EVALUATION OF THE WORKING OF COMMUNITY DEVELOPMENT PROGRAMME.

Need of Evaluation:

The need for evaluation exists in all fields of development and more specially in those in which new or expanded activities are being undertaken. It is of the utmost importance that social and economic changes should be analysed objectively as they occur and the impact of economic development on different sections of the rural population observed at first hand. With every important programme provision should always be made for assessment of results. Systematic evaluation should become a normal administrative practice in all branches of public activity. Evaluation is not merely the assessment of the accomplishment in the substantive fields of the programme but goes farther to find out what impact the programme in the various fields is having on the minds of the men and on the state of community, judged in terms of human objective of the programme.

During the First Five Year Plan it was in the context of administrative reforms that evaluation was thought of as a method of continually improving the execution of development programmes. As a branch of social science research oriented primarily to the need of action programmes, evaluation was expected to throw light on the effects of new policies and programmes and on the nature and manner of their acceptance. The content of evaluation
was visualised in terms of selective and intensive type of studies, motivated by and leading to purposive action. And the broad objective was stated as "not only objective appraisal of what is being done but......evolving fresh approaches to practical problems and new lines of action." 1 The criteria that an evaluation effort should satisfy are, broadly speaking threefold in nature. First an evaluation study should be objective in its approach, secondly, it should satisfy the requirement of 'scientific method' and thirdly, it should be purposeful in its analysis and results. Community Development concerns the life of the rural people. Through this programme we want to build up their morale, their economic life and also their collective cultural life. This is considered the most vital part of our development programme. "Perhaps in no other sphere under the Government of India, so many evaluations have been made either by foreigners or by distinguished people in the country during recent times than in regard to the programme of community development. And every such report has had its value." 2

The need for and the importance of evaluation work has been systematically emphasised in the first and second five year plans. The desirability of evaluation of policies and programmes has also been recognised over the two plan periods by the administrative wings of the Government of India. In the first plan period the emphasis in evaluation work was on regular assessment of results through a system of periodical reporting. The approach to evaluation in the second plan was in some respects different

1. Dr. J.P. Bhattacherjye, "Evaluation on the Eve of the Third Plan" Special article separately published.
from that in the first. It was more specifically linked to the field of rural development, though its need in other fields was not overlooked. Evaluation was assigned the role in the second plan not only of helping programme administration and execution but also; perhaps more so, of aiding planning and policy formulation.


P.E.O. is an independent evaluation organisation set up soon after the programme of community development was started. Evaluation as a built-in-process was not thought of prior to the inauguration of this programme. A current evaluation was considered to be an essential aid to policy making as well as its implementation. In fact the P.E.O. was established as an independent unit under the Planning Commission in October 1952 for the purpose of assessing and evaluating the activities under community development and other intensive area development programmes. The need for strengthening the democratic structure of the government in the country has probably given an element of urgency to assessment of rural development. It is for all these reasons that nearly all the evaluation studies conducted during the two plan periods have dealt with different aspects of rural development programmes which have been assessed, by and large, against the perspective of the C.D. movement and the administrative set up created for it. The P.E.O. has continued to be the most important agency in this field. It has conducted a fairly large number of studies most of which are included in its publications issued by this organisation. The reports of the P.E.O. are presented in the parliament and are discussed in the Annual Conferences of Development Commissioners and in the press.
The investigations of the P.E.O. and publications resulting from these investigations are of the highest order. The thorough scholarly approach which they exhibit is indicative of the seriousness with which evaluation is undertaken. These publications provide a detailed documentation of many facets of programme and they could well be widely publicised overseas.

