CHAPTER = I

A BRIEF RETROSPECT OF AGRICULTURAL DEVELOPMENT
+++++++++++++++++++++++ IN INDIA ++++++++
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A BRIEF RETROSPECT OF AGRICULTURAL DEVELOPMENT IN INDIA.

AGRICULTURAL DEVELOPMENT IN ANCIENT PERIOD (FROM VEDIC PERIOD TO 12TH CENTURY A.D.)

VEDIC PERIOD: - The history of civilisation in this country is a history of agricultural development which has been most closely related with the occupation of agriculture and animal husbandry. Prior to Vedic period, the socio-economic structure of Indus-Velley civilisation was based on agriculture which was the mainstay of people. Wheat, barley, cotton, oilseeds and fruit crops...
The farmers were generally conversant with the techniques of improved agriculture. Food grains were stored in huge warehouses, properly. Animal husbandry was also a developed occupation during the Vedic period. Cattle and buffaloes were used for milk and agricultural operations.

Both, agriculture and animal husbandry were regarded as 'sine qua non' for a strong economic base. The most developed techniques of agriculture, then known, were followed by the farmers and adequate production inputs i.e., manures, better seeds, agricultural implements and irrigation etc. were used by them. Cow had attained a place of paramount importance in the society and was treated as a sacred animal. Bullock power was generally used for agricultural operations. Horizontal division of labour was prevalent in the village economy which was regulated by the village institutions at the village level. Different occupations were undertaken by the people according to their capacity and skills which were, later on, developed as a rigid pattern of caste system. The village economy was autonomous, self-sufficient.

1- Satyaketa Vidya Shankar, History of Ancient India (Hindi)
Mourya Period—In the Mourya period, too, agriculture was the main occupation of the people. The improved agricultural methods were adopted by the farmers. Adequate irrigation facilities were available and double crops were grown on considerable area of land. In addition to irrigation facilities, satisfactory rainfall was usually recorded and the conditions of drought, famine or scarcity were never reported. Seeds were generally, treated against various diseases with the methods, then known. Fecundity of land was maintained with the use of adequate organic manures i.e. cattle dung, boans, ash etc. Fields were ploughed for several times with the help of bullock power before sowing and cultural practices were carried out at frequent intervals. Even when the furious battles took place, agriculture was never put to destruction and cultivators were left free to do their occupation. The occupation of animal husbandry was done at business level.

It was for the first time when the state realised its responsibility to tackle the problems of agriculture at the state level and to provide


4-Mewarthanas, as quoted by Vidyalankar, op.cit. p. 405.
5-Ibid.
favourable economic climate for the development of agriculture and animal husbandry. The posts of "Sheetalsadhaksha" (Director of Agriculture) and "Gadhyaksha" (Director of Animal Husbandry) were created in order to look after agriculture and animal husbandry. This, highly developed system of agriculture remained flourished during the Gupta period and Harsha period.

B:

Sultanat and Mugal Period:

During the Sultanat period, no considerable progress in agricultural development was achieved. On the other hand, a sharp deterioration in the status of the farmers took place owing to the prejudiced policies of the haughty Sultans who paralysed the agriculture and exploited the cultivators. The socio-economic organisation of the villages was jeopardised and the farmers were leading a life of austerity and pauperism.

7- Ibid., p.90.
8- Pah-Ran, quoted by Vidyamalikar, op.cit. PP.345-46.
During the Mugal period, Akabar took interest in the improvement of the economic conditions of the farmers. He adopted, comparatively liberal policies and appointed Patwaries and Kanongos to maintain the land records. It was for the first time when statistics were collected on various aspects of rural areas and a census of population was held which enumerated the population at sixteen crores. Agriculture was carried on in much the same manner as today. The majority of people depended on agriculture for their livelihood. The production of food grains was more than sufficient and there was no shortage of food supply even in the time of scarcity.

During the reign of Aurangjeb, agriculture was adversely affected by his inefficient administration. The economic conditions of the peasants, labourers and menial servants deteriorated. A number of famines were recorded during the reign of ShaheJahan and Aurangjeb and notwithstanding that the various relief measures were taken, people suffered. 

