307,000 tractors. The Five-Year Plan envisages an increase, more than two-fold, in the number of machines in the country's agriculture. Already in the current year there is 8.2 hp per capita, *i.e.*, more than 20 times the amount in the year preceding mass collectivisation.

The collective farms and State farms can today purchase considerably more machines with the

efficiency of the farms increasing. Thus last year the gross output exceeded the 1966 level and was 17 per cent higher than the average for 1961-1965. The incomes of collective farms during the first year of the five year period (1966) as compared with 1965 increased by 15 per cent, while last year a further rise of five per cent was achieved.

Greater mechanisation of work was facilitated by the State raising the purchase prices of agricultural produce and simultaneously reducing the prices on tractors, harvester combines and other machines, spare parts and fuel. Industry is expanding the production of highly efficient machines for farmers and livestock breeders, for instance, powerful tractors, operating at such high speed as 15 km. per hour; caterpillar tractors for land improvement work and tractors for beet growing.

There are as yet certain pheres in State farms and collective farms where manual work is done. This in the first place is in animal husbandry, in growing of vegetable crops, and in loading and unloading jobs. The rapid mechanisation of this work is one of the most urgent concerns of the State and workers in agriculture. The country's agricultural machine-building industry has been given the assignment of increasing the output of equipment for preparing fodder, for the automation of milking, for cleaning barns, for special tractors and mechanisms to be employed in orchards, etc.

Agricultural machines have required highly skilled specialists. Today one third of all collective farmers are people with a higher or secondary education. These include agronomists, zoo technicians, economists, engineers and architects. In the USSR there are nearly 100 agricultural academies and institutes as well as 680 secondary agricultural schools which train specialists for agriculture.

C. D. NEEDS

(Continued from Page 7)

amenities, especially because of the dispersed character of villages. But social services are well developed in Kerala and economic considerations demand only their gradual expansion. However, there may be a few backward pockets inhabited by weaker sections which should be provided with an irreducible minimum of social services.

Probably, the best way to tackle the ills of rural Kerala will be to plan the growth of small industrial towns integrated with the surrounding villages. Such towns should have social overheads and should utilise agricultural products.

RECORD COTTON YIELDS

THE Soviet Union grew six million tons of raw cotton in the last two years in succession, and cotton growers have undertaken to produce the same amount this year as well.

Uzbekistan is the main cotton-growing area in the USSR. More than 4 million tons of raw cotton were picked there last year, and the target for this year is 4.1 million tons. Tajik peasants will approximately pick 620,000 tons of raw cotton. The same figure is planned by the cotton-growing farms of Turkmenistan.

It was a whimsical spring for cotton growers this year. The cold and insufficient rainfall held back planting in some areas. Hail and heavy rain-fall battered cotton shoots in some places, necessitating replanting. But on the whole the adverse climatic conditions did not slow down the rhythm of planting work. The peasants completed planting by the beginning of May and switched over to cultivation work. Many days of hard work still lie ahead before the bumper harvest can be rapid.

RICE RESEARCH CENTRE

A RICE Research Institute has been organised in the USSR at Krasnodar in the southern part of the country. Among its staff are some leading Soviet rice specialists.

In the past, the Central Asian Republics and the Transcaucasus were the main rice growers in the Soviet Union. Today rice is grown even in the districts with sub zero temperature and snow-storms. The Northern Caucasus, the Ukraine and areas adjoining the lower reaches of the Volga are becoming major rice growers. Here engineering irrigation systems have been set up and are being enlarged and new farms equipped with modern machines have appeared. Under such conditions isolated researches of rice specialists are unable to meet the country's requirements.

This explains the decision to set up the Rice Research Institute which will engage in plant-breeding and seed-growing, and elaboration of progressive methods in rice cultivation, and in designing and operating engineering systems. Its tasks also include the elaboration of the basis for complex mechanisation, the working out of proposals for the rational siting and specialisation of the country's rice-growing districts.

Among the problems which the Institute will seek to solve are the development of new high yielding non-lodging varieties with shorter vegetation and rice-maturing periods, improvement of the quality of grain, and the elaboration of more economic engineering systems for rice growing.

New Soviet Wheat Varieties

NIKOLAI OSYCHKIN

THE present Soviet Five-Year Plan envisages a 30 per cent increase in average annual grain out-put over the previous Five Year Plan period, mainly by boosting yields per-acre, through increased soil fertility and advanced methods of farming.

The area under grain has gone up from 260 million acres in 1913 to 315 million acres last year. Formerly rye was the key culture, now it is wheat. It is being grown on an area of over 175 million acres. The hundred million tons of wheat harvested in 1966 was almost four times that of the best yield before 1917.

