CHAPTER I.
"I am greatly interested in the development of Community Projects and the National Extension Service and attach the greatest importance to them. .......

It means really covering the whole of this great country and building up a new India from the roots upwards. There can be no greater or more fascinating adventure than this. .......

Essentially what we are endeavouring to do is to bring about a peaceful and yet far-reaching revolution in this vast land of India. If we succeed, and succeed we will, then we shall have done in our generation something worthwhile and something that will deserve permanent record.......

Prime Minister Jawaharlal Nehru

(Kurukshetra: Building up a new India: March 1954, p.6.)
CHAPTER I.
INTRODUCTION

Community Development Programme - in perspectives and Objectives.

"The People of India today, with all their burdens and problems, live on the frontier of a new world which they are helping to build. In order to cross this frontier, they have to possess courage and enterprise, the spirit of endurance and capacity for hard work and the vision of the future. It is people's passion, a measure of their strength, a call to their urges and for reaching the goal. In this sense the plan is a promise and pledge a charter, a roster of duty and an invitation to man and woman to joining a great national endeavour."

'Yojna'

Even before the dawn of the freedom "Go to the villages" was our slogan. To rebuild India in an orderly fashion, the programme of Community Development is one of the greatest social experiments ever attempted in India. It touches in a scientific way the hearts and souls of millions living in humble homesteads in over 5,58,000 villages in India. The real India, as Mahatma Gandhi said, is in the villages. In India's Five Year Plans, therefore, great
emphasis is laid on the all-round improvement in the standard of living of the average Indian citizen. Political independence only meant dawn of political freedom to India but economic freedom was still lacking in India as the country was steeped in poverty, ignorance, starvation, colossal unemployment, disease and dullness of life. Besides this, India's ill-fed, ill-clad and ignorant masses have face many problems like low yield per acre, existence of small scattered and fragmented holdings, sub-human standard of living and a number of many other problems.

To achieve economic prosperity, 'Planning was considered as the only solution. The problems of full employment, education, health, adequate housing, and a number of other economic problems concerned with rural industries and betterment of agricultural practices were to be dealt with more seriously through planning. Some agency to cover all aspects of rural life was the need of hour. Hackneyed and slip shod attempts were made in the beginning of the 20th century to solve the rural problem, but for want of adequate attention from the alien rulers. State Governments made certain efforts in this direction and some of them were also sponsored by the national leaders like Mahatma Gandhi and certain other social workers. At Shantiniketan, Poet Tagore and Mr. Spencer Match of Y.M.C.A. at Matrandon, under a detailed scheme of rural uplift also provided
momentum to the village development programme. The Sarvodaya Scheme and the Grow More Food Campaigns also provided a valuable of guidance for the rural upliftment programme. As back as in 1929, Mahatma Gandhi wrote in 'Young India', "to serve our villages is to establish Swaraj. Everything else is but an idle dream". Further in 1936 he remarked in 'Harijan', "If the village perishes India will perish too". It will be no more India. Her own mission in the world will get lost". The Royal Commission on Agriculture in 1926, also concluded that the agency for rural Extension Service was necessary for the economic development of the Indian Villages. In brief, the steps taken under the rural development programme at Sewagram in Madhya Pradesh, at Sarvodaya centre at Bombay under the Firka Development Scheme of Madras, and pilot projects of Etawah, Faizabad and Gorakhpur were directly or indirectly related to the Community Development Programme. Due to the absence of Government's proper initiative these schemes were incomplete in many respects. The village communities in India are very old institutions. There is also a mention of powerful Communities in Chanakya's ARTHASHASTRA. Under the British regime, the disintegration of the village communities started. The small village communities were thrown open to the full

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competition of powerful industries in Europe. Gone was the self-sufficiency and with it the happiness of the villages. The wrong done has been so great that it probably requires decades of vigorous effort to undo it. The real efforts began in 1935 with the functioning of provincial autonomy and with announcement of a grant of Rs. 1 crore by the Government of India for distribution to the provinces to be spent on rural economic development programmes. This provided opening of certain rural economic development departments in certain states and rural development centres in the district. Soon after this the Grow More Food Committee recommended to the Government that the establishment of Extension and Advisory Service was the need of the hour and it should be set up for rural work in order to reach every farmer and assist in the coordinated development of rural life as a whole. It observed that all aspects of rural life were inter-related and that no lasting results could be achieved if individual aspects of it were dealt with in isolation. The emphasis of the vital need of awakening mass enthusiasm and enlisting the active interest and support of millions of families in the country were considered as an immense task for bettering their conditions.