"The unique features of India's evaluation system namely the P.E.O. are its almost permanent institution, independent status and extensive organisation. These enable it to be thorough and frank in judgments. As effective programmes can only develop from knowledge and understanding of the problems and conditions which exist within a country, competent research and objective evaluation provide the necessary data and contribute to continuous improvement of methods of operation of programme. It will be appreciated that our P.E.O. has been contributing its share towards adding flexibility to our programme policies and working in the needed directions. Ever since its first and more specially since the fourth report the P.E.O. has been working as an operating surgeon in pointing out and stressing the removal of, many a defect in programme's working. In recent years community development programme has brought about a number of constructive changes in its policies as a result mainly of P.E.O. findings."1

The studies undertaken by P.E.O. can be classified on the basis of their approach and contents into four broad groups. One group comprises reports on the general evaluation of the programme based on continuous operation, discussion and collection...
of data from the field. The first three annual reports of P.E.O. were solely of this type but from the fourth annual report of the organisation the emphasis shifted in respect of this type of studies to the coverage of the programme and its social and economic impact on the people. Detailed surveys and studies of particular aspect of features of rural development programmes come under the second group. The topics covered in these studies include extension of improved agricultural practices, crop campaigns, social education, cottage industries, people's participation etc. The third category includes the case studies of agencies and institutions like block administrative agency organisation, co-operative societies and panchayats etc. The remaining studies may be grouped under the miscellaneous category including research studies. Upto, 1960 the seven evaluation reports have been published on community development, excluding other publications. Since 1961 the P.E.O. has been undertaking problem oriented studies, dealing separately with selected plan programmes and community development is only one of the major programme areas.

The approach of the organisation to evaluation has, by and large, been to find out the extent to which the rural development programmes or any aspect of it is achieving its ultimate objective, the measure in which it is reaching the different sections of the rural community, specially the weaker sections, the people's reactions and attitudes, and the nature and magnitude of various difficulties and hinderance. Attempts have been made not only to analyse the data and derive factual conclusions but also to draw inferences regarding the strength and weakness of the programme and
give broad suggestions about directions in which improvements may be affected and corrective action initiated. The policy on which the programme is based has not, however, been the subject of evaluation by the organisation except to the extent that an assessment is implicit in analysis of the data collected and studied.

Apart from the P.E.O. studies, there have been other attempts at the evaluation of the programme as a whole as well as particularly of some aspects of rural development programmes, specially by ad-hoc committees and study teams specially appointed for this purpose.

The Balwant Rai Mehta Committee Report:

The National Development Council constituted a Committee on Plan Projects (COPP) in 1956-57 with the Union Minister for Home Affairs as chairman. The committee appointed three study teams for three important activities. One of these was the study team for community development and national extension service.

Late Shri Balwant Rai Mehta was the chairman of the team. Its report was submitted at the end of December 1957 in three volumes. The team kept an open mind throughout and proceeded with the formulation of their considered views after taking into consideration every aspect of the working of the programme. Some suggestions of the committee are very important and have been implemented into practice by the government of India. The Committee has come out with perhaps the boldest of its suggestions when it says that "there should be devolution of power and decentralisation of machinery controlled and that such power be exercised and such machinery
controlled and directed by popular representatives of the local area."
"Development can not progress without responsibility and power.
Community development can be real only when the community understands
its problems, realises its responsibilities, exercises the necessary
power through its chosen representatives and maintains a constant
and intelligent vigilance on local administration."1 It was the
Balwant Rai Mehta report which focussed attention on developing
people's organisation as a way of securing their r-eal participation
in a programme. A very important phase of development was initiated
by these recommendations which has come to be called 'democratic
decentralisation' which promises to give to India's programme of
community development a very distinctive character and role of its
own. The committee also envisaged a decentralised system of demo-
cratic institution for planning and implementation of the programme.
The team suggested the three tier structure of rural local self
government at the village, block and district levels, being village
panchayat, panchayat samiti and Zilla Parishad respectively, based
on democratisation. It was also suggested that the Panchayat Raj
institutions should be provided with adequate finance for the success-
ful and timely implementation of the various development programmes.
It is not possible here to go into details of the recommendations
regarding the working of Panchayat Raj. But it may be noted that
the Mehta committee was not able to suggest any arrangement whereby
election fever and feuds could be avoided and smooth development
ensured.

