CHAPTER IV

WORKING OF COMMUNITY DEVELOPMENT PROGRAMME IN INDIA.

Main features of the programme:

The community development programme includes all the activities on which depend the development of rural masses. It takes into consideration all improvements touching the village life. The programme aims at both material development of the villages and the mental change in the attitudes of the village people. Thus the programme embraces all forms of betterment and includes almost every thing—the creation of a new social order and way of life, agricultural development, industrialization, education, health, employment, conquest of poverty, family planning and a host of other things. The size of the programme in India is without parallel and its content encompasses all aspects of life from the material to the spiritual.

The programme is a country-wide programme, multi-purpose and comprehensive in character and emphasizing both the development of the area and its people. A community development programme is not a single project. It is in fact a combination of several projects concentrated in small geographical areas, generally called block unit. The usual combination is as follows. Improvement of agriculture through extension service, improvement of animal husbandry through veterinary and various other services, improvement of human resources through rural health service, education and
social education, construction roads, development of rural craft and industries. Underlying all such activities there is also an intensive administrative effort for social engineering towards development of co-operative activities which constitutes the most vital part of the programme. Panchayat Raj is also very important feature of the programme. These all features are described below.

**Agriculture:**

It is the main feature of the programme which has been given top priority. It is in the field of agricultural improvement that community development has to make its maximum contribution. It includes the reclamation of waste lands, provision of irrigation facilities through wells, tubewells, tanks, canals, lift irrigation from rivers and lakes because without the adequate and regular supply of water agriculture must remain precarious. Where rainfall is not seasonal and adequate, artificial irrigation is indispensable for agricultural operations. The programme of agriculture also includes provision of improved seeds, chemical fertilisers, improved implements for agriculture. For increasing the agricultural production the importance of improved seeds, chemical fertiliser and improved farm practices cannot be denied. The programme of agriculture also aims at fruits and vegetables cultivation, kitchen gardens and horticulture and planting of village forests.

**Animal Husbandry:**

This programme includes supply of improved breeds in the rural area, improvement of cattle by checking their
diseases through vaccination, inoculation and supply of medicines, development of poultry and dairy in the rural areas. For this purpose there is provision of cattle dispensary at the block head-quarters and outlying dispensaries in the area of the block. There is also provision of piggaries and fisheries in the programme. For improving the cattle this scheme also aims at fodder development in the block area.

Development of Co-operatives:

The role of co-operative movement in intensifying agricultural production, in mobilising local man power and other resources and generally in rebuilding the rural economy is quite vital. Keeping this in view it is the plan of the programme to form new co-operative societies and to strengthen the existing societies to bring every family in the area under the influence of the movement. The programme includes formation of all types of co-operatives in the villages such as consumer co-operative, industrial co-operative, marketing societies, credit co-operatives, farming societies and other multi-purpose societies. It is the aim of this movement to work together for the common objective of raising the standard of living of all sections of the population and to develop social cohesive and unity of the community.

Development of Village Industries:

This programme includes the encouragement of cottage and small scale industries in the rural area. The importance of the organisation village industries on the co-operative lines as the only effective means of ensuring their economic
viability over a period of time can not be denied. The programme of cottage and small scale industries is also a remedy for increasing employment of the village people and it also increases their income. This will certainly increase their standard of living. Under the scheme the industrial societies are established in the block area and they are given loans for this purpose. The art of sewing embroidery and other such domestic programmes are also encouraged.

Education and Social Education:

Education plays very important role in developing all the faculties of mind hence village school becomes a necessity. It is one of three basic institutions entrusted with the task of hastening the process of rural development, the other two being village co-operative and panchayat. As such it has been assigned an important role in the programme of community development. As envisaged by the Planners, the village school should function not merely as an institution for educating children but should also serve as one of the local agencies for educating and developing the community. With this aim, programme seeks to start the school in almost all the villages where there is provision of free education at the elementary stage. This programme awakens the mass consciousness towards education. It also includes the school building provision by local communities with the financial help of the block in the form of grants.

In its larger sense social education and community development are both essentially educational processes and have the same objective. Social education is as much the result of community development as community development is of social education.
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The aim of social education is to promote certain educational type of activities and creation of favourable climate for it such as literacy work through adult literacy classes, promotion of village library service, village leader camps, radio listening and to promote community organisation which can activate to participate in the community development programme and assist in building up local leadership and create enthusiasm in the people. It also includes the promotion of recreational and cultural activities to fulfil the needs for this among people and help in creating a better social atmosphere for co-operative work among them.