'Planning' has thus become the need of hour. Planning activity is purposive activity. It is said to be a neutral instrument, applicable to any objectives. Prof. Wadia and Merchant are of the opinion that the objectives of Planning is "to raise the standard of living
of people, to bring to them by a many-sided development of
economic resources the possibilities of a richer and fuller
life to provide improved transport facilities within the
country, ...... to develop our domestic industries ...... to
provide amenities to rural life and to create large home
markets. "Prof. Ardeahar Dalal is of the opinion that the
object of planning is mainly to improve production to the
greatest extent possible and raise the standard of living
of the masses. The Indian Planning Commission has stated
the following objectives of Economic Planning for a Welfare
State: "The problem is not of rechanneling economic activity
within the existing socio-economic framework, that framework
has itself to be remoulded so as to enable it to accommodate
progressively those fundamental urges which express them-
sew themselves in the demands for the right to work, the right to
adequate income, the right to education and the right to
measure of insurance against old-age, sickness and other
disabilities". India is having certain peculiar circum-
stances of its own. Though we believe in big plans and
emphasise on centralised planning we do not advocate
imitation of administration model of the Soviet economy,
in the sphere of economic planning. The slogan "nationalise,
modernize, protect and inflate" cannot be implemented
successfully in the atmosphere of democratic countries where
people believe in constitutional and socialistic approach
for the economic and social emancipation of the teeming
millions. The only and the best suited technique is the
centralised and integrated type of democratic planning where public as well as private sectors combined efforts make the plans to lead towards the attainment of goals. The technique of rigid, oppressive, and communistic planning is altogether unsuitable for a country having peculiar features prevalent in the country. Our Five Year Plans are excellent examples of well-coordinated centralised planning based on democratic principles, with the avowed goals of effective utilisation of the resources for the uplifting of the economy for accelerating capital formation and the raising of the standard of living.

On the historic day of October 2, 1952, a decade ago, was born the Programme of Community Development. Prime Minister Nehru launched this programme at Alipore near Delhi and thus started the most effective symbol of rebuilding rural India which now achieved a human revolution. The basic objectives of the Community Development Programmes have been summarised as:

"To assist each village in Planning and carrying out an integrated, multi-phased family and village plan directed towards increasing agricultural production; improving existing village crafts and industries and organising new ones; providing minimum essential health services and improving health practices; providing educational facilities for children and an adult education programme; providing recreational facilities and programmes; improving
housing and family living conditions; and providing programmes for village women and youth".*

Community Development Projects are thus ideally suited to the underdeveloped Indian economy with an abundance of labour and scarcity of capital. Under this scheme cooperative effort is made by the people for the establishment of at least one multipurpose cooperative society in every village or groups of villages which are to be covered under the Community Development Programme. Villages are to work in an organised manner on projects of common benefits such as roads, tanks, schools, health centres etc. Increased employment and increased production are to be achieved by the application of scientific methods to -- agriculture, animal husbandry, fisheries and subsidiary cottage industries. The Programme makes a comprehensive approach to the social and economic aspects of rural life. These programmes constitute the most unique experiment in developmental planning in the country. Probably they have greater psychological value than some other forms of recommendations which are statistically more impressive. The line of action on which the entire programme rests may be categorically specified as follows:

I. **Agriculture and allied fields:**

(i) Adequate provision for quality seeds, improved paddy seeds, distribution of rust-resistant wheat seeds, distribution of fertilisers, ammonium sulphate, phosphatic fertilisers, green manuring and plant protection schemes, development of horticulture and commercial crops, soil conservation, expansion of area under cultivation, settling of land-less labourers etc.

(ii) The reclamation of waste and virgin land, erosion control, afforestation of catchment areas, land development and consolidation of holdings, contour bunding and construction of field embankments.

(iii) Provision of water through minor irrigation devices; cannals, wells, tanks, lift irrigation from rivers, lakes and pools, deepening of existing wells, grant of taccavi for purchase of irrigation equipment pumping sets distribution of improved implements of agriculture, improving conditions of Indian agriculture.