1. Report of the team for the study of Community Projects and N.E.S.
    Vol. I CITP New Delhi. 1957 p. 23
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Another very useful recommendation made by the team is that division of the community development into three phases viz. the extensive development stage, the intensive development stage and the post intensive development stage was not necessary, useful or convenient. Every one would agree with this observation that "we found that the most intensive development blocks presented a picture of inactivity and frustration." Community development is no doubt a continuing programme which needs active planning and provision of funds. It was, therefore, recommended that a programme should be spread over a period of 12 years to be divided into two periods of six years each, with a budget provision of Rs. 15 lacs and 5.5 lacs. These recommendations were accepted by the Central Committee and National Development Council with some modifications and the new scheme came into force with effect from April 1, 1958 and accordingly the distinction between N.E.S. blocks and C.D. blocks was done away with the budget provision for both the stages of 5 years each reduced to 12 lacs and 5 lacs respectively. This has no doubt ensured a continued interest in the programme by the people.

Regarding the Gram Sevak circle, the Committee come to the conclusion that the area set apart for a single Gram Sevak was too large for him to handle. The committee also recommended the V.L.W. to be the secretary of gram panchayat. This suggestion does not seem to be a proper one because in this way his activity would be restricted and there is likelihood of his getting involved in the village politics.

The committee also made a very sweeping recommendation that all jeeps should be withdrawn from the blocks. It was
with the view of saving the same from the misuse. But this could delay the working of the blocks in some cases. Some rules could be devised to avoid the misuse of the jeeps. The committee also laid great stress on the right sort of training, given to the personnel. Right administration can strengthen the whole work of community development. The team also openly observed that admittedly one of the least successful aspects of the programme and national extension work was it's attempt to evoke popular initiative.

Thus the report was not doubt replete with useful and practicable suggestions based on personal observations and most of them have been accepted by the government without any controversy.

The U.N. Evaluation Mission:-

A U.N. Evaluation Mission in 1969 also attempted an evaluation of the community development programme of India. The mission was appointed by the United Nations Programme for Technical Assistance. This three men U.N. Mission consisted experts from Canada, France and U.K. It was the aim of the mission to study the basic objectives of the movement and examine the organisation, training arrangements and the methods adopted for carrying out the programme and also to assess the actual impact of the programme, its role and functions in the process of development and its capacity to contribute to economic development. Regarding the evolution of the programme the mission holds the view that it was the relative failure of the exclusively agricultural programme that gave the believers in multi-purpose approach, a strong argument in favour of undertaking an national community development programme.
The Mission deserves a tribute for the very thorough study they have attempted to make of the very difficult problem in India such as the programme of community development and for having offered so many useful suggestions. "There is nothing absolutely new in the report submitted by the U.N. Mission on community development in India recently but they have certainly underlined some it its aspects giving them added importance thereby diverting the attention of the country towards them."1 It is stated in the preface that their primary function was to make a general appraisal of the programme and not any specific recommendation. But the reading of the report gives many valuable suggestions forwarded by them.

The first important point of the report is regarding the expansion of the programme. The mission suggested that the expansion of the programme be further staggered and greater attention be devoted to consolidation of the work already taken up. The Mission doubted whether sticking and the idea of the coverage of every village in India by the programme by the end of the second five year plan would be conductive to the best interest of the country. The mission also deemed it advisable to weed out inefficient personnel which according to mission in some States was estimated at as much as 25 per cent of the total and also to strengthen the supervision.

The next important suggestion the Mission has made is that the efforts of the programme throughout the country should be concentrated on increasing food production. This point is of highest importance in view of the gravity of food problems.  

I. Raghunath Sahay, "U.N. Mission Report, Need For Re-Thinking"

Kurushetra, January 26, 1960, p. 15
The Mission says, "above all, the programme in India must put priority during the forthcoming years on increasing agricultural production. There can be no two opinions on the point of Mission that the people of India must put the solution of the food problem ahead of other objectives and undertake a supreme effort to secure India's future. Thus the Mission underlines the necessity of concentrating efforts on increasing food production and comes to the conclusion that a far greater effort than has been made heretofore seems to be indispensable."