At present the concept of social education is much confused and it has become so much diversified and lop-sided that it is sometimes not possible to recognise the elements of social education therein. But let it be recognised that the programme of social education is very important to change the mental attitudes of the villagers.

Health Services:-

It includes the provision of sanitation and public health measures, medical aid for the ailing, preventive and antenatal care and mid-wifery services. In the sanitation programme there are provision of village drainage system, improved latrines in the villages and disinfection of drinking water wells and general cleanliness of the villages. To provide health and medical facilities there is Primary HealthCentre in each block. The family planning programme also occupied a very important place in this programme.
Panchayat Raj:-

After the Balwant Rai Mehta Committee's recommendation for a decentralised system of democratic institutions for planning and implementation of the programme, panchayat raj has come to stay and it has become a part and parcel of community development programme. Panchayat Raj is a people's institution for planning and implementing the programme. The failure of community development programme to evoke people's participation ultimately led to the creation of panchayat raj i.e. decentralised democratic institutions at the village, block and district levels with the main objective of securing people's participation for establishing a participating democracy. Today this programme has spread all over the country, of course now having some different patterns of administration. The idea of establishing the panchayats at the village level is to evoke people's consciousness towards democracy in the country and to solve the village problems by the village people themselves.

Transport and Communication:-

The programme includes the construction and maintenance of approach, link and inter village roads. It also includes encouragement of mechanical road transport services and development of animal transport. The idea of the programme is to make the villages approachable in the rains and to break the small boundaries of scattered villages so as to bring them nearer to each other.

People's Participation:-

Democracy can have its firm root only where
people feel that they are responsible to the administration. It is why Balwant Rai Mehta Committee recommended a three-tier structure of government for planning and implementing development programmes. The basic objective of the programme is to make it a people's programme, the motive force for development should come from the people themselves. The success of the programme depends on the extent of people's participation in it. Hence people's participation occupies a very significant role. The concept of people's participation in the development of country did not have its origin in the programme. This concept of people's participation is an integrated part of our concept of democratic welfare State contained in our constitution. But from the very beginning of the programme much stress has been laid upon the concept of participation and there has been evolutionary growth in the character and significance of the concept. In a real people's participation programme, it cannot be regarded as a separate element, it is an integral part of the ideology of the programme and of the processes followed in the planning, implementation and evaluation of the programme.

Frequently, an individual, a household or village is said to be participating in a work if it contributes something in the form of a cash, kind or labour towards the execution of the work. Impressive statistics have been collected and presented to show the people's participation in the building of road school and panchayat ghars, wells and so one. But an important point that needs to be underlined is that people's participation is not fully achieved merely by their providing a
portion of the cost of a particular work in what-ever material form. This is essentially, participation in community works which is only one facet of the wider concept of the programme. Participation of this kind can be had in various ways. Perhaps a more important consideration is for the people to realise fully that all aspects of programme are their concern and government is to assist fully only where assistance may be necessary. The responsibilities of the agencies of the government such as the community development organisation is to make the people understand what change will benefit them, why will it benefit them and how it can be executed. It is then for the people to participate in all the activities that may lead to such a change. Most of all, they must develop a faith in their own co-operative efforts in solving their local problems.

The Balwant Rai Mehta Committee Report has also emphasized the true meaning of the people's participation in the programme. To quote from the report, "people's participation should not be merely as providing a certain portion of the cost of a particular work on cash, kind or manual labour but is their full realisation that all aspects of community life are their concern and that government's participation is only to assist them where such assistance is necessary. It is the gradual development of their faith in the efficacy of their co-operative action in solving their local problems."

The programme seeks to infuse the spirit of self-reliance in the rural people and help them better their lots with their own efforts and resources as far as possible, of course external agencies such government is there to help them achieve the objective. No doubt, efforts are being made to achieve this.

1. Quoted by B. Mukherjee in Community Development in India op. cit., p. 30.
end, but the results so far obtained have not been commensurate with the efforts put in. In fact it has been realised that the programme can not be successfully implemented by merely enlisting the services of experts and officials. The zeal, enthusiasm and whole hearted co-operation of the rural people are essential ingredient in the drama of community development. The programme would succeed only to the extent to which the government secures the spirited co-operation and voluntary labour of the rural people.

The above mentioned people’s participation can best be realised by the people organising the works through their representative bodies such as the panchayats and co-operatives. The Mehta Report focussed attention on developing people’s organisation as a way of securing their real participation in a programme as the report emphasises that only normally organised and fully empowered units of continuous local administration can shoulder the responsibility of organising community life on progressive lines.