II. **Village and Small Scale Industries:**

The encouragement of employment devices - through village and small scale industries; organization of industrial cooperatives; marketing of the products of such societies, development of rural local industries, availability of finance for these industries, schemes of production-cum-training centres.
III. Health and Rural Sanitation:

(i) Sanitation of village communities, public health measures, help for the ailing, pre-natal and ante-natal care and midwifery services.

(ii) Organization of Primary and Subsidiary health centres, scheme of drinking water supply in villages, digging of soakage pits.

(iii) National Malaria Control, mass BCG vaccination campaign, leprosy control, establishment of leprosy sub-centres, provision of nurses and health visitors, and Dais in rural areas, distribution of medicine chests family planning schemes, environmental sanitation.

IV. Education and Social Education:

(i) Provision of compulsory and free education at the elementary stage, high and middle school education, conversion of old schools and new basic schools; short course of basic education, literature for pre-primary education.

(ii) Adult literacy, social education classes, promotion of youth festivals, organization of public bodies for social education programme women's and children's welfare.

V. Co-operation and Social Welfare:

(i) Establishment of Village Panchayats and Village cooperatives, marketing, better farming and service
cooperatives, development of markets, sales and various services.

(ii) Establishment of warehouses and godowns, schemes of cooperative processing industries, programme and publicity of cooperation, cooperative farming, establishment of gram-panchayats and nyay panchayats.

(iii) Other social welfare programmes including audio-visual education, kalapathaks, village leaders' training camps, women's and children's welfare.

VI. Animal Husbandry:

(i) Opening of animal husbandry dispensaries, outlying veterinary dispensaries, artificial insemination centres, poultry units, cattle breeding centres.

(ii) Fisheries development schemes, establishment of Gosadans and Gaushalas, Eradication of rinderpest, development of cooperative fodder production and preservation, water troughs for cattle, development of livestock.

VII. Public Works, Irrigation and Transport:

(i) Provision of better roads in rural areas, encouragement to road-development schemes, construction and repairs of pakka and kachha roads.

(ii) Construction of Panchayat buildings and schools, provision of improved techniques and designs for building
construction, construction of buildings with people's participation.

(iii) Minor Irrigation Schemes, surveys of hydro-electric sites; tube wells construction and rural electrification schemes.

The Community Development Programme was launched on 2nd October 1952; it has assumed a wide dimension and embraces all aspects of Government activity in the field of the improvement of agriculture, the combating of soil erosion, the development of water supplies, the promotion of the co-operation and better marketing, livestock and forestry development, education, health clubs and community activities. In the opinion of certain foreign experts, the programme of Community Development is no more than a modern conception of administration. Experts on this subject regard it as a balanced programme for stimulating the local potential for growth in very direction in the field of rural development and rural change.

The 20th Report to ECOSOC of the United Nations Administrative Committee on Co-ordination, 1956, describes the term Community Development as, "The term Community Development has come into international usage to denote the processes by which the efforts of the people themselves are united with those of governmental authorities to improve the economic and social and cultural conditions of communities
to integrate these communities into the life of the nation and to enable them to contribute fully to national progress."

Another observation, quoted often is given by the International Co-operation Administration, Washington which asserts that, "Community Development is the term used to describe the technique many governments have adopted to reach their village people and to make more effective use of local initiative and energy for increased production and better living standards. Community Development is a process of social action in which the people of a community organise themselves for planning and action; define their individual needs and problems; make groups and individuals to meet their needs and solve their problems; execute these plans with a maximum of reliance upon community resources; and supplement these resources when necessary with services and material from governmental and non-governmental agencies outside the community."*

The Project Evaluation Organization Agency has also derived certain useful observations about the meaning of the term Community Development. In the light of the remarks made by this Organization, the well-known Ford Foundation Representative in India, Mr. Douglas Emsminger, on the basis of his rewarding experience in this field has

rightly remarked with a number of thought provoking considerations on this movement. He has emphasised the following points:

(1) The Community Development Programme is itself a fulfilment of a pledge by the Nation's leaders made to the people of India in the struggle for independence.

(2) Community Development recognised that once the people's leadership and institutions begin working effectively, India's people will in fact become India's most important resources for development.