The Mission has criticised the allotment of money and other raw materials to different items of work of development. Village amenities have got undue attention and to that extent development of agriculture and other productive resources has been neglected. Another valuable point made out by the Mission is regarding the nature and content of training given to the community development personnel from top to bottom. According to the Mission the aim of the training should be to get people to understand why they have been recruited to a community development staff and what kind of outlook they are supposed to have in all community development work. The Mission has strongly recommended the training of members of the co-operatives and Panchayats. It is why probably no single aspect of community development work in India has received more attention than the need for and the way to carry out training schemes.

On the subject of village industries the Mission is critical of some of the policies and programmes in the field. The Mission has endorsed Mehta's committee's remark that the weakest
Spot in our programme of community development is in the sphere of rural industries. They plead for a change in the popular concept of village self sufficiency. It suggests plans on training for small scale and village industries.

In the field of co-operation, the Mission commends organisation of service co-operatives and emphasizes the need for education of members and development of marketing co-operative. In order to help the poor farmers, it suggests that credit should be largely provided in kind. In the field of panchayat raj, the mission considers that the panchayat is so important in laying the foundation of village self government that it should be made self reliant through allocation of larger resources. Surplus man power in the village has drawn the attention of the mission and it has recommended a greater labour investment for raising agricultural production and an all India plan to utilize manpower. "The recommendations of the team can be put into two main lines; greater attention on productive resources and a better i.e. more realistic and responsible attitude of the people."

Dr. Carl C. Taylor:

The name of Dr. Taylor comes first among the most prominent foreign reviewers of India's community development programme. Dr. Taylor has spent considerable time in India studying and advising on the programme and given his master piece "Critical Analysis of India's C.D. Programme" published in 1956. While critically appraising of the programme he felt fairly sure that programme was called a movement in India before it gave any evidence

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of being such and warned us in the same continuation of the danger of it becoming a movement. Dr. Taylor says because movements are types of collective behaviour, they not only mobilise missions participants, but generate their own momentum and quite generally tend to generate more heat than light. Once going they do not need to be prodded but they need to be guided and the ground under them carefully and continuously consolidated.

In his report Dr. Taylor has emphasised that community development is a programme of stimulated and guided change. But further he has also cautioned about the limitations and difficulties which are realised while introducing changes. The report reads, "new ways of doing and thinking always create psychological insecurities, change automatically creates uncertainty about what is really happening and what can be expected. Furthermore, old ways practised for generations are likely to be considered sacred. Belief about their rightness are taken as much for granted as the air the people breathe."1

For introducing change through activities with which the villager, almost by necessity, is vitally concerned, Dr. Taylor has suggested the use of group methods in extension work as he says that community development is however, more than an addition-al extension method. It consists of any and all methods by which local community groups organise to promote and carry out any and all types of projects which will improve the life and work of individuals, families and community as a whole. But further Dr. Taylor cautions against promoting group organisations solely for the sake

1. Quoted by B. Mukharjee in "Community Development in India" op. cit. p. 12.
of organisation, as much as he cautions over emphasising the adoption of practices by individuals.

Dr. Taylor has described four steps in extension work which have been very profitably adopted by community development workers. They are; first the worker must involve the members of community in systematic discussion on their common felt needs, second, the systematic planning to carry out the first self help project selected by the committee. Third, the complete mobilisation and harnessing of the resources of local community group for carrying out a concrete project and the fourth, the creation of aspirations and the determination to undertake additional community projects.

In his analysis Dr. Taylor has very clearly remarked that India has not yet completely demonstrated that all those who plan and are working in directing her C.D. programme, possess or know that they need to possess a sure knowledge of how to catalyse and organise whole villages. Regarding leadership Dr. Taylor has given very useful suggestions in his report in chapter under the title, 'The importance of developing and utilising local leaders.' He emphasises that local leaders are developed by groups or group action.