The Community Development Programme and its Various Stages:-

The programme as an integral part of the Five Year Plan was started on October 2, 1952 with the launching of 55 Community Projects comprising 27,383 villages and a population of 164 millions. It was meant to be a pilot scheme in order to see the people’s reaction towards it. The results of these projects were so encouraging and the people responded so enthusiastically that the need for rapid extension of the programme to other parts of the country was felt. The government therefore decided to launch along-side the community development programme, another programme which was somewhat less intensive in character, called the National
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Extension Service (N.E.S.) programme. The programme was formulated in April 1953 and inaugurated one year after the 55 community projects i.e. on October 2, 1953. The idea behind the N.E.S. was to cover the entire country within a period of 10 years.

Development process in democracy involves gradual change. When the programme of N.E.S. was adopted in 1963 the development blocks were phased and the three following stages were formulated (i) the National Extension Service block (ii) the community Development block and (iii) the post intensive programme block (P.I.P. block). The N.E.S. block was the preparatory stage the C.D. block the intermediary and more intensive stage and the P.I.P. block the normal stage.

Before describing these stages, it is necessary to explain the inter relation between the C.D.P. and N.E.S. According to Shri V.T. Krishnamachari, then Deputy Chairman of Planning Commission "the movements have identical aims. The N.E.S. is a permanent organisation and will cover the whole country. It provides the basic organisation- official and non-official and a minimum financial provision for development. Further funds will be found from the Central Government's assistance to States for different kinds of development and State's own allotments under different heads. N.E.S. blocks in which successful results have been achieved with the maximum popular co-operative are selected for intensive development for a period of 3 years. These are called community projects. In these the works' programme is more comprehensive. How many N.E.S. blocks can be take up every year for such temporary development will depend on the
available financial resources and local support and enthusiasm."

Under the new pattern, every new block since 1953 was first taken up as the N.E.S. block with a budget provision of 4.5 lacs (later reduced to 4 lacs) - this amount being exclusive of the special provision of 3 lacs as short term credit extended by the Reserve Bank of India for the co-operatives. To arouse constructive competition between different blocks and thus accelerate progress, it was decided to take up some of these blocks for more intensive development with far greater budget provision. The preparatory N.E.S. period was one or two years. The conversion of N.E.S. block into community development block depended upon progress made in the particular N.E.S. block in terms of people's active participation, mental enthusiasm and more effective utilisation of government assistance. Now a block under C.D. had a budget provision of 15 lacs (later reduced to 12 lacs since 1956). The period allowed for this intensive development in the C.D. block was for three years after which the C.D. block entered the P.I.P. stage or also known as normal stage in which the block authorities and the people could have the requisite experience and practice to be in a position to carry on the development work as a normal feature of their community life. Here the budget provision was quite small, only 2 lacs for three years with no provision for the government loans. Thus we see that in all the above three stages there was budgetary difference which could be explained by the different amounts made for the construction and irrigation works, grants for social activities and provision of loans.

1. V.T. Krishnamachari, N.E. Movement, C.P.A. Govt. of India, March 1956, p. 23
Revised Programme:

The above mentioned three-tier pattern of N.E.S. block structure showed certain deficiencies in its working and came in for a good deal of criticism in its operation. The study team with Shri Mehta as Chairman in their report expressed that the division of programme into 3 phases was not necessary, useful or convenient. According to the report "the present system of dividing the C.D.P. into three phases of N.E.S., intensive development and post intensive development should be abolished as this is neither useful nor convenient. It was found that the most intensive development blocks presented a picture of inactivity and frustration. They have therefore recommended that a programme should be spread over a period of 12 years to be divided into two periods of six years each and the unspent funds of each year should be allowed to be carried forward to the following year within certain limits.

"Thus the revised programme envisages the abolition of the distinction between the three phases of the programme. With a view to promoting an accelerated tempo of development it contemplates the implementation in two stages of five year each. The first one will be an intensive phase of development for which a budget provision of 12 lacs will be provided. A sum of Rs. 5 lacs will be allocated for the second phase."1

Before the first stage commences there is to be a pre-extension period of one year primarily for augmenting agricultural production programmes.