The fertilizer demand of the Soviet farms is not fully met yet, though production of mineral fertilizers has gone up from less than 10 million tons in 1955 to over 38 million tons in 1967.

Western and Eastern Siberia, Kazakhstan and the Southern Urals, where large areas of virgin lands have been reclaimed, have now become important grain-producing regions. The Ukraine, the Northern Caucasus, the Volga regions, and the Central-



Scientists engaged in Research

Chernozem region continue to be the country's major granaries.

HIGH YIELDS

Among the new varieties which have proved successful is the winter wheat "Awnless-1". It has been adopted on 19 million acres in the Soviet Union and abroad also. With advanced agrotechnics this variety yields 18-24 centners per acre, while

in the Przhnevavlsky irrigated area in Kirghizia the yield has reached 35 centners per acre.

Very popular among the wheatgrowers is the "Mironovskaya-808" variety, giving a yield of up to 20-24 centners per acre. This variety in the Soviet Union is already being planted on an area of 15 million acres. The Saratov strong varieties have also won acclaim.

Raising the Fertility of Light Soils

THE climatic conditions, especially the amount and distribution of rainfall as well as the natural properties of most soils in Poland are not favourable for agriculture. Over 60 per cent of arable land are light soils, and more than 40 per cent of their total acreage have clearly unfavourable agricultural properties. The amount of rainfall being generally low during the period of intensive vegetation, these soils are as a rule too dry and poor in mineral salts and organic substances. Thus the yields are poor, almost none. In effect, the profitability of farming on such soils is highly questionable.

The poorest soils of that type have either been forested or will be turned over for afforestation in the coming years. Unfortunately the major part of that acreage, about 5 million hectares, will still have to be agriculturally utilised in view of the limited and continually shrinking area of arable land in Poland.

Successful Trials in Poland

IN recent years interesting attempts have been made for the melioration of light soils with the waste products of the mining and metallurgical industries. As these industrial wastes contain many valuable mineral salts and consist of tiny loam particles, they can be used effectively for the improvement of sandy soils. Following a thorough examination of the mechanical and chemical composition of these wastes, research has been started on the practical application of these wastes which are most promising from the point of view of agriculture. Among others, loam from a brown coal mine and post-floatation wastes from a copper and a sulphur mine have been used in that research.

Soil can be improved by adding to it such ingredients which would on the one hand, improve the physical properties of the soil, that is, its water capacity and water absorbing quality (which depend on the mechanical composition of the soil) and, on the other hand, would contain the mineral salts necessary for plant growth. Naturally, those wastes were picked out which are

rich in phosphorus, calcium and magnesium compounds, as well as in the most important micro-elements. At the same time it is necessary to add tiny particles in order to improve the physical properties of sandy soils. They fill the space between coarse grains of sand and change the physical and also chemical properties of the soil in a way desired by the farmer.

PROMISING RESULTS

Observation which has been conducted in Poland for 3 years has shown the usefulness of some mining loams and post-floatation wastes and the unfavourable or even yield-lowering impact of others. Field experiments consisted in the use of a considerable proportion of waste fertilisers (0.5—4 per cent of the weight of the arable layer) and in mixing them well with the soil when doing ordinary and deep ploughing. The results are very encouraging. A considerable increase in the yields of potatoes, oats and rye has been achieved. The increase in potato yields reached 36—120 quintals per hectare that is up to 180 per cent of the yields obtained from test

plots. Not much worse were the results of grain cultivation on the improved sandy soils. The increase in the yields of oats was likewise very high and reached 6.8–17.2 quintals per hectare. Moreover, it was found, among other things, that the quality and structure of the grain were better and that the plants grew quicker.

As a result of waste "fertilising" the porosity of sandy soils has changed and their capacity to retain water has increased. These changes of a rather lasting nature are accompanied by a drop of soil acidity, which is an additional favourable factor allowing for the elimination of limiting of the soil which has been fertilised with large quantities of loam wastes. The success of these endeavours depends to a great extent on a thorough examination and identification of the properties of soils being improved.

This year and in the next few years experiments of this type will be carried on in more than fifty centres throughout Poland. Their purpose is to collect the necessary experience which will allow for a wider application of the new method of melioration of the light soils. At the same time this will be of benefit for the national economy as a whole as it will permit it to get rid of heaps of industrial wastes which are a nuisance and take up much space.