The expectations of Indian masses have been greatly aroused due to the programme but they have not been effectively implemented. Referring to this Dr. Taylor says, "villagers by hundreds and thousands are participating in the Indian community development programme. They are no longer lethargic or apathetic. It is probably true....that psychological, economic and cultural
stagnation existed in most Indian villages when independence was gained. But these barriers to change have been breached on such a wide front that the chain reaction from improvement projects already successfully completed will carry the programme across the whole of the India so rapidly that technical administrative services will have difficulty in keeping pace with them. There is more need at the moment and the need will increase in the future for administrator's to effectively implement the aroused impulses of the people than there is need for urging villagers to raise their sights or even to participate in a movement."

After a thorough study of the Annual Conference issue of Kurukshetra August 1965, Dr. Taylor, in his letter to Shri S.K. Dey, the then Union Minister for C.D. & Co-operation, has expressed some critical ideas regarding the programme in India. He writes, "If I could utter a critical remark, I would say that, of course, the programme was assumed to be a great programme of change in the beginning, but as many Indian leaders said, after it had been operating for a few years that it had become a construction programme, and amenities programme and even an administrator's programme. Further Dr. Taylor criticises that the very purpose of Indian programme of changing the outlook has failed. He says that the administration has over burdened the programme and in a good many ways, robbed it of it's basic purpose of changing the outlook and the life of millions of locale people. "As I see back over the 13 years it now appears tome that much of the dynamics which was visible during the first few years, is no longer evident.

1. Quoted by Dr. R. Lal in "Community Development " op.cit. p 138-39
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and has not been evident since the first years of programme operation.
When the whole development programme was institutionalised with a
hierarchy of administration from village level circle to block and
on up to districts, administrative procedures and practices gradually
grew more evident. In other words the tendency mentioned earlier
for a community development extension programme to become an
administrator's programme became more evident."

Referring to the programme in his own country
Dr. Taylor remarks, "this is bound in time to become the case in
India and as this process goes on, because what is happening and
will happen in Indian will be a matter of record, what is now trans-
piring in India constitutes one of the greatest laboratories for
observation in the world."

Dr. Douglas Ensminger has also given a vivid
description of India's community development programme in his book
entitled, "A Guide to Community development" published by the
Ministry of Community Development Government of India in January
1957. In addition to this he has also written valuable articles
relating to the subject.

The Jay Prakash Narayan Committee (J.P.C.) :-

The J.P.C. also given its findings regarding
the programme in India. The committee was appointed in December 60
by the government of India and was assigned with the task of studying
the manner in which the programme and the panchayat raj institutions
could promote economic development and welfare and suggesting steps
how the development schemes and financial assistance could be effec-
tively utilised for their benefit. The report was published in
I. Dr. Taylor, "Building Democracy from Bottom" Kurukshetra,
October 2, 1966 Fourteenth Anniversary Number.
October 1961. The committee is emphatic that the welfare, uplift and emancipation of weaker sections cannot be accomplished without a comprehensive, non-violent social revolution. They therefore, recommend measures of far-reaching character. They include intensive agricultural development, employment guaranteeing public work programme, comprehensive rural industrialisation, extensive educational assistance and full utilisation of community development funds for weaker sections.

At the level of States, the need for evaluation of the programme was increasingly recognised during the Second Plan period. The Planning, Action and Research Institute of Lucknow, functioning since May 1954, was the only State level evaluation organisation existing at the beginning of the Second Plan. It has been a pioneering institution in its class and within a few years of its existence has done a great deal of work of good quality. A number of States appointed legislative committees in the later part of the Second Plan to evaluate the programme. Mention may be made of the Govind Sahay Committee of U.P., the Gorawala Committee of Mysore and the Nandlal Joshi Committee in Madhya Pradesh.

The Nandlal Joshi Committee Report:

The Madhya Pradesh Government set up a committee for evaluation of the work done in respect of the National Extension service and community development in State. The committee consisted of 5 experts with Shri Nandlal Joshi as chairman.