The present structure of the blocks may be described briefly as follows:

(i) **Pre-extension blocks:** Before stage I, every block has a period of one year of pre-extension when activities concerning agriculture are taken. A sum of ₹ 13,300 is allotted for various expenses during this period. During this period a survey of block is undertaken and agricultural demonstrations are held. Before a pre-extension block enters the stage I, certain forms of self-help and self reliance are applied to judge, such as preparation of village agricultural production plan, extent of people's participation and the contribution forth coming for the programme. During this period efforts are made to assess the dimension of the development problems concerned and estimate the resources and facilities that will be required.

(ii) **Stage I block:** This is the intensive development phase of 5 years carrying the budget provision of 12 lacs including the expenditure incurred during pre-extension period. The people's participation and the preparation of plan for the areas are important ingredients of this stage.

(iii) **Stage II block:** This is post intensive phase in which a block enters after stage I. The period of this block is five years having the budget provision of 5 lakhs only. In this stage the block activities are intensified and the development of the area is undertaken progressively and much emphasis is given to community development.

(iv) **Post stage II block:** After the stage II, the block becomes the permanent unit of planning and development. The system of channelising
developmental expenditure though the block agency is also established. But if it is not so, the State governments are to provide such blocks with a minimum sum of Rs. one lac each annually.

NATIONAL EXTENSION SERVICE ORGANISATION (N.E.S.O.)

Extension Technique:

Extension is a term of 20th century. It was first used in U.S.A. in the first decade of this century to connote extension of knowledge from the Land Grant College to farmers. In the language of the theory of state and society which grew with the historical evolution of the West, the philosophical foundations of extension could be described as individualistic. Individual believes that the State and the society exist for the individual. Individual is the best person to decide his own action. The flowering of the personality of the individual is the end of the state and society. They exist only to create conditions in which the individual could grow and prosper. The concept of extension suits this climate of individualism. The essence of extension process is the decision making by individuals. The essence of extension education is the adoption of changed practices by individuals on their decisions. External agents including the state officials and research workers may carry essential and technical knowledge but it is the individuals and the families who have to learn it and inculcate it into their daily practice. The typical extension method is therefore, one of demonstration. Extension is education and that its purpose is to change attitudes and practices of the people with whom the work is done. The guiding philosophy of extension should always be the development of the village family in its relationship
to the village and the rest of its world. In a simple way the extension means how to approach, work with and guide people to make wide decision and to act on their own decisions.

The rural masses of India are ignorant and their practices are out-dated. In order to develop them, it is of extreme importance that they should be aided by the Govt. For this purpose government of India, have under the community development programme adopted the method of extension in which the government's aiding agency acts mainly as a catalyst, encouraging people to think and act for themselves. It stimulates, provides opportunities for the full play of their latent faculties and is ready to help them in items more particularly lying beyond their knowledge and competence. "What symbolises extension in the present era is its marked emphasis on executing development programmes with the willing and active participation of the people by bringing about the steady realisation of the prevalent situation and the immediate or long range advantages that will accrue to the large body of villagers as a result of various beneficial programmes."1 The essence of the present day extension and its basic philosophy and spirit is based on bringing about improvement through persuasive efforts, even though the results are likely to be slower and task difficult. In the context of democratisation of extension it is fully known that results are invariably of much more lasting nature and the benefits more highly appreciated and happily consummated when development programmes are carried out in advisory capacity.

With launching of community development

1. T.S. Sohal, "The Concept of Extension" Kurukshetra Nov. 1968 p.344
programme and extension service in 1952, extension education was accepted as the means and activating force to communicate the development message to village people and helping them translate into action. Extension education is an applied science which focuses attention on theory, principle, method and procedures by which desired behavioural changes in the knowledge, skill and attitude of the people with whom the work is done and what actually they do, are brought about. The basic nature of the role of extension workers is that of a change which involves both art and science. It is an art because the extension workers need skill in working with people, providing them an opportunity to utilise their talents to their maximum and challenge their initiative. It is a science because the extension worker is engaged in teaching of scientific agriculture to the farmers and encouraging them to use science and scientific methods.

We need a vast amount of knowledge and data based on systematic researches not only in the subject matter areas but also in extension methods, working with people as individuals and in groups. "Extension history has been one of innovation—in method, in subject matter, in audience. It birth was an innovation. Its success was measured by the innovation it succeeded in getting adopted." 1

Indian Extension:

From the above discussion this opinion is formed that the extension is of the general education type. But Indian extension is somewhat different from that of prevailing in

1. Dr. K.N. Singh, "Training of Field Extension Worker" Kurukshetra October 1965, p. 21
other countries. In India, the peasants being uneducated are ignorant of their needs and problems. "The extension agent therefore, in India has to cater not only to the felt needs of the people but also to what according to his own sympathetic and scientific sense of assessment constitute the real needs of the people. Hence Indian extension is both educational as well as exploratory in character."1

Our programme of community development embraces all the activities of rural development and its approach is co-ordinated and integrated and not sectional. So our extension method is also all embracing unlike western countries where it is adopted to solve limited development activities. The Indian extension is most widespread covering the entire rural landscape of the nation and backed by essential supplies by the government i.e. concrete material aids. The aid becomes quite essential keeping in view the chronic poverty of the Indian rural masses.