COMPLEX OF FACTORS

Naturally, the raising of fertility of light soils calls for an integrated approach, which would take into account a whole complex of other factors as well. Rational mechanical tillage and a correct crop rotation are among the most important measures which have been applied for years. Due to these efforts and through a considerable deepening on the thickness of the arable layer and increasing its humus content by adding crop residues or green manures, ploughed back green lupine or seradella, a substantial increase in crops on sandy soils is achieved. However, this method of improving sandy soils (by adding organic substances) and of increasing their water capacity does not produce lasting results. More lasting changes and an improvement of the properties of light soils resulting in much higher yields can be achieved only through the utilization of various waste waters for irrigation purposes. As experiments show, particularly valuable are the effluents of the foodstuffs and the pulp and paper industry which are rich in organic matter but, at the same time, most dangerous for rivers and lakes. This way of their utilisation not only produces immediate benefits for agriculture but also protects inland waters from increasing pollution.

Institute for Handicapped Children

THERE are three national institutions for welfare of handicapped children, namely, National Centre for the Blind, Dehra Dun, Training Centre for the Adult Deaf, Hyderabad and Model School for Mentally Deficient Children, New Delhi.

Facilities available at these institutions include vocational training for development purposes. Trainees whose parents have a combined income of less than Rs. 500 are given free board, lodging, clothes and tuition, while nominal fees are charged from other resident trainees.

There is a proposal for establishing schools for partially blind and deaf children at Dehra Dun and Hyderabad respectively and for enrolment of blind children in ordinary schools.

The National Centre for the Blind at Dehra Dun provides comprehensive facilities for education, including recreational reading materials. At the Centre there are a model school for blind children, training centre for the adult blind, a national library, a sheltered workshop, workshop for manufacture of Braille appliances, and a central Braille press.

The Model School accommodates about 70 blind children (boys as well as girls). About 150 blind men and 35 blind women between the ages of 18 and 40 years are given training in engineering and non-engineering occupations at the training centre for adult blind. Training is also given in Braille typewriting and music and to craft instructors from blind institutions. The library circulates Braille books free of postage to blind readers. The press publishes Braille literature chiefly in Hindi, in addition to a Hindi quarterly journal.

There is a two-year training course in engineering and non-engineering occupations for deaf boys between 16 to 25 years of age at the Training Centre at Hyderabad.

For mentally retarded children, general education, together with training in social skills and muscular coordination, is given at the Model School in New Delhi.

Cooperatives in Bulgaria

K. BOADJIV

IN Bulgaria, the merger of the Union Cooperative farms and the Central Cooperative Union (with which the Consumer Cooperative Store had already been affiliated) creates a single organisation which will control the production and sale of all farm produce in the country.

The Cooperative Movement in Bulgaria is 77 years old. It was in 1891 that the first Society was formed.

Rural cooperatives have a long tradition, though their recent development has been more rapid. Born in the fight against money-lenders, they began as self-aid credit institutions but gradually their functions expanded till they became general cooperatives for credit, consumer goods, sale of agricultural products and their marketing in processed form.

DEEP ROOTS IN THE SOIL

Towards the thirties these organizations directed their attention to the cooperative cultivation of the soil. There was little official encouragement. Even so, many of the consumer cooperatives set up producer department. On account of its democratic character the cooperative movement had taken deep roots in every section of the people even before the War. Every town and every village had some form of a cooperative society.

After the War, the movement developed on an unprecedented scale. The consumer cooperatives established themselves as the only commercial organizations in the rural districts. New ones came into being, and their membership increased. Their production capacities, equipment and marketing power greatly increased. They grew into the main purchasing organizations of all farm products, ensuring deliveries to the State.

NO EXPROPRIATION

With the cooperative organisation of agriculture and the consolidation of the cooperative forms, scattered small holdings were grouped into large and highly mechanised agricultural units ensuring far greater returns. There was no expropriation or nationalisation of property, because system of cooperative farming proved most adequate and appropriate to the conditions and traditions of rural life in Bulgaria.

The progress made by the cooperative farms led to the creation of a Union several years ago—the

First Congress of the Bulgarian Cooperative Farms. The event was preceded by the formation of district unions, which coordinated on a local basis the activities of the cooperative farmer, consumer cooperatives, and inter-cooperative producer enterprises, with a view to more rational use of labour and resources.

NEW STAGE AND NEW TASKS

The new Central Co-operative Union will now coordinate the experience and interests of the two separate unions, in conformity with the new stage of Bulgaria's economic development and the new tasks assigned to the cooperative organisations.

The cooperative farms, consumer cooperatives and inter-cooperative organisations will retain their autonomy, but their activities will be better coordinated. This is expected to result in higher productivity, more and cheaper goods, lower production costs and higher rates of profit—and better living standards for the rural population.

New Grain Storage Techniques

ONE of the latest grain storage techniques developed in Britain is the treatment of undried crops with Propionic acid. The method, which is relatively cheap, enables grain to be preserved in good condition, either on the floor or in unsealed bins, at over 25 per cent moisture content. The application rate depend on the moisture content of the grain.

In trials with all classes of farm livestock over the past three years, no ill-effects have been noted from the feeding of treated grain.