(3) Community Development recognises that the resources of Government can be made effective only when the people themselves become interested in development and look upon the Government as a supplemental resource to help them.

(4) Community Development provides the opportunity for all of India's village people to contribute towards building of a new India.

(5) Community Development provides an institutional arrangement through which the findings of science and technology can reach all farms, home and village-industries, and the village problems can be passed on to the research laboratories for solution.

(6) Community Development looks to the future. It recognises that the present adult village people can be
helped to improve their lot by working with the young people today, greater progress can be made when the present youths become the adults.

(7) Community Development is concerned with helping people learn how to earn more as well as helping them learn how to convert their increased earnings into better living.

(8) Community Development has achieved a psychological awakening among the Indian Villagers.*

The programme of Community Development, thus launched in 1952, with small objectives and perspectives, has itself grown into a gigantic movement and has assumed wide proportions in the programmes of national reconstruction. In the beginning, the programme was started in some 55 projects all-over the country and we see to-day, it embraces all activities of rural development and a step forward has produced a vital land-mark in the history of economic development of the under-developed countries. People's participation plays a major role in the successful completion of this programme which straightway leads to progress and prosperity. A number of other problems, and

problems after problems exist in the Indian village economy. Directly or indirectly, so to say, this programme seeks to help the villagers of India, to raise the nation up from poverty and ignorance. In the words of Sri Chakravarti Raj Gopalachari, the Community projects are pilot-plants of the bigger idea of 'Bharat Gram-Kalyan'. The gospel of work was taught by Sri Krishna in the Gita. It was the theme of all Gandhiji's teachings through the spoken word and writing.......

* An eminent authority on the programme of Community Development, Sri S.K. Dey, I.A.S., the present Minister for Community Development and Co-operation, Government of India, rightly remarked in the beginning "The motto of the Community Development programme is 'Destination -- Man'. The programme will succeed to the extent that it can approach this objective. It will fail to the extent that it leaves 'man' behind and attempts to push things alone to the fore.....Community projects have been designed to be the first step on the long road. The road is to be built by the people themselves, to be travelled by the people themselves, to be outgrown by the people themselves."**


In brief, the Programme of Community Development is an ideal development plan for all-round and multipurpose upliftment village development schemes. It has brought into action the novel ideas of Mahatma Gandhi and is particularly based on self-sacrifice and self-reliance, co-existence and co-exploitation. Live and Let live others is the governing motto of this momentum.

In past, (as has already been emphasised before) a number of rural development schemes took place in the country. But they were not started with many-sided development of the rural India. All aspects of rural life were not touched by the planners at that time. Only a single part of some problem was dealt with by the foreign government and no integrated programmes were chalked out for the rural development. Public was not having any voice in the development plans. Everything done in this respect was mostly one-sided. Energies of the administrative machinery of the states as well as the local leadership, these two factors are very necessary for multipurpose development through democratic and peaceful measures in the country. Here was the lacuna for low level progress in this sector. Enthusiasm of the public was instead of being given fillip, marred at certain instances. The village-workers were simply order-followers and they were not having their own contribution to the rural development. A scheme which may embrace with all the rural problems of village life was lacking. A number of villages
were to be served by the Government officials. And even though "Government efforts to bring about improvement in rural areas have been directed through fairly well-organised Development Departments of Agriculture, Animal Husbandry Co-operation, Health, Education etc. these, however, worked independently of one another following their own programmes and without a sense of common objective. Each Department approached the villager through its own hierarchy and the weakest link in each of these Departments was usually the last official, who had to be in touch with the villager. The official was in most cases, inadequately trained and incapable of providing guidance to the villagers. The area covered by him was so vast that a villager hardly felt his presence. The activities of these Departments were also not linked up with those of Revenue Officers which touched village life at many points or with the local bodies which under the law were responsible for some of the welfare services in the rural areas like communications and water-supply. The result of all this was that there were no concentrated efforts to improve all sides of village life, to change the outlook of the farmer and to mobilise local initiative and resources for the betterment of rural conditions."