11-P. Fehni, Travels in Mugal Empire, Edited by Constable and Smith, 1697, quoted by Gupta, op.cit., P.50.
measures were taken by the emperors, the famine problem remained unsolved.12

C:

British Period:- Under British rule, the economic, social and political status of India deteriorated progressively and no attention was paid to rejuvenate her vigour.13 The history of British India is a history of pauperism, exploitation and demoralisation of masses.14

12- Shrivastava, op.cit.,p.561.

13- cf. "It is an exhausting drain upon the resources of the country (India), the issue of which is replaced by no reflex; it is an extraction of life blood from the veins of the industry to which no subsequent introduction of nourishment is furnished to restore." Remarked J.S. Mill, History of India Vol.VI.P.671, quoted by Dadabhi Naoroji, Poverty and UnBritish rule in India (Delhi: Publications Division, Ministry of Information and Broadcasting, 1962), p.iv.

14- cf. "The present system of government (British government) is destructive and despotic to the Indians and unBritish and suicidal to Britain." Remarked Dadabhi Naoroji, Ibid.P.ii.
The main concern of British government was to stabilise British rule in India and to squeeze her trade and commerce in order to acquire maximum pecuniary gain. He farmers were leading a sub-marginal life. Agriculture was treated as a secondary affair and was almost neglected. Being the residents of an industry oriented country, British rulers were not agriculture minded. It was only when the out-break of devastating famines took place in the last quarter of nineteenth century that the British government appointed a series of famine commissions to appease the people and to localise the mass dissatisfaction.

15- cf. "India was the pivot of our empire. If this empire lost any other part of its dominion, we could survive, but if we lost India, the sun of our empire would be set." Lord Curzon, Times, London; dated 2-12-1906.

Cf. "That the retention of our Eastern empire (India) is essential to the greatness and the prosperity of United Kingdom." Lord Roberts, Times, London; dated 29-7-1907.

16-Lowest possible standard of living.

suggested by the famine commissions were not implemented. 18

Although the farmers were conversant with the improved techniques i.e. crop rotation, mixed crops, cultural practices (Weeding practices), methods of water lifting etc. and they were more efficient and more industrious than the farmers of England but they were facing a serious pandemonium for want of favourable economic climate and impetus. 19

The famine commission of 1880 made a thorough enquiry into the problems and suggested the following measures:

a- Revival of the Department of Agriculture.
b- Establishment of Agricultural Departments in Provinces.
c- Distribution of loans to the farmers by the government.
d- Appointment of judges to inquire into the cases of rural debt.

In 1889, Dr. J.A. Voelker consulting Chemist to the Royal Agricultural Society was sent out by the Secretary of States to India to advise upon the "Best course to be adopted in order to apply the teachings of agricultural chemistry to Indian agriculture, and to effect improvements in it."

He suggested various measures:

18- Memoria, op. cit. p. 56.
19- Dr. A. Voelker, quoted by Gupta, op. cit. p. 51.
20- Dr. J.A. Voelker, quoted by Memoria, op. cit. p. 56.
measures for the development of agriculture i.e. extension of general and agricultural education, extension of irrigation facilities, Taccavi loans, agricultural research, supply of improved seeds and implements etc.

In 1901 an Inspector General of agriculture, a Mycologist and in 1905 a Entomologist were appointed. Mr. Henry Philips of Chicago donated a handsome amount of money to Lord Curzon for scientific research. With this donation Pusa Research Institute in Bihar was established. Later on, the post of Inspector General was abolished and was replaced by the Director of Agricultural Research Institute, Pusa who was also the agricultural adviser to the government of India till 1929.