Propionic acid is produced naturally in the rumen of cattle by the breakdown of cellulose, and its use in small quantities as an additive has, they say, a slight but positive nutritional value.

AROUND THE STATES

MAHARASHTRA

SUBSIDY FOR WELLS AND PUMPING SETS

THE Government of Maharashtra have made a concession in the granting of loan and subsidy for construction of new wells. Whereas previously the command area to be cultivated by a new well was 3 acres, it has now been reduced to 2 acres. Accordingly, cultivators who grow any crop on an area not less than 2 acres of land under the command of the well for at least three consecutive years after completion of a new well, will be eligible to receive subsidy from the Land Mortgage Bank.

The above relaxation in minimum holding is also applicable to the scheme of pumping sets.

SHORT TERM LOANS FOR FERTILISERS

THE Government of Maharashtra have sanctioned an amount of Rs. 3 crore for payment of short term loans, in kind, to the cultivators both non-members and members (including defaulters) of cooperatives societies, for purchase of inputs like fertilisers and fertiliser mixtures. The loans would be granted for cultivation of hybrid and high-yielding food crops only. The loans, which will be recovered within six months after issue, will carry interest at the rate charged by co-operative societies to their members.

This amount has been placed at the disposals of the Director of Agriculture for further distribution to the cultivators in kind, through the Block Development officers. The amount of Rs. 50,000 has been kept as reserve with the Director for distribution on demand to the needy districts.

The State Government has received this amount as fertiliser taccavi from the Government of India for a period of six months.

BACHAT GRAM

THE Zodagaon village, in Pathri taluka, has been declared as *bachat gram* and debt-free village. The families of the village are regularly investing in the Small Savings Scheme.

PUNJAB

BID FOR BIGGER WHEAT YIELD

AN increase of five lakh tonnes in wheat production of the value of Rs. 40 crore, is envisaged in Punjab during the crash rabi campaign launched in October this year.

The area under high yielding variety of wheat, two years ago was only 1.3 lakh acres. Last year it rose to 16 lakh acres and in the ensuing Rabi season it is anticipated that this will go up to 26 lakh acres.

All types of fertilisers to be used during the Rabi campaign would be made available at the very door step of the farmers through a network of co-operative supplies depots. The fertilisers will be available both on credit and against cash. The State Government have made available 9.40 lakh tonnes of all types of fertilisers this year, as compared to 5.7 lakh tonnes supplied last year.

A fertilisers committee in each district consisting of the Deputy Commissioner as the Chairman, District Development and Panchayat Officer, District Agricultural Officer and the Assistant Registrar Co-operative Societies as official members and others have been constituted. The Committee will review from time to time the stock position of fertilisers and the officers concerned will ensure timely supply to the farmers. The Government have decided to meet the genuine credit requirements so that the programme does not suffer in any way. A substantial part of the total seed requirements would be met out of the stocks available with the farmers. The Agriculture Department have procured adequate quantity of seed to cover the balance requirement. Sale rates of wheat seeds have already been widely circulated by the District Agricultural officers.

Specific responsibilities of officers and officials at various levels from Deputy Commissioners of Village Level Workers, have been indicated for making the campaign a success. An action time schedule for the performance of various tasks has been drawn up for all responsible for this Crash Rabi Campaign.

A NEW HIGH

SMALL savings movement has touched a new high in Punjab State this year. A sum of Rs. 337.58 lakh have been invested in small savings during the period April-July this year. These collections are 23.44 per cent of the target of Rs. 7.50 crore fixed for the year 1968-69.

Hoshiarpur topped the list by contributing Rs. 63.12 lakh which is 90.17 per cent of the target fixed for this district.

Ludhiana and Sangrur districts rank second and third respectively.

It may be recalled that Punjab had contributed a sum of Rs. 39.82 crore during the Third Plan period as against Rs. 34 and Rs. 26 crore during the Second and First Plan respectively. Jullundur and Ropar districts were awarded a prize of Rs. 7 lakh and Rs. 5 lakh respectively for their best performance in small savings collections during the year 1967-68. This amount would be spent for development schemes in these districts. Hoshiarpur, Patiala and Sangrur were the districts which achieved more than 70 per cent of the targets fixed for their respective districts for small savings collections.

FARM MECHANISATION

A sum of Rs. 15 lakh would be given as subsidy to the cultivators in Punjab for the purchase of 9,000 seed-cum-fertiliser drills during the next Rabi sowing. The subsidy to be given will be on 50:50 basis. Supply of these drills have been arranged by the Government.

This scheme would give a fillip to the process of mechanisation which this State has been witnessing for the last few years.