Administration of the Programme of the Community Development:

The community development is a people's programme assisted by the Government. Therefore it has to be organised and directed by the administration. The programme is quite vast and comprehensive covering the whole country and emphasising both the development of the area and its people. "To create the proper climate for rural development and emphasise the urgency and national significance of the programme, the administration of the community projects was made the main responsibility at different levels of highly placed officials with appropriate powers."2 As the programme

1. Dr. R. Lal, "Community Development" op. cit., p. 85
is based on the self help improvement activities and people's participation, the change in the structure of government and in the organisation of the administration acquire real significance. Therefore, the administrative pattern to be followed must suit the programme.

Though it is not difficult to administer the programme in advanced and developed countries, the administration in under-developed countries presents some problems as the administrative machinery is weak in these countries, being ineffective, incompetent and corrupt. India also faced and faces this problem today. Therefore, due consideration must be given while making a criticism of the programme. But in spite of this, India has very rapidly developed administrative machinery suiting to the need of the programme. India has evolved the N.E.S. organisation, the administration of which has now been universally accepted. In the limited sense the N.E.S. refers only to the organisation created at the block level. But in a wider sense the entire administrative machinery of the country has to function as an extension agency. With the government machinery for the programme people too have to proceed, side by side through suitable local organisation. In this way there are two wings of N.E.S.O.- the official and the people's.

Official Wing of N.E.S.O.:.

This wing represents from Government side and has five layers.

1. The Centre: To implement the community development programme at the top there is a central committee (the Planning Commission has been designated as the Central Committee) to lay down broad policy
regarding the programme. Under the Central Committee originally there was community projects administration which had not territory of its own. Therefore, the C.P.A. naturally resolved itself into a service agency subordinate to the spirit of the programme and deriving the knowledge from the State Governments. But with effect from September 1956 a separate Central Ministry was created for community development later known as Ministry of Community Development, Co-operative and Panchyayat Raj. This ministry was responsible for directing and co-ordinating the community development programme throughout the country in consultation with appropriate authorities at the States level and to draw up on a national basis a generalised programme for planning, budgeting, directing and co-ordinating the community development blocks throughout the country. In January 1966, the ministry of community development has been merged with the ministry of agriculture.

(ii) The State Level:- At the State level there is a State development department, presided over by the Chief Minister of the State providing overall direction and guidance. The Development Commissioner functions as the secretary of the Development Committee. The basic function of the Commissioner was conceived as one of co-ordinating the activities of various development departments and securing that they work towards the fulfilment of the overall plan for State pertaining to the community development and national extension blocks. The Madhya Pradesh has decided to dissolve the post of Development Commissioner in the State.

(iii) The District:- At the district level, collector is the chairman of district development or planning committee. In some
districts there are also district development officers charged with the responsibility of the programme in the district and operating under the directions of the State Development Commissioners. The district planning committee consists of all the heads of the development departments and some non-officials and development officers act as the executive secretary of this committee.

(iv) The Block: The block is the main unit of administration of the programme. Usually a development block represents about 100 villages with a population of 60,000 to 70,000 spread over an area of 150 to 170 square miles. The block organisation consists of a block development officer and a number of extension officers for different fields of works such as agriculture, animal husbandry, co-operation, social education, panchayat, industries, public works and public health. The block development officer is the head of this team of extension officers. During the various stages of the block which have been mentioned earlier, there is change in the number of extension officers. The B.D.O. is a new kind of officers in the Indian services with a totally new kind of job that the community development has created. The B.D.O. holds a key position in the block which has a crucial importance in the block administrative pattern. Therefore, it is of utmost importance that he should be a person of adequate competence and status. He is the principle link between the block agency and the higher level of administration to preserve the unity and team character of the block organisation. Madhya Pradesh Government has abolished the post of B.D.O. with effect from January 1966. The Conference of State Ministers for community development and panchayat raj after the
merger of the community development ministry in the Food and Agriculture Ministry reads, "the uncertainty about the future of the block development officers whose post have been abolished by the M.P. Government was also removed as the conference accepted the need for a co-ordinator."1 It is a undisputed fact that the B.D.O. works as a co-ordinator in the team of different technical officers.