The famine commission of 1901 pointed out the necessity of agricultural departments in each province which were established by 1905. The Indian agricultural service was constituted in 1906. Under constitutional reforms of 1919, agriculture was transferred to provincial governments. But expenditure from central revenues on provincial subjects except on agricultural research and on the training of the research workers in central institute was not permitted. This policy created chaotic conditions in the provinces and no successful programme of agricultural development could be launched by the provincial governments.
In 1926, Royal Commission on Agriculture was appointed under the chairmanship of Lord Linlithgow. The commission investigated into the measures to be adopted for the improvement of agriculture, transport and marketing facilities, system of agricultural credit and factors affecting the rural prosperity and welfare. After the report of Royal Commission, the Imperial Council of Agricultural Research was established in 1927 to promote agricultural research throughout India. The government gave an annual grant of ₹7.25 lakhs. The council sponsored various schemes such as rice and sugar technology, breeding, drug farming research, agricultural marketing, manurial research, locust research, potato breeding and animal husbandry. The recommendations of Royal Commission were the important landmark in the history of agricultural development, but the recommendations were not implemented due to lack of "Spontaneous desire for the betterment and the will to exert for it among the masses." 21

In 1935, the Agricultural Credit Department under the Reserve Bank of India was established to study all the questions relating to agricultural credit. With the announcement of 1955 Act, the provincial governments received a grant of ₹ one crore for the betterment of village

life. This was to be done through the development blocks. The Congress Ministry in 1957 decided to launch a rural reconstruction programme but the progress was far from satisfactory due to the shortage of funds and non-co-operation from the central government.

In 1956, Sir John Russel and Dr. N.C. Wright evaluated the progress of the Imperial Council of Agricultural Research and emphasised that agriculture was a mode of life rather than an industry. The report suggested useful measures to propagate the results of research without delay. The period from 1929 to 1939 was a period of general depression which retarded the progress to a great extent and agricultural development remained stagnant. In 1942 with the out-break of second world war, the agricultural policy of the government was concentrated on the food problem, with the result that the 'Grow More Food Campaign' was launched. The out-break of the famine of 1942 in Bengal aggravated the problem of food supply. The grow more food campaign was carried out by the provincial governments which provided adequate supply of improved seeds, fertilisers, irrigation facilities to the farmers. In 1947, the food self-sufficiency drive was launched on the basis of the recommendations of second food grains committee under the chairmanship of Sir Purushottamdas Chakurdas. Unfortunately, both the drives could not meet the agricultural problems for want of proper planning, adequate funds and
efficient administration. Dr. Douglas Emsminger has observed that:

"The Grow More Food Enquiry Committee cited in its final report several reasons for the failure of its campaign. One was ineffective administration but a more important reason was the failure to enlist the cooperation of the villagers. The people involved in the campaign were unable to convince the cultivators the urgent need for growing more food and hence were unable to persuade them to alter their traditional methods of cultivation." 22

After independence, the Grow More Food campaign was included in Five Year Plans. Besides these official attempts, some non-official attempts were also made by the reformers and several associations i.e. Savimbaranath Courge, Mahatma Gandhi, Servents of Indian Society, Aarsha Seva Sangh, Kisan Sabha, Christian Mission, Firma Development Scheme in Madras, Etawah Pilot Project in U.P., Dr. Jethu's Project at Karthandam, Binova Bhave's Sarvoudya etc.

Dr.

Agricultural Development Through Five Year Plans :-

On the eve of independence, India confronted with multifarious problems such as economic stagnation, problem of reconstruction and rehabilitation, mass poverty, diseases, ignorance and social disintegration. To meet these problems, a diagonal attack was considered a major desideratum. Hence a planning commission under the chairmanship of Jawaharlal Nehru was established in March 1950. The proposed outline of the first Five Year Plan was published in July 1951 and the final draft was published in December 1952.

First Five Year Plan:

The central objective of economic planning was "To raise the standard of living of the people and to open to them the opportunities for a richer and more varied life." The principle of mixed economy was recognised feasible to achieve these goals under the prevalent conditions. Both the sectors—Public and Private—

Prior to First Five Year Plan various economic plans were prepared i.e. planned economy for India, 1954 by Sir M. Visveswaraya; Bombay plan of ten thousand crores; People's plan of fifteen thousand crores by M.N. Rai for ten years; Ganjamian plan of 33,500 crores by M.N. Agrawal for 11 years; Economic plan by Government of India in 1944.