The State Agricultural Department has allotted these 9,000 drills to the different districts for sale before the next Rabi crop. The district-wise allocation is : Ferozepore 1,175, Ludhiana 1,000, Amritsar 1,000, Sangrur 990, Bhatinda 900, Patiala 900, Gurdaspur 705, Jullundur 700, Hoshiarpur 700, Kapurthala 400 and Ropar 380 and 150 drills have been kept in reserve.

All the Deputy Commissioners have been asked to take steps for expeditious disposal of these drills.

FROM THE CENTRE

UPGRADING GRAM SEVAK TRAINING CENTRES

IN ORDER to improve the professional competence of Village Level Workers, 44 Gram Sevak Training Centres have been upgraded in different States upto the end of the last financial year. They are to impart one year higher training in agriculture and allied fields.

Twenty more Centres including 5 to be carried over from the last year, are proposed to be upgraded during 1968-69. They are supposed to cater to the higher training needs of a large number of VLWs.

NCDC's FINANCIAL ASSISTANCE

THE National Co-operative Development Corporation set up mainly to plan and promote programmes for the production, processing, marketing, storage, export and import of agricultural commodities through co-operative societies, also provides financial assistance to State Governments etc. for implementing schemes of co-operative agricultural marketing, processing, supplies and storage. During the year 1967-68 financial assistance to the tune of Rs. 8.97 crore was provided to the State Governments for this purpose. Of this amount Centrally aided plan schemes accounted for Rs. 5.90 crore while the Centrally sponsored schemes involved an assistance of Rs. 1.28 crore. The scheme-wise break-up of the financial assistance was : (a) co-opera-

tive credit Rs. 0.58 crore ; (b) co-operative marketing Rs. 0.93 crore ; (c) co-operative processing Rs. 1.17 crore ; (d) co-operative sugar factories Rs. 1.37 crore ; (e) co-operative godowns Rs. 1.15 crore ; (f) co-operative cold storages Rs. 0.22 crore and (g) additional departmental staff Rs. 0.38 crore. Under the Centrally sponsored scheme Rs. 69.00 lakh were provided for the establishment of export-oriented co-operative processing units and modernisation of rice mills. A subsidy of Rs. 10.07 lakh was sanctioned for distribution of consumer articles in rural areas through co-operatives. For special assistance to eastern States and Rajasthan, a sum of Rs. 48.63 lakh was provided for the development of agricultural co-operatives. Financial assistance was also provided under special schemes sponsored by the Corporation such as conventional rice mills, promotional and assessment cells, units for formulation of pesticides, fabrication of agricultural implements etc. An amount of Rs. 178.89 lakh was released to State Governments for these schemes.

HIGHEST YIELDS

A Kashmiri farmer obtained the highest paddy yield of 110.50 quintals per hectare so far on the national demonstration conducted on various major crops during 1967-68. The variety used was China-1039. Highest bajra used was 60.64 quintals per hectare obtained by a farmer of Sangrur district in the Punjab while the highest jowar yield was 85.16 quintals per hectare obtained by a farmer of Belgaum district in Mysore.

BOOK REVIEW

Studies in Indian Agriculture
Gilbert Etienne : Oxford University Press : PP. 343

A DISTINCT feature of this work is the pattern of presentation of problem : firstly, elucidation of the overall development of the State concerned : the economic framework, the Plans, and the administrative structure and, thereafter, a detailed examination of the impact of development plans at the village level.

Professor of Development Economics at the Graduate School of International Studies in Geneva, Mr. Etienne explains the factors involved after living in villages in Uttar Pradesh, Madras and Maharashtra. He is not a newcomer to the Indian scene, having made several visits earlier. This is, however, his first prolonged study with the village as the base of operations.

Professor Etienne works out his thesis for progress around the following factors which seem to him "decisive" : (1) the peasant's attitude to development ; (2) organisation of development from the three points of view, the peasant's, the administration's and the politician's ; and (3) the agricultural policy within the national planning process.

BASIC ELEMENTS

To adhere to the process of growth the peasant, according to Professor Etienne, would be dependent on three basic elements : the minimum economic holding, an enterprising spirit and caste, which is linked to the first two. He thinks that caste is a factor, since, in India, the size of holdings is

closely linked with caste and in most villages the "upper" castes usually own most of the land. Yet the rank of the caste is by no means an absolute criterion, since, as in the case of the Lodha-Rajputs and Kurmis in Uttar Pradesh villages in which Professor Etienne stayed, "lower" castes have been making headway.

It would be tempting to conclude, the author says, that social change, such as education and industrialisation, is a pre-requisite to development ; also that it should be a primary target of any planning policy. But where (he asks) are the "initial resources" to carry out social change in a poverty-stricken country like India ?