(v) The village: At the village level the village level worker or gram sewak is responsible for implementing the programme. He is a multipurpose worker and a very important functionary of the programme.

People's Organisation: The need to make community development programme a people's programme makes it necessary that there should be the fullest co-ordination between the Government organisation on the one hand and people's organisation on the other. Therefore the people's representative institutions are of great importance in the democratic set up of our country where decentralisation of democracy has been made a part of our national plan. "Community projects are of vital importance not so much for material achievement that they would bring about but much more so because they seem to build up the community and the individual and to make the latter the builder of his own village centres and of India in the large sense."2 It generally follows that being the democratic process the community development would be only successful if there is active participation of the people. The people of the community must be

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1. The Hindustan Times, 15th October 1966
2. Dr. R. Lal, "Community Development" op. cit. p. 93
involved in the programme from the very beginning. Hence the need of people's organisation.

As a result of the establishment of block samitis and Zilla parishads and the investment of significant powers and authority in them i.e. local panchayats and co-operatives villagers and their representatives now have the choices formerly reserved by the block and district officers. This has stimulated initiative and interest among the people and is expected to make the programme more responsive to the needs and wishes of the villagers. It also has greatly stimulated the play of local and political considerations upon the programme and sometimes has led to a feeling of over-rated importance among the villagers and a correspondingly belittling by them of the role of block personnel. Thus a part of new challenge is to educate the masses and their organisations to understand the complementary roles of the block personnel and people. In brief following is the arrangement of people's institutions set up.

(a) Village Level: - The phenomenon of village societies in India has continued through all the changes and vicissitudes that the country underwent during the course of centuries. Although Panchayats in some form or other have been functioning in the country from time immemorial, they have not been functioning effectively and efficiently. The failure of community development programme to evoke people's participation ultimately led to the creation of Panchayat Raj i.e. decentralised democratic institutions at the village, block and district levels with an objective of securing people's participation for establishing a participating democracy. Thus the
establishment of village panchayats have enabled the village people to participate in the community development programme and in improving and developing their villages.

(b) Block Level:— Here the people's organisation is represented through the block advisory committee in which there are nominated non-officials who represent panchayats, co-operative societies, local leaders and farmers. A panchayat samiti for the development block as a whole constitutes a key institution with responsibilities with regard to development planning and its execution within the block. In some States the members of the samitis are directly elected while in some others the Sarpanchas of Gram Panchayats automatically become the members of these samitis. The community development staff has to work in co-operation with these samitis.

(c) District Level:— At this level district planning committees have been set up to represent the people's organisation. The committee includes the representatives of the local self government institutions and non-official workers having essentially advisory and consultative functions. Above panchayat samiti there is a Zilla Parishad for a district with the primary role of an advisory nature, consisting of the collector and the district officers, the M.L.As. and the M.Ps. from the district and the heads of the panchayat samitis. The main objective of this organisational structure is to have a smoother two way channel of information, ideas and feelings from a village household right up to the parliament and vice versa.

Need of Co-ordination:—

Co-ordination may be described as the means
where by different entities may achieve concerned action without losing their organisational identity. The planned development of any country necessarily required administrative co-ordination both in the preparation of the plans of development as well as in their implementation. Really community development is a co-ordinated effort to develop community consciousness amongst rural people as also to help their economic development. The community development programme is a comprehensive one which covers all aspects of social life. This can not be done without proper co-ordination among different agencies. Co-ordination is needed at two vital points; at the top level of policy making and at the field level of execution. Unless there is co-ordination in policies making and planning, execution becomes difficult. The programme if it is to be all successful must aim at full and alround development of the community. It has therefore, to be a multipurpose programme which attacks simultaneously all the rural problems. This makes it essential that the local programmes should be fully supported by the National Plan. Thus it becomes necessary that administrative co-ordination both in planning and implementation of programmes should be secured not only at the local level but at all higher level too, going right up to level of central government.