First Five Year Plan, Planning Commission of India (Delhi: Publications Division, Ministry of Information and Broadcasting, Government of India, 1952), p. 11.
were supposed to co-operate each other within their own framework. The First Five Year Plan documented the significance of agricultural development and stated that:

"Land is the country's most valuable asset. It gives employment to the bulk of the people and is the main source of some national income. Measures to improve and modernise agriculture must, therefore, occupy a chief place in any scheme of economic development." 25

The main objective of the First Five Year plan was to transform the traditional outlook of the peasants and to change the village environment in order to create a favourable economic climate for the modernisation of agriculture. The plan visualised for the increased production and equitable distribution which was later termed as "Socialist pattern of society", comprising of the principles of democracy and socialism. The land policy received an important place which included the problems of intermediaries, large owners, small and medium owners, tenants, landless labourers etc.

An amount of 3,360 crores was allocated for the development of agriculture out of the total plan outlay of 3,206 crores in public sector. The actual expenditure during the First Five Year plan amounted

25-First Five Year Plan, op. cit., p. 77.
to 31,960 crores in public sector including an expenditure of 291 crores on agriculture. The targets of additional agricultural production were fixed at 7.6 million tonnes of food grains, 1.26 million bales of cotton, 2 million bales of jute, 0.7 million tonnes of sugar-cane, and 0.4 million tonnes of oilseeds. To achieve these targets, attention was concentrated on various measures i.e. major and minor irrigation works; land reclamation and development; manures and fertilisers; improved seeds etc. The Community Development service and National extension programmes were launched for the uplift of rural communities.

To sum up, the First Five Year plan was a compilation of various schemes of states and central government. As a matter of fact, it was not a plan in the sense that the objectives and principles of the plan were not clear for want of experience. Moreover, the financial provisions made for the various schemes were barely inadequate in comparison to the needs of the country.

The First Five Year Plan was an introduction to the economic planning to provide a strong base for the long term development of national economy. The targets of agricultural production were achieved and the prices of food grains went down to a considerable extent. The index number of wholesale prices of food grains which was 111.4 at the beginning of the First Five Year plan was reduced to 83.7 in June 1956-57.
In the Second Five Year plan, industrial development received the top priority as the agricultural production was satisfactory and the prices of food grains were going decreasing. The total expenditure during the Second Five Year plan amounted to 4,600 crores in public sector including the expenditure of 650 crores on agriculture and Community development.

The main objective of the Second Five Year plan was to establish a 'Socialist pattern of Society' in order to ensure the fruits of the planning to the less privileged section of society. The plan envisaged that:

"The basic criterion for determining lines of advance must not be private profit, but social gain and that the pattern of development and the structure of socio-economic relations should be so planned that they result not only in appreciable increase in national income and employment but also in greater equality in incomes and wealth." 27

The targets of agricultural production were fixed at 60.4 million tonnes of food grains, 7.6 million tonnes of oilseeds, 27.6 million tonnes of sugar-cane Gur, 7.6 million bales of cotton, and 7.2 million bales of jute.

27-Planning Commission, Second Five Year Plan (Delhi : Planning Commission of India, Government of India), P.5.
The targets remained unachieved as the production of food grains remained at the level of 76 million tonnes instead of 80.5 million tonnes. Acute shortage of food grains was experienced due to two bad crop years i.e. 1957-58 and 1959-60. A team of American experts was invited in 1959 to examine the causes of food crisis and to suggest measures to meet it. The team suggested for an intensive agricultural development programme which was launched at the end of the Second Five Year plan.

During the period of the Second Five Year Plan, too, no considerable work was done regarding agricultural research which was still administrative in nature rather than innovative. Whatever increase in the production of food grains was achieved, that was only due to the extensive agricultural measures. The modern techniques of agricultural development were not yet developed. The Community Development programme and co-operative movement covered a considerable area but their benefits did not reach those to whom they were aimed at.