The Committee inspected the working of the development blocks of one district in each division with the following
terms of reference:

(i) What should be the criteria and methods of assessing the extent to which results are being achieved in the programme.

(ii) Are the results achieved so far in the different sectors of the programme commensurate with the expenditure and efforts involved.

(iii) To what extent has the programme succeeded in utilising local initiative and in enlisting public co-operation and people's participation.

(iv) To what extent has the programme succeeded in developing local leadership, initiative and spirit of self-help and in creating institutions to ensure continuous improvement in the economic and social conditions in the area of its operation.

(v) What is the extent to which co-ordination between different development departments has been achieved at the block level for the planning and the implementation of the programme.

The report of the Committee was published in 1960 by the State Government, Planning and Development Department. As a result of study of the working of the blocks visited and overall survey of the programme made, the committee has given 21 concluding remarks in brief in the report apart from the detailed report. Some of the main remarks and recommendations are as follows.

In the field of agriculture the Committee remarks that it can not be denied that agricultural extension work, although somewhat defective in various respects, have brought about some changes in the attitude of the individual farmers towards
increasing the production and has shown them some ways of such increase. The Committee remark that production on the whole had increased, it is not possible to indicate the extent of such increase on recurring basis. It has also been concluded that the agriculture programme has not succeeded in making any impact on an average and below the average farmers i.e. farmers of small holdings and of small financial resources.

This fact is revealed in the report that there is much dependence of rural people on Government. Although the programme has brought in a feeling amongst rural people that the government is not merely to rule but also to help, too much dependence on government has not yet given place to local initiative. It becomes more evident in the light of the statement that with the increase in rural consciousness towards economic needs and to some extent social needs, there is an absence of consciousness to continue economic and social development with positive efforts based on self help.

The report also criticises the small budget provision in the stage II block when it says that it was noticed that even the block staff felt during the stage II that programme was practically coming to an end and they had little work to do because there was small budget. Commenting on social issues the report remarks that the programme has not brought any change on the subject of removal of untouchability. The Committee strongly feel that there should be a complete reorientation of the entire government machinery in the basic concepts, philosophy and approach of the programme, so as to bring an intelligent understanding among them.
The Committee also stress the importance of cottage industries in the rural area. The programme and coverage under the rural arts, crafts and industries should receive as much attention and they have also suggested some modifications in the position of stage II blocks in terms of giving some allotment to new villages added in the block. So that the new villages may get more advantages. In order to give all the benefits to the people residing in the forest villages, the Committee have recommended the inclusion of such villages at the block area.

The Committee have also recommended that the block head-quarters much be located a couple of miles away from the city so that the block officials may not be influenced by the city atmosphere and may not cut short their stay in the villages. But simply the location of block head-quarters away from city will not induce them to have more affinity with the villagers rather it is the question of attitude and change of mind and the selection of right personnel, interested in the development of rural areas of their own country.

In the last, the Committee have raised an important question regarding the criticism of the programme much of which in their opinion is based on the lack of knowledge and hearsay. The study of the report reveals that the committee have not given as much importance to the agriculture as it deserves. Secondly, though Committee have touched some aspects of the over-all impact of the programme, they have not comprehensively discussed it particularly in the field of change of the attitude of the villagers and some social issues which show the change in the mental outlook of the rural masses.
The Estimate Committee Report:

The ninetieth report of the Estimates Committee of 1965-66 pertaining to the department of community development in the Ministry of Food, Agriculture, Community development & Co-operation was presented to parliament on April 3, 1966. The report is a comprehensive one and deals with every aspect of the programme, as implemented both at the Centre and in the States. The Committee took evidence of the representatives of the erst-while Ministry of Community Development and co-operation and made a number of constructive suggestions to further strengthen the programme.

In the very beginning the Committee remark that, "the very idea of community development not appropriately attended so long, may now get lost in the enthusiasm for increased agricultural production. They consider that there is an equal urgency for a programme to develop the spirit of the community life and to bring about a coalition between the people's representatives and the people's servants to provide a base for democracy and national integration."