One of the most important innovations in the administrative reorganisation made at the time of the establishment of the development projects was to the creation of the office of the multi-purpose village level worker. This was a bold and imaginative step and has given a long way to remove the confusing multiplicity of development worker from the village scene. The V.L.W. has provided
opportunities for close and continuous interaction between the village people and government in regard to question of rural welfare and development. The V.I.W. is expected to function in the village not as a minor government official but as a friend and well wisher and to a certain extent as a leader of the village people. He is expected not only to promote ready made plans and programme but also to help constructively in formulating them. He is expected to study the felt need of the people and to strive to work for their satisfaction. The V.I.W. is closely connected with the village people being responsible for the execution of the programme. He is the friend, philosopher and guide to the rural masses. He brings up problems from the ground, posees them for the block level specialists, receives instructions from them and transmits them down the line to the ground. It has been realised since long that the work load of V.I.W. is too heavy. Gram Sewak with more than ten villages consisting of about six thousands rural population cannot physically establish a workable relationship with the people.

To ensure co-ordination between the department of community development and other subject matter ministries concerned with various aspects of rural development, co-ordination committees have been set up at Ministers level as well as at the officers level. These committees consider questions of co-ordination between the concerned ministries and the State Government and co-ordination is maintained through the forum of annual conferences, of Development Commissioners and of State ministers of community development and Panchayat Raj. Besides there are discussions at the time of Annual Plan is formulated. The inter-states
conferences and seminar are also organised when necessary from time to time. The co-ordination and supervision of the Ministry over the execution of the programme in various States should be more effective.

At the State level, co-ordination between the community development and other development programmes is secured through the Development Commissioner. There are further two co-ordination committees set up by all State Governments, one at the secretariat level presided over by the chief secretary and the other at the cabinet level presided by the chief minister.

Co-ordination at district level is achieved through Zilla Parishads. At the block level the Development officers exercises administrative control and is responsible for inter-departmental co-ordination. 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 officer should also maintain effective liaison with the other officers of the block on the one hand and the panchayat sanitis on the other.

Co-ordination at the level of execution has to deal with personal relation, financial authority and other administrative arrangements with either facilitate or hamper concerted action by the operating agencies. The co-ordination has to be not only in the execution of programmes at each level but also between the programme at different levels and also in the policies that must support the local development such as in the central government
there must be proper co-ordination between the Ministries of community development and other ministries. At the State level the Development Commissioner has to function as the captain of a team and so even when co-ordination has to be secured through supervision, the emphasis has to be laid on common supervision by the whole team and observance by all, of basic policies and objectives. At the block level, the block with its intimate contact with the people and detailed knowledge of the block area when used for the purpose of planning for the block, will naturally be in a position not only to secure the people’s participation in the preparation of the plan but also in its implementation. At the block level co-ordination is required between all the technical personals and the B.D.O. and at the village level between different departments of the state government. There must not be co-ordination of the mechanical nature but the real need is the co-ordination of out-look or a co-ordinated out-look. The fifth evaluation report says, "The problem of co-ordination has to be seen as the basic problem of ensuring that administrative arrangements enable the project or block agency to carry to the people, reforms whose range, scope and impact on the people's life will be continuously increasing and in which an increasing number of technical departments will be participating." For the proper co-ordination in the execution of the programme the importance of proper training to the staff personnel can not be disputed which aims at giving to all workers the same understanding about programme’s objective. There must also be food planning and formulation of co-ordinated policies right from top to the bottom. There is also need to work up plans from below as to break up plans formulated from
above into district and block plans.

As far as the block administration is concerned there must be a team work tendency among the block officials. To achieve good team work among technical officers working in different fields of development required good personnel management, proper recruitment policies, training of staff and proper job description. At the block level the B.D.O. is responsible to a great extent to develop a team work feeling and co-operation, by his virtue of being empowered to have a supervision over the block staff. It naturally follows that the B.D.O. as the captain of the team should have a measure of administrative and operational control over the block technical officers, of course not having the superiority feeling of bossism because that would spoil the very purpose of generating team work feeling.

**Financing the Programme:**

The responsibility of financing the programme lies upon the Government. The programme is financed through budgetary system. The national governments play leading part in the planning and implementation of development programme-s envisaged to better the lot of the people. And the budget and the budgetary process are major instruments for such purposes. The budget has now become, in addition to providing the basis for orderly financial control, an instrument of social policy realising the plans for increasing production, improving its distribution and augmenting employment. With the increasing use of fiscal measures for influencing economic life in various ways, the budget has become an important instrument of policy. Needless to say that a sound system of
financial administration is necessary so that the financial policies of the government may be effectively implemented and public funds may be efficiently and economically used. Budgeting in under-developed countries like India has been recognised as the potent catalyst increasingly promoting economic development.