Third Five Year Plan:

In the Third Five Year Plan, agriculture again received top priority as the country was suffering from the impending food shortage. Moreover, the population was increasing at a faster rate than it was expected. It was for the first time when an intensive approach was adopted and concerted efforts were being made to meet the food crisis.
Adequate outlay of $1,200 crores was provided for agricultural programmes out of total outlay of $7,500 crores in public sector. Adequate supply of fertilisers, credit, improved seeds was provided and efforts were being made to strengthen the work of Community Development, Co-operative movement and other departments concerned with agriculture. The credit was linked with production and marketing.

The programme for increased agricultural production included minor irrigation, soil conservation, dry farming and land reclamation, supply of fertilisers and manures, seed multiplication and distribution, plant protection, better ploughs and implements, and adoption of scientific agricultural practices. 28

The targets of agricultural production were fixed at 100 million tonnes of food grains, 9.8 million tonnes of oilseeds, 10 million tonnes of sugar-cane Gur, 7 million bales of cotton, and 6.2 million bales of jute.

Unfortunately, the Third Five Year plan resulted in failure as the targets of agricultural production could not be achieved which were expected of it. The economy of the country was distorted due to Indo-China and Indo-Pak conflict and the situation was further aggravated with the outbreak of severe drought conditions.

28 Third Five Year Plan, op. cit. p. 10.
in 1965-66 throughout the whole country. Meanwhile, two prime ministers departed from us. The economic structure of the country was so much adversely affected that the Fourth Five Year plan could not take place at its due date. In the first year of the third Five Year plan, the food production was 91 million tonnes which decreased in subsequent years and remained at 72 million tonnes — much less than the food production in second Five Year plan. Consequently, the prices of food grains went extremely high. To meet the economic problems, India had to devalue her currency which was not a right step.

Fourth Five Year Plan:

Due to the failure of the Third Five Year plan, India could not launch the Fourth Five Year plan at its due date, which made a provision of total outlay of Rs 2,750 crores in public and private sectors, including an outlay of Rs 2,410 crores on agriculture, community development and co-operation. The target of food production was fixed at 120 million tonnes. 29

After two drought years (1965-66 and 1966-67), the production of food grains showed a little increase due to favourable weather conditions.

which has been termed as 'Green Revolution' by some optimists. After enjoying the three planning holidays, the new Fourth Five Year plan has been introduced in April 1969, with a total outlay of 24,202 crores. The plan has been formulated in the light of past experience in various fields of development. The intensive agricultural programmes received an important place in the Fourth Five Year plan. A provision of 4,017 crores has been made for agriculture, community development and co-operation. The target of food production has been fixed at 127 million tonnes.

Regarding agricultural development, the Fourth Five Year Plan has two main objectives. The first objective is to create conditions necessary for a sustained increase of about 2 per cent per annum over the next decade. The second objective is to enable as large a section of the rural population as possible to participate in development and share its benefits.

The strategy of production included the following elements:

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50-Planning Commission, Fourth Five Year Plan 1969-70 to 1974-75 (Dehi: Government of India), p. 120.

51-Ibid., p. 121.
1- Co-ordinated research of all important crops.,
2- Expansion of irrigation facilities and reorientation of irrigation practices.;
3- Proper utilisation of existing irrigation potential.,
4- Expansion of the supply of the production inputs.,
5- Use of new seed varieties in case of cereals.,
6- Intensive efforts in selected areas to raise the yield of commercial crops.,
7- Measures to increase the intensity of cropping., and
8- Improvement in agricultural marketing and the assurance of minimum prices.

Community Development Programme: -
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Origin of the Programme: The idea of community development was evolved in this century. Although some social works were started in nineteenth century but they were not systematic, planned, comprehensive, well organised and permanent. In America the idea of community feeling and community activities was originated due to war. During the two world wars, many American citizens undertook various activities of community organisation. After first world war, some enthusiastic young people rendered their services to

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the adversely affected areas but this enthusiasm was instantaneous and faded away very soon. Any how this feeling of community building gave momentum to community activities after second world war. The professional social scientists took deep interest in the study of community structure, and the dilettante approach was replaced by professional approach.