Professor Etienne contends that the history of world economy shows that development depends upon one elementary principle before anything else : *increased production. Side by side with or after this comes social progress ; especially so in under-developed countries where limited resources contrast with the high rate of population growth.*

LITERACY IRRELEVANT

It is on this ground that Professor Etienne discounts the value of large-scale school education programmes undertaken in India. According to him Europe had shown vigorous development with a relatively high proportion of illiteracy. In Great Britain it was not until 1880, after a century of tremendous progress, that primary schooling became compulsory and free. His point is also borne out by a contrary example. In the Philippines the rate of literacy by 1935 had risen to 50 per cent of the population, and between 1946 and 1961 had reached the level

of 64 per cent. Despite this, Professor Etienne feels, there is nothing spectacular about the Archipelago's economic progress as compared with other countries in South-East Asia where education is less widespread.

He finds new and persuasive proof of his contention in the attitude of the large number of *illiterate* persons whom, he met. They showed themselves to be perfectly open to modernised agricultural techniques.

The author enters a plea for concentrating on the immediate present rather than embarking upon a policy of long-term development.

Three basic assumptions are running themes in this book : (1) the scarcity of cadres whose training and talent are proportioned to the magnitude of the task ; (2) the scarcity of capital ; and (3) difficulties, which far exceed those in the West or in Japan and the Soviet Union, during their early stages of growth.

India is faced with a problem of far greater magnitude than what was faced by advanced nations during their periods of industrial development. Historically, the balance between population and resources in India began to be in danger during the British regime, *when population trebled without being accompanied by an equivalent increase in production.* Since 1951 the annual rate of population growth in India has been double that of Japan during the period 1890-1910. Even between 1910 and 1940 the Japanese rates did not exceed 1.5 per cent a year. Under these conditions any rise in per capita income become slow, unemployment increases and a great deal of

(Continued on page 24)

REMEMBERING NEHRU

(From page one)

Clearly, the case was to amend the logic, not to dehumanise man.

Neither Gandhi rejected the value of technology nor Nehru rejected the supremacy of man. But it would seem reasonable to think that Gandhi was less attracted by the romance of development than Nehru was.

INDIAN political and economic development, under Nehru, flowed from his long cherished conviction that India must fully take part in the technological revolution. Thus, taking advantage of the strong sense of nationalism, which was itself the outstanding fact of the Gandhi era, Nehru built a political organisation strongly biased towards metropolitan power (at the Centre and in the States) and the process was quickened (even extra-constitutionally) by the planning era.

While Nehru at no time rejected the primacy of people's sovereignty, his impatience for a technological solution of the "problem of India" led to the creation of a political and economic circumstance, wherein, this sovereignty had to contend with the claims of efficient government.

It is possible that this contending had started almost at the time of Partition, when the great exodus, the intransigence of the States and the Kashmir invasion called for both civil and military efficiency. But even more than this favourable circumstance for the ascendancy of the "efficient" idea, it was probably Nehru's consuming passion for modernising Indian economic and social organisation, that determined the kind of Constitution which was soon to follow. The formalisation of the people's rights was eminently an urban idea and the Constitution was a grand structure of institutionalised rights, privileges and immunities. Government was to be both parliamentary and extra-parliamentary. While the parliamentary institutions reflected Nehru's basic faith in the sovereignty of the people, the extra-parliamentary institutions reflected his bias for large-scale functioning consistent with his impatience for modernism.

THE technological bias inevitably implied the "macro" approach to the problem of poverty. Here was the difference between Gandhi and Nehru, not in goals but in the method. Whenever you are in doubt, said Gandhi, think of the poorest man in the land and ask yourself if he would benefit by what you are about to do. That is the "micro" approach. Nehru, without rejecting this, seemed to place greater emphasis on the other approach. His accent always was on integrated functioning, on ambitious, even "over-ambitious", planning.

It is not the purpose here to say whether this was right or wrong. What needs to be kept in mind is that this approach meant large scale organisation and this naturally led to the growing influence of the "elite" class of administrators and technologists.

Another consequence of this was that the already pronounced metropolitan bias got strengthened during the planning era, and centralism, symbolised by the authority of the federal and State governments, was further consolidated in favour of the Government in Delhi.

Thus, the mass idea slowly gave way to the elite idea. And there arose a concept of spheres of authority as between the political government and the permanent secretariat. This trend was implicit in the type of economic and social development that was attempted.

JAWAHARLAL NEHRU, while greatly facilitating this trend, was also trammelled by the logic of this trend away from the primacy of the people's sovereignty. That explains his enthusiasm first for Community Development and then for Panchayati Raj. Here was a conscious attempt to resolve the conflict between his instinct and his temperament.

Community Development and Panchayati Raj are the two outstanding ideas of the Nehru era to check the growth of elite rule and restore the sovereignty of the people.