After the recommendation of the Balwant Rai Mehta committee, the pattern of staging the blocks has undergone a change but the budgetary procedure is the same. The programme has a schematic budget pattern designed to offer a minimum frame-work of development in rural areas. Every development block has to frame its budget under the over-all ceiling so fixed. Although the schematic budgets for the C.D. block stage I and stage II under the revised programme have amounts of Rs. 12 lacs and Rs. 5 lacs respectively, the process of budget making is the same under the two stages. But this process has also been criticised on the basis that "uniform budget provision for all the blocks makes the whole scheme unrealistic. In stead of asking a block to spend a definitely assigned allotment over a fixed number of years, each block should be asked to achieve a certain standard of efficiency, awakening and culture among the people of the block. The time unit required to achieve the standard and the amount of money needed for it should be left to the block." 1

Of the total financial provision of Rs. 12 lacs for the stage I, 8 lacs represent the non-plan and 4 lacs as the loan expenditure which is advanced by the Central to the State Governments.

1. Shrimati Shakuntala Shrivastava, "As I see it" Kurukshetra, Jan. 26, 1960 p. 21
Out of the 12 lacs budget provision ₹ 3.6 lacs is recurring and 8.4 lacs non-recurring. As in case of non-plan expenditure so in that of non-recurring expenditure, the Central Government is responsible for 75% of the amount, whereas in case of recurring expenditure the responsibility of Central and State Govts. is in the ratio of 50:50. In this way in the total budget provision the Central government share stands at ₹ 9.10 lacs and that of the State Government at ₹ 2.90 lacs, percentage of both being 76 and 24.

Items of expenditure provided for in the schematic budget both in stage I and stage II are as follows:

<table>
<thead>
<tr>
<th>Items of expenditure</th>
<th>Stage I</th>
<th>Stage II</th>
</tr>
</thead>
<tbody>
<tr>
<td>Block headquarters.</td>
<td>3.15</td>
<td>0.85</td>
</tr>
<tr>
<td>Agricultural Development.</td>
<td>4.50</td>
<td>1.35</td>
</tr>
<tr>
<td>Rural Arts and Crafts.</td>
<td>0.65</td>
<td>0.50</td>
</tr>
<tr>
<td>Amenities.</td>
<td>4.30</td>
<td>2.30</td>
</tr>
<tr>
<td>Less reduction for committed expenditure</td>
<td>0.60</td>
<td>--</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>12.90</strong></td>
<td><strong>5.00</strong></td>
</tr>
</tbody>
</table>

In the context of emergency created by the Chinese aggression, the community development programme has been reoriented to achieve a rapid increase in agricultural production. The share of agriculture has been increased from ₹ 4.5 lacs to 5.5 lacs out of a total schematic provision of ₹ 12 lacs.

The above expenditure as we have seen is borne by the States and the Centre. The State Government is entitled to the full Central assistance only if the entirety of the approval
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Plan outlay for community development for the year is expended by them. In case of any short fall Central assistance would stand reduced correspondingly. Such as during the First Five Year Plan there was shortage of trained and skilled personnel consequently a lesser number of blocks could be taken up. It naturally resulted in a short fall in expenditure. The Second plan period also showed a similar short fall. As against the allocation of Rs. 200 crores, the expenditure was Rs. 187.12 crores. "Besides a shortage of trained and skilled block personnel the main reasons of this short-fall were non-fulfilment of norms laid down for conversion of blocks from pre-extension to stage I and lesser number of blocks which were taken up by certain States as against the phased programme of allotment. The pace of utilisation on all India basis was however, accelerated."1

The Government expenditure on community Development programme in the First Five Year Plan was Rs. 45 crores 97 lacs and during the Second Plan period Rs. 187.12 crores. In the Third Plan the expenditure incurred on community Development was Rs. 270.00 crores. For the first year of the Fourth Five Year Plan i.e. year 1966-67 the expenditure on the programme was estimated to Rs. 41.4 crores.

In Madhya Pradesh the expenditure in the First Five Year and Second Plan was Rs. 5.01 and 16.74 crores respectively. And during III Plan the expenditure amounted to Rs. 17.24 crores against the total provision of 32.50 crores i.e. 76.6% of the total Plan provision during the III plan period.2

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Regarding the people's contribution, it was valued to ₹25.13 crores and ₹77.30 crores in the First and Second Plan respectively and in the Third Plan it was valued ₹48.62 crores. In Madhya Pradesh the people's contribution was ₹1.67 and ₹5.30 crores in the First and Second Plan period respectively and in the Third Plan the People's contribution was valued to ₹7.17 crores.\textsuperscript{1}

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