The idea of community mobilisation emerged out of community feeling. Co-ordinated and planned efforts were being made to avert the malady in social relationships. The objectives and principles of community action were framed to strengthen its ideology and techniques. The programme of community action was implemented in two ways viz. 1—Attempts to develop machinery for comprehensive community mobilisation, co-ordination and planning; and 2—more restricted attempts to apply the philosophy, principles and techniques of community organisation in the accomplishment of objectives in a single area of community life such as health, education etc.

In different countries, different terms were used to express the idea of community development, i.e. social organisation, social work, community organisation, community action, community development, social welfare, community welfare, rural development, rural reconstruction, village welfare etc. These terms or nomenclature are so
close in meaning that a clear-cut demarcation of each term is not possible. However, the terms can be divided into two segments viz. community organisation and community development.

Qualitative changes expressed in attitudes and relationships which add to human dignity, is the main objective of community development while in community organisation, more attention has been focused on the needs of people and the provision of meeting these needs. Community development programmes strive for the economic, social and moral development while community organisation refers to the material well-being of people.

The term community organisation was generally accepted in advance countries because the problem of reorganisation of community was more important to them than the necessity of development. The term community development was used in developing countries in the decade ending 1950 to describe the comprehensive method of raising the standard of living of the people of rural areas. The government helped and guided the programme through the governmental and non-governmental organisations. The work carried out under such programmes, covered multifarious activities regarding the betterment of rural communities.

The community development programme was launched in the developing countries of Asia and Africa.

In Ghana, the idea of community development was developed
after Second World War, citizens after war felt the
earnest necessity of education. Hence a programme of mass
education was launched. The programme of community development
was devised on the basis of the following principles:-
1-Principle of self-help., 2-The initiative should come
from the side of people and nothing should be imposed on
them., 3-There must be a process of stimulation by the
community development programme to break down apathy and
to show the people that what they want can be provided
if they are prepared to listen to new ideas.

In Iran, three programmes were going under the name of
community development. In Egypt, where the government
centralisation is very strong, the programme was sponsored
as paternalistic and not very well co-ordinated.

In U.K. and U.S.A. community development
programme remained as technique rather than a movement
because the community development programme in these
countries touched only a particular problem of a section
or a group of people. In other countries like India, Ghana,
Phillipines, Jamaica etc., the programme became a movement
as it tackled multifarious problems of rural area.33

To sum up, community development is a method by which the

people of rural communities can raise their standard of living and can improve their socio-economic conditions. The main objective of community development is not merely to provide food and clothing to the people but the most important aim is to change the traditional outlook of the people and to make them progressive in doing the things. Hence community development is an end as well as a means.

Community Development in India.

Before independence, various attempts at rural development resulted in failure because the efforts were not co-ordinated and comprehensive. A number of development departments of the government approached the villagers, each from the aspect of its own work, which often confused the mind of village people.\(^5\)

At the time of independence, India had to encounter against the triple enemies i.e. poverty, disease, and ignorance, specially in rural areas. With a view to exterminate these problems, the planning commission envisaged community development programme including National Extension Service scheme for the development of rural areas. The programme was launched on 2nd October 1952. The First Five Year plan defined the community development programme as:

"The method and the rural extension agency as the agency, through which the five year plan seeks to initiate a process of transforming the social economic life of the village."

**Basic Principles:**

1. The motive for improvement should come from the villagers themselves.

2. The unutilised energy lying dormant should be harnessed through constructive work and the farmers should not only work for themselves but also work for the benefit of the community.

3. The programme at village level should be carried out through the village institutions.

**Objectives:**

The main objective of the community development programme was to promote the multi-sided development of villages including economic, social, political, cultural and moral. The programme aimed at:

1. To develop a spirit of community life among the people by promoting co-operation and mutual sharing of responsibility for the village welfare.

2. To make the village self-sufficient in the primary needs of life such as food, clothing and shelter.

3. To develop self-reliance and initiative in the community.

*[First Five Year Plan, op. cit.* 102]
so that the people are able to manage and run their affairs themselves.