The Committee have dealt at length on the background and history of the idea of programme in India and remarked that the concept of community development seems to be ingrained in the body politic of the country from time immemorial. Regarding the objective of the programme the Committee says that the complex of community development processes is made up of two essential elements, the participation by the people themselves in efforts so as to improve their level of living with as much reliance as possible on their own initiative, self help and mutual help. The committee have

also dealt with the block pattern of the programme and suggested that "it may be examined whether it would be feasible to undertake a gradual delimitation of the existing blocks with a view to enlarging their area and reducing their number so as to achieve economy in administration." The Committee also feel that while it is reasonable that scarce inputs like fertilisers or pesticides should be concentrated in the areas selected for intensive cultivation, the non-intensive areas should also be provided with the services of administrative and technical personnel for the development of pre-requisites of agricultural production i.e. irrigation, flood control and soil conservation etc.

Viewing on the schematic budget pattern the Committee stress the need for preparation of realistic estimates on the basis of resources position of the States and a stricter watch on the performance on the various fields so that no part of funds set apart for community development, remains unutilised. Reviewing the organisation, the Committee suggest the desirability of constituting a small steering committee which could meet more frequently and take decisions on behalf of the Central Committee. The Committee lay much emphasis on the co-ordination when they suggest that the co-ordination and supervision of the ministry over the execution of the programme in various States should be more effective. "The appropriate authorities at the district level should play a more active and realistic part in the co-ordination of the activities of various development departments so far as the programme of community development is concerned. The Block Development Officers should also

1. Estimate Committee Report, op. cit. p14
maintain effective liaison with other officers of the block on the one hand and the panchayat samits on the other. 1 The Committee stress the implementation of the Applied Nutrition Programme and suggest that it should not suffer on account of the uneven procedures adopted by the various States in regard to the selection of Blocks where the programme is to be introduced. The committee emphasise that first preference be given to backward areas on the basis of their physical and human resources.

Regarding the cash assistance to the extent of Rs. 20 lacs by the UNICEF the committee suggest that some measures of flexibility should be allowed to the States in the utilization of this assistance so that programme of work for blocks could be drawn according to local requirements. In the field of Rural works programme the Committee are of the opinion that since the ultimate object of this programme is to provide for the maximum utilisation of the rural man power, the schemes selected under it should be labour intensive with high employment generation and low material and machines contents. With regard to training, the Committee observed that Government may critically review the training schemes so as to make them more useful to the trainees in the discharge of their duties. It further observes, "while appreciating the need for giving due weightage to agriculture in the training programmes of the various training centres in the context of the pressing need for augmenting agricultural production, the committee can not over emphasise the imperative necessity of developing the community sense which is the basic objective of the community development programme."

1. The Estimate Committee Report, op. cit. p. 16
2. Ibid
The Annual Conferences on Community Development have been also enriching the literature of the programme by giving quite valuable suggestions and evolving new policies regarding the programme in the country. The recommendations of Abu Conference which was held at Mount Abu in May 1958 were very valuable. Really this was the first National Conference on community development which met for the seventh time. Before this there were the conferences of Development Commissioners. In the conference the discussions were held on various aspects of working of the community projects, particularly on increasing agricultural production on making panchayats responsible for planning and implementing the programme. In the same way the National Conference on C.D. held at Srinagar in the year 1965 also gave valuable suggestions for the programme.

The Annual Conference on C.D. & Panchayat Raj held in New Delhi on August 11 and 12, 1966 is significant in more than one way. In stead of deliberating on a variety of subjects that constitutes the rural development programme in the country, the conference addressed itself to framing the future approaches to community development and Panchayat Raj in the present context of attaining self sustaining economic growth and self sufficiency.