* V.T.Krishnamachari: An article contributed to the Independence Day Number of "U.P. Information": Kurukshetra: A symposium: Government of India, Publications Division: Delhi:6, p.35.
The Fiscal Commission set up by the Government of India, in 1949 had observed:

"In our view the greatest need at present in India is an extension service with the object of bridging the gap between research and the practices of producers, similar to those which have been found so valuable in U.K., U.S.A., etc. What we have in mind is an Extension Officer with the necessary staff for a group of 40 to 50 villages working on a demonstration farm. The officer will be the agent of all the Development Departments in the implementation of the schemes of improvement for the villages in the Centre and the guide and friend of the farmers in the area and in close contact with them."*

The role and functions of an Extension service were also given due consideration in the Report of the P.A.O. on extension meeting held in 1949, which reads, "Extension or Advisory services and other allied services have the following indispensable functions for instructing farm people in agriculture and domestic science bringing them the latest results of research in these fields on quality and cost as well as on the quantity of production, and teaching them improved techniques of farming and rural living; calling attention of research institutions to the agricultural and

* Kurukshetra: A symposium: Government of India, Publications Division, Delhi-6, 1961, p.36.
the home problems farm people to meet together for the purpose of learning from each other and developing leadership in agricultural affairs."

The Grow More Food Enquiry Committee also recommended on the same lines. For increased employment and increased production, this movement of Community Development has been serving as an eye-opener to the rural masses. The programme aims at placing this ideal of removing rural unemployment in our villages. It brings an appreciable improvement in all aspects of rural life making it fuller and richer. The administrative machinery as well as the co-operation of the public is gained for this multifarious development. The unofficial leaders have to play a major role right from the preparation of village production plans, village development plans and the five year plan programmes to the fullest utilisation of available resources and the exact completion of the avowed goals of the programme of Community Development. Mass enthusiasm is now being awakened in large scale and the active interest of the public is enlisted for supporting millions of rural families living in the country side for the all-round development of rural India.

"Human Factor plays a vital role in Community Development Programme. The programme is sponsored by the
people, for the people and the programme in itself is a programme of the people." Shri V.T. Krishnamachari asserts, "In what directions does the movement seek to bring about a change of outlook? The first direction is increased employment and increased production. This follows from what is recognised to be the greatest evil in rural life, namely, the enormous volume of unemployment, or what may be called under-employment that grips the countryside. Side by side with this unemployment, this is the fact that we have 'subsistence' agriculture, i.e., the land does not produce a fraction of what it can produce if existing scientific knowledge is applied. So the two most prominent evils — they are really connected — are under-employment and under-production."*

The Community Project Administration is designed in accordance with the terms of the Indo-U.S. Technical Co-operation Programme Agreement which was executed on January 5, 1952 and a Central Committee was formed consisting of the members of the Planning Commission and the Ministers of Food and Agriculture and Community Development. This Central Committee is presided over by the Prime Minister and is assisted by an Advisory Board consisting of the

* V.T.Krishnamachari: 'The National Extension Movement': An article contributed to the Independence Day number of 'U.P. Information' Lucknow: August 1954: Kurukshetra: Publications Division, Delhi-6, 1961, p.34.
Secretaries of the Central Ministries of Food and Agriculture, Finance, Health, Education, Additional Secretary of the Ministry of Natural Resources and Scientific Research and the Government of India's nominee of the Indo-U.S. Technical Cooperation Programme. The Central Committee determines broad policies and provides general supervision of the agreed projects under the Community Development Programme. The Committee also consults appropriate authorities in the states and chalks out detailed programmes of development for the entire country.

A separate Ministry, entitled Ministry of Community Development and Co-operation was established under the Minister of Community Development and Co-operation. At present this ministry is being termed as Ministry of Community Development and Co-operation and Panchayati Raj. At State Level there is State Development Committee. The Chief Minister of the State is Chairman of the Committee. Planning and Development Department in the State is the Member-Secretary of this Committee who is also the Development Commissioner for the State Planning and Development Department.