Main Activities:-

Agriculture: Land reclamation; Development of irrigation facilities such as canals, wells, tanks, tube-wells, lift etc.; Supply of improved seeds, implements, fertilisers etc.; Improved agricultural techniques;

Marketing.

Animal Husbandry: Veterinary aid; Breeding centres; Inoculation; castration.

Supply of credit through Co-operative Societies.

Health and sanitation: Pure drinking water supply; provision for proper drainage; Preventive and curative measures.

Transport and communication: Building of village roads and approach roads.

Education and social education: Adult literacy;

Recreational and cultural activities;

Village fairs; Community centres; Training of village leaders.

Development of village industries.

Women welfare work.

In 1953, the National Extension Service scheme was also launched with the same objectives of community development programme. The initial stage of
community development as termed as National Extension service stage. Hence the only difference between the two is that the community development programme is more intensive in character and incorporates considerable expenditure on various activities. The National Extension Service scheme was mainly based on two principles viz. 1- to help people to discover what their problems are, and 2- to assist people finding ways in which things may be brought out to improve conditions. Hence the Community Projects and the National Extension Service scheme have become related phases of a single programme. Before 1958, the programme was carried out in three stages viz. National Extension Service stage; Community Project stage; and most intensive stage. But after 1958, a provision for an automatic conversion of National Extension Service Blocks in the Community Development Blocks was made.

Organisation of Community Development:

At the central level, the central committee consisting of the members of planning commission guides the programme in policy matters. There is a Chief Executive Officer with a committee consisting of the nominees of various ministries of the government of India. At the state level, the planning boards and state planning committees have been set up to co-ordinate the activities of various departments. The state planning committees prepare a composite plan for the state and prepare progress...
reports regarding the achievements. The committee has to work under the control of Chief Minister with the help of Development Commissioner who acts as its Secretary. At District level, District Planning Committee under the control of District Officers is responsible for the preparation of district plan. The District Planning Officer is assisted by the four technical officers of agriculture, animal husbandry, co-operation and engineering.

At Block level, Block Advisory Committees prepare plan for the block. The Block Development Officer provides leadership to the programme, who is assisted by the Extension Officers and the village level workers. For every five to ten villages, one village level worker has been provided.

In five year plans, adequate outlay has been spent on the implementation of the programme. Under first Five Year plan, an amount of ₹90 crores was earmarked for Community Development and National Extension Service programmes, of which actual expenditure remained at ₹45.98 crores along with people's participation of ₹25.1 crores. During the first Five Year plan, 1200 Development Blocks were

36 - The post of Block Development Officer was abolished in Madhya Pradesh on 31st March 1966. The government did not replace it with any other similar post till 1970. At present, development assistants have been posted in each development block to provide leadership to the programme at block level.
taken up 900 under community project scheme and 900 under national extension service scheme.

In Second Five Year plan, an outlay of 200 crores was earmarked for Community Development and National Extension Service programmes, of which an amount of 100 crores was spent. The programme covered 3,100 development blocks of which 500 development blocks entered the second stage of Community Development. During the Second Five Year plan, three important changes occurred in Community Development programme namely: 1-The National Extension Service and Community Development were treated as related phases of the programme and the automatic conversion of Extension blocks into Community Project Blocks was facilitated; 2-The introduction of Panchayti Raj offered new opportunities for democratic decentralisation; The village co-operatives and village Panchayats were regarded as most effective institutions for the establishment of village democracy; 3-The development blocks were treated as the unit of planning and development along with the district.

During the Third Five Year plan, Community Development programme was treated as agricultural extension agency since agriculture received top priority. The main concern of the programme was to increase agricultural production by mobilising effectively the resources of the rural community. In the village production plan the programme included all the factors of agricultural production.
viz. utilisation of irrigation facilities; supply of fertilisers, green manure seeds, improved variety seeds, improved agricultural implements; improved agricultural practices such as soil conservation, contour bunding, dry farming, plant protection, land reclamation etc.; increase in the area of double cropping; animal husbandry; development of poultry, fishery and piscary. In the Third Five Year Plan, a provision of 4.76 crores was made for the Community development programme of which an amount of 267.22 crores was actually spent. The programme covered all the villages at the end of the Third Five Year Plan.