Abraham Lincoln was credited with saying that Government should do only what the people could not do themselves. There is an attempt to equate this with Gandhi's views on economic organisation. Without getting involved in any controversy it should be easy to see that in the American context Lincoln's dictum would mean unbridled private enterprise and was postulated on big industry; whereas Gandhi both rejected the absolute merit of big industry and preached against acquisitive society.

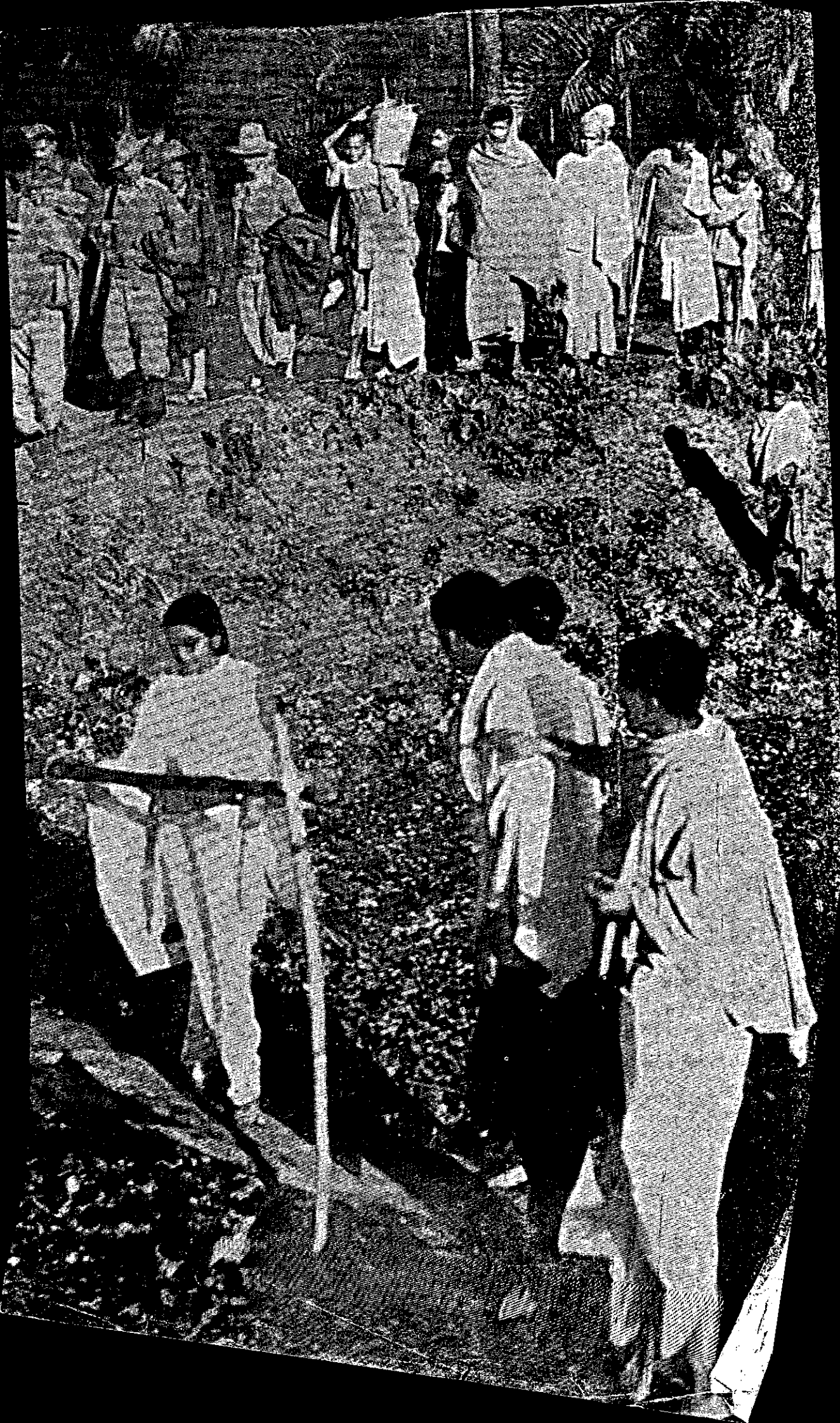
Without going so far as Lincoln did, it may be relevantly argued that the people can very often tackle their immediate problems more fruitfully on their own than a single authority can by dictating solutions for every situation; and more importantly, by delegating less and less of functions to a central organisation, the people can have more and more of real powers.

THE meaning of Community Development and Panchayati Raj is that Indian democracy is being retrieved, in the process, from the clutches of the elite class. In Panchayati Raj, the administration becomes incidental. In centralised structure, the administration is of crucial significance.