The Conference very aptfully remarks, "one of the basic contributions of the programme to economic and social advance in the country has been in shaping the approach to rural development; an integral total approach, based on local initiative and community actions and working through people's representatives institutions." 1

1. Annual Conference on Community Development And Panchayat Raj, Kurukshetra, September 1966, p. 4
The Conference have emphasised that when strenuous efforts are to be made for attainment of self sustaining economic growth and self sufficiency in food, the C.D. agency and P.R. institutions need to be further revitalised. Regarding the programme as one of national importance, the conference confirm that primacy of attention would continue to be given to agricultural and allied programmes. It further add that the community development agency should gear it self more purposefully to the implementation of the production programmes in the general agricultural sector in which extension of improved practices needs priority.

The Conference suggest that family planning should also receive emphasis on a nation wide basis and panchayat raj institutions should be made fully responsible for the promotion of family planning programme. It is quite aspriciable that the conference has given due importance to the applied nutrition programme. It has also suggested to activise the women's programme. As regards the rural man power programme should be implemented in selected areas as a supplement to various plan projects which would have their own employment potential. In regards to tribal development, the accent should be on the economic betterment of the tribes, and in the schemes for tribal development the role of additional tribal councils should be clearly recognised. The Conference have also discussed in quite details the problems and the role of P.R. and agricultural production. So far as the training of functionaries is concerned, the conference recommended that the present intermediate level institution should be replaced by composite training centres at the rate of roughly one in each State to be run by the State
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government concerned.

Thus the Conference have made quite critical analysis of the programme keeping in view the activities of all the fields and progress made thereof, it has laid open many valuable suggestions.

Reserve Bank's Evaluation:

The Development and Planning Division of the Reserve Bank of India made a review of the impact of community development programme in the year 1960, on the rural population and on the economy as a whole, on the basis of the information and data contained in some of the publications on the subject.

The report in the beginning clearly says that statistical data about progress of the community development programe were unsatisfactory. The report remarks that in the earlier year of the programme there was a tendency to lay stress on the welfare activities than on the economic development aspects. "It has been however, increasingly realised that the emphasis should shift to economic development and particularly to the effective use of surplus man power and agricultural development. The technical assistance provided in the agricultural sector continues to be inadequate and the extension organisation is burdened with service functions which should have been handed over to the co-operatives."

1 Commenting on co-operation the report remarks that the stress in co-operation movement appears to be more on the number of societies rather than the quality of the work. Efforts are necessary to make the movement more broad based by linking loans to credit worthy purposes and thereby enlarging the class of credit

1. The C.D.P. in India, "R.B.I. Evaluation" Kukushtra, April, 1961 p. 15-16
worthy persons who could derive benefits from the movement.

Describing village industries as the weakest spot in the programme the report of the Bank says that the village industries can make positive contribution to development only if they are able to withstand the competition of the factory sector. But this seems to a extent impossible. On social welfare programmes the report notes that though there is no disagreement that the progress is on right lines, the pace is slow. In some places the programme has succeeded in harnessing people's energies for development purposes and now the problem of enlarging those pockets of successful achievement. To change the attitude of the people and to make them active is a difficult and long process. The problem of securing capable and development minded leadership which would handle the complex activities is not yet solved. Regarding the problem of staff the report commends that governmental efforts are also necessary to select competent persons to tone up the efficiency of the programme.

Thus the study of the R.B.I. report makes it clear that it is based on the informations and reports on the programme. It has been systematically compiled and presented according to the main feature.

National Institute of Community Development:-

It is an specialised institute of community Development of India. Previously its office was located at Mussorie but now it has shifted to Hyderabad in Andhra Pradesh. It has its unique contribution on the different aspects of the programme. As a continuous institution, it has added new dimensions to the programme through studies, surveys and evaluation of the programme.
from time to time on national basis. It has also rendered valuable
service to the programme by organising training schools and seminars
and analysing special problem studies.

In addition to the evaluation and studies of
the community development programme referred above, the evaluation
and research of the programme have also been conducted by the
various universities under the Research Projects on the different
aspects of community development or on the programme as a whole
in the different regions, enriching the literature of the programme.