**Table I**

**TOTAL OUTLAY ON COMMUNITY DEVELOPMENT PROGRAMME AND PEOPLE'S CONTRIBUTION DURING THE PERIOD OF 18 YEARS.**

<table>
<thead>
<tr>
<th>Period</th>
<th>Expenditure (in crores)</th>
<th>People's Contribution (in crores)</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Five Year Plan</td>
<td>45.98</td>
<td>29.1</td>
</tr>
<tr>
<td>Second Five Year Plan</td>
<td>187.12</td>
<td>77.5</td>
</tr>
<tr>
<td>Third Five Year Plan</td>
<td>267.22</td>
<td>45.9</td>
</tr>
<tr>
<td>1960-67</td>
<td>40.99</td>
<td>4.7</td>
</tr>
<tr>
<td>1967-68</td>
<td>20.06</td>
<td>2.4</td>
</tr>
<tr>
<td>1968-69</td>
<td>31.10</td>
<td>2.2</td>
</tr>
</tbody>
</table>

*Table - Figures adapted from India 1963, compiled by Research and Reference Division (New Delhi: Publication Division, Ministry of Information and Broadcasting), P.258.*
On 21st January 1971, there were 5260 development blocks in the country of which 700 blocks entered stage I, 2500 blocks stage II and 2068 post stage II and phase.

Comments on Community Development Programme:

1-Spread of Benefits: The scarce resources have been spread out so thinly that only the strong members of the villages have been benefited most. Shri S.K. Dey, the then Minister for Community Development and Co-operation has observed that:

"Being in acute shortage, our resources have naturally to be spread out very thinly. And when you spread out these so thinly, it is inevitable that the stronger members of the community and those who press the extension organisation are benefited most from the financial, material and technical help made available."

About 25 to 30 per cent of the people have been benefited by the Community Development programme but the less privileged class of village community to whom the programme was virtually meant for, has not received the fruits of the programme. This is most vulnerable part of the critics. Both horizontal and vertical disparities

between and within the villages, cultivators and other classes have been a major limiting factor to the success of the programme. Within blocks, there have been disparities between accessible and remote villages; within villages, there have been disparities between cultivators and landless labourers, and among cultivators, large farmers have received major part of benefits. The principle of social justice and equity has been absolutely neglected.

2. Adoption of Improved Agricultural Practices:

The programme miserably failed in educating the farmers in improved agricultural practices and neglected some essential activities such as soil conservation; consolidation of holdings etc. The farmers concentrated their attention on the use of the fertilisers only. The organic manural resources were not developed; the irrigation facilities were not increased; and the marketing system was not reorganised to meet the emerging needs of marketing.

3. Village Institutions:

The performance of the village institutions i.e., village co-operatives and village Panchayat has been far from satisfactory. The village co-operative societies have created more problems than they have solved regarding credit advancement to the needy farmers.

No visible work has been done regarding

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by Bhattachar and others, *op.cit.* p. 39.
Adequate attempts have not been made to develop dairy, fishery, pigery, and poultry enterprises. Accomplishments in other fields such as social education, women welfare, children welfare, and health and sanitation have been disappointing. Dr. Douglas Emsminger has criticised the government policies for the failure of community development programmes. He is justified in delineating that:

"Community development has not made contribution to increasing food production that was expected of it. This is, for the most part because the national policies have been lacking on such basic questions as price for agricultural products, credit facilities, consolidation of holdings and tenure arrangements, the production and distribution, inadequate quantity of agricultural supplies such as fertilisers, improved seeds, insecticides, and agricultural implements." 40

The community development programme was also an intensive programme of its own nature but its failure gave birth to a more intensive and more sophisticated agricultural development programme—known as Package Programme—launched in 1960-61.

40—Dr. Douglas Emsminger, lecture delivered in the conference on Intensive Agricultural District Programme, in December 1960 (Delhi: Directorate of Extension, Ministry of Agriculture, Community Development and Co-operation).