Jawaharlal Nehru, in fostering the idea of Community Development and Panchayati Raj, was restoring a certain balance in India's democratic structure, which, otherwise, was tending to become elite based. This was an attempt to reassert the mass idea which was getting swamped by development logic. In short, this was a conscious return to Gandhi.

If, in the Nehru era, the political idea was not completely lost in the bureaucratic idea, it was largely due to the personality of Jawaharlal Nehru himself. In the absence of that personality, there would always be the threat of democracy losing the race against efficiency, unless the people are constantly kept in the picture not only in development but also in decision-making.

Remembering Nehru would mean, in the first instance, the assertion of the political idea. And remembering him in this year of the Centenary of Mahatma Gandhi's birth would mean the transfer of power from the administrator to the people.



collapses if the organised part of it refuses to act for reasons of its own. In Gandhi's revolt, there are less chances of the revolt being let down, because the organisation is less important than the people. That is the meaning of both non-cooperation and its more active foil, civil disobedience—a weapon eminently democratic and universally valid and applicable.

IN economics, centralism inevitably degenerates into expert exercise in which the people have little place and less say—a perfect setting for the ascendancy of elite oligarchy. It is important, therefore, to create an awareness of this incipient despotism. Without this awareness the people will lose the battle every time; and there is always the chance and almost always the fact of the client people being outsmarted by the elite with slogans of efficiency, stability, nationalism and other romantic themes of transient popular appeal. And so, for Gandhi, remedying the causes of poverty and squalor is inseparable from public understanding of and participation in the processes of amelioration. Neither efficiency nor even honesty can be sufficient excuse for denial of the right of the people to govern or misgovern. This is the logic of his saying that he would prefer anarchy to unwanted government.

Gandhi had no doubt that in the absence of mass awareness and mass participation, even a well-meant socialised sector would inevitably become a bureaucratic sector, with all its jargons of returns, economic operation, growth rate and the rest. Wiping every tear from every eye is seldom done by such "expertise". Gandhi was not against efficiency. But certainly he was for subordinating efficiency to people's needs; whereas quite frequently it is being accepted as an end in itself. Otherwise we would not be hearing of a *glut* in cement and steel when the vast masses of our country are without houses, hospitals and schools and of a *shortage* of nurses when so many of our young men and women are groping for a worth-while purpose. Planning as an *efficiency* concept is not able to come to terms with planning as a *people's* concept.

In this Centenary year, Gandhi is bound to be an unpleasant memory for those who seek to reduce planning from a people's movement to an exercise in "projections" and "perspectives" by a few experts. The "efficient" idea was bound to result in compromises with urban ostentation and vulgar pampering of the strategically-placed sections constituting an unproductive, parasitic minority. It should be clear, therefore, that if the urban middle class clamours for more than what the bulk of the Indian people are not likely to get even in decades to come, they must relate their clamour to the larger movement of mass struggles in the villages.

Gandhi had no particular quarrel with the urban idea. His views on self-contained village republics based on cottage industry and simplified basic education are part of an integrated philosophy rooted in the sovereignty of the people. One may not agree with the details of his philosophy, but the philosophy itself compels the attention of every democrat and socialist.

THE Gandhi idea, in essence, in politics or economics, is completest democracy and denial of authoritarianism. Much mischief is done by emphasising his trusteeship theory as the core of his economic philosophy whereas it properly belongs to his political philosophy of change of heart. In economic matters he was clear. He did not want to leave the economy of the nation in the hands of "trustees", but in the control of society as a whole. For, if he rejected organisation as tyrannical, he also rejected individual benevolence as irrelevant, if it cannot be related to social purpose.

There is so much talk of his emphasis on the means. If Gandhi said he was more concerned with the means than with the ends, it was not because the ends were not important, but because he was convinced that his means would lead to the ends he had in mind. And the ends, for Gandhi, always were the people, the people and the people. The end was not well-being but much more than that. In short, the end was the beginning, the idea, the whole idea and nothing but the idea.

THAT such a man is being reduced to formal, even ceremonial remembrance in which authority in every country seems to be the central participant is a tragedy not our own, nor that of our times. Such has been history everywhere. But if India has any contribution to make which others cannot in this year of the Centenary, it is that she should not merely manage the Mahatma; she should comprehend him and her people must assert the idea that was Gandhi.



GRAM SEVIKAS LEARNING THE USE OF FLANNELGRAPH FOR COMMUNICATING ANP IDEAS TO VILLAGERS

*“ the best that man has
to give is, so far, very little.”*

U THANT



*A YOUNG ANP BENEFICIARY RELISHING THE
TOMATO GROWN IN THE SCHOOL GARDEN*

*“The world has the means . . .
. . . Does it have the will ?”*

HENRY R. LABOUISSÉ