At the Divisional level, the Commissioner for the Division supervises the whole organization of the Community Development Administration. The Development Assistant to the Commissioner, is provided with the requisite staff and
in consultation with the state government, the Divisional Commissioner makes wide tours and inspects the Blocks under his jurisdiction. At district level, the Collector of the district looks after the activities of the Blocks in the district and the District Development Officer, who is a senior Deputy Collector, in the district, supervises the Block affairs. The Sub-divisional Officer of the Sub-Division also keeps close contacts with the development personnel. The Collector is the key official in the whole set-up of administration in the district and is thus supposed to be the pivot of the programme. Under the Sub-Divisional Officer, the Block Development Officer implements his schemes of development for the entire block in collaboration with other extension officers. The Block Development Officer is exclusively responsible for the effective implementation of the Community Development Programme. The Extension Officers who are in direct charge of the rural development schemes, are the experts from various development departments of the State Government. The following Extension Officers are provided to the Block:

(1) The Agricultural Extension Officer from the State Agriculture Department.

(2) The Veterinary Assistant Surgeon, from the State Veterinary Department.

(3) The Sanitary Inspector from the Health Department of the State.

(4) The Co-operative and Panchayat Inspector from the Co-operation Department.
(5) The Block Level Extension Officer (Industries) from the State Industries Department.

(6) The Social Education Organiser, from the Education Department (one male Social Education Organiser and one female Social Education Organiser).

(7) Oversear for public work from the P.W.D.

In addition to this every block is provided with 10 Gram-sewaks and 2 Gram-sewikas which are the key-functionaries for the entire rural development and live in the village with their offices in rural areas. The Gram-sewak is considered to be the most important via-media between the block personnel and the rural masses. He executes the Government Schemes and suggests for proper measures for improvement in the programme to the Block Development Officer and always keeps liaison between the Block authorities and the rural people. He covers a population of 5,000 to 6,000 people as approved by the Government. In the beginning he has to make the entire village survey and submit plans for the village development to the district authorities. Agriculture is one of the important fields of his duties. From time to time he guides the villagers on several of their problems arising out of their daily routine in connection with use of fertilisers, improved ploughs, cultivation of crops, rotation of crops, plant protection measures and devices against pests and weeds, preservation and improvement of seeds, storage of grain, construction of public buildings, such as village schools, panchayat ghars,
mahila mandals, village roads, sanitary latrines, smokeless chullas, model houses and wells, meeting hall, digging of village tanks and village drains, general village sanitation and ventilation, control of malaria and other epidemics, recreation, children's and women's welfare, social education and various multipurpose needs of the village folk.

In the words of our Prime Minister, Sri Jawaharlal Nehru, "By and large the Gram Sewaks and Gram Sevikas are a fine lot, earnest, enthusiastic, knowledgeable to some extent and disciplined. They have done a very good piece of work."* The appreciation of this Village Level Worker has very beautifully been summarised by Mr. M.L.Wilson, Ford Foundation Consultant in Community Development as follows: "The Village Level Worker that I have met measure up pretty well to my expectations. While there is, probably the considerable variation in their personal capacity, adaptability and their training, nevertheless they seem to have the aptitude, the spirit of service, the enthusiasm, the understanding of extension work service necessary to do the work expected of them in the villages in a creditable manner. They are hard and tireless workers.

A development block generally consists of 100 villages and a population of 60,000 to 70,000 people. The

* Jawaharlal Nehru: "Jawaharlal Nehru on Community Development in India (New Delhi: Government of India), July 1956, p.8.
block pattern in the beginning was divided into two main stages. The first stage of the programme was termed as 'National Extension Service Programme'. This National Extension Service pattern block scheme was formulated in the month of April 1953 and was inaugurated after the successful completion of the Pilot Projects. Under this pattern the block was to be developed initially and thus it was the initial and conception stage, while the Community Development Block Stage covered the "intensive development programme of the Block area". Practically the staff provided for National Extension Service stage was less than the Community Development stage. The National Extension Service Blocks were inaugurated in the beginning. After their completion and good results, they were converted into Community Development block stage with an increased budget allotment, staff, scope and a number of other improvements.

After completion of the period, the Community Development Blocks were converted into post-intensive phase blocks. There was curtailment in the over-all scope, funds and staff etc.

The National Extension Service Blocks were allotted with Rs.7.50 lakhs of funds for covering the development activities prescribed in the block-programme for a period of three years. The Community Development Blocks, on the other hand received a sum of Rs.15 lakhs
for the same period.

A revised programme for the block pattern was approved by the National Development Council at its meeting held on 4-5-1958, which was previously suggested in the recommendations of the Study Team on Community Development and National Extension Service appointed by the Committee on Plan projects. In order to give effect to the main recommendations the block pattern was termed into two stages:— stage I being the preliminary and extensive stage and stage II being the next stage. Stage I pattern may be termed as the intensive development stage and the amount of budget provided for the entire stage I period is Rs.12 lakhs and as soon as the block enters the second stage after completion of 5 years, the block provision of Rs.12 lakhs is reduced to Rs.5 lakhs and the staff pattern is also changed.

The following table shows the distribution of the budget allotment of Rs.12 lakhs into major heads of expenditure:
Schematic budget for a Development Block during the First Stage with a ceiling of Rs. 12 lakhs (estimated expenditure on a development block for a period of 5 years).*

<table>
<thead>
<tr>
<th>Heads of expenditure</th>
<th>Total amount in lakhs of Rs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Block Headquarters:</td>
<td></td>
</tr>
<tr>
<td>(a) Personnel</td>
<td>2.60</td>
</tr>
<tr>
<td>(b) Transport (jeep)</td>
<td>0.15</td>
</tr>
<tr>
<td>(c) Office equipment, furniture etc.</td>
<td>0.15</td>
</tr>
<tr>
<td>(d) Project Office, seed store, Information Centre.</td>
<td>0.25</td>
</tr>
<tr>
<td>Total</td>
<td>3.15</td>
</tr>
<tr>
<td>II. Agriculture and Animal Husbandry Extension methods and demonstration of improved practices, including equipment.</td>
<td>0.50</td>
</tr>
<tr>
<td>III. Irrigation</td>
<td></td>
</tr>
<tr>
<td>IV. Reclamation (including soil conservation contour bunding etc.)</td>
<td>3.40</td>
</tr>
<tr>
<td>V. Health and Rural Sanitation:</td>
<td></td>
</tr>
<tr>
<td>(a) (i) Dispensary recurring expenditure</td>
<td>0.20</td>
</tr>
<tr>
<td>(ii) Dispensary building</td>
<td>0.10</td>
</tr>
<tr>
<td>(iii) Dispensary equipment</td>
<td>0.10</td>
</tr>
<tr>
<td>(b) Drinking water supply</td>
<td>0.50</td>
</tr>
<tr>
<td>(c) Drainage and sanitation</td>
<td>0.25</td>
</tr>
</tbody>
</table>

* This budget was approved by the National Development Council and it is only intended as a guide and it may be adjusted according to local conditions.
VI. Education 0.60

VII. Social Education (including audio-visual aids and women, youth and children's programme). 0.70

VIII. Communication 0.85

IX. Rural Arts, crafts and Industries 0.65

X. Housing for Project staff and Rural housing 1.00

Grand Total 12.00

Analysis of cost:

(i) Cost of one development block 12.00 lakhs

(ii) Share of Centre: 75% of non-recurring non-loan expenditure 9.10
      50% of recurring expenditure plus Rs.4.00 lakhs loan.

(iii) Share of State Government 2.90

When the block enters the second stage of its development, its budget provision is reduced to a large extent as it is a post-intensive stage and hence the overall break-up of the amount of Rs.5 lakhs is detailed as follows:
Schematic Budget for a Development Block during the second stage of Five Years with a ceiling of Rs.5 lakhs per block.*

<table>
<thead>
<tr>
<th>Heads of expenditure</th>
<th>Total allotment in lakhs of Rs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Block Headquarters:</td>
<td></td>
</tr>
<tr>
<td>(a) Personnel</td>
<td>0.70</td>
</tr>
<tr>
<td>(b) Transport (jeep)</td>
<td>0.15</td>
</tr>
<tr>
<td>II. Animal Husbandry and Agriculture Extension</td>
<td>0.50</td>
</tr>
<tr>
<td>III. Irrigation</td>
<td>0.85</td>
</tr>
<tr>
<td>IV. Reclamation, Health and Rural Sanitation</td>
<td>0.50</td>
</tr>
<tr>
<td>V. Education</td>
<td>0.50</td>
</tr>
<tr>
<td>VI. Social Education (including audio-visual aids)</td>
<td>0.50</td>
</tr>
<tr>
<td>VII. Communications</td>
<td>0.50</td>
</tr>
<tr>
<td>VIII. Rural arts, crafts and Industries</td>
<td>0.50</td>
</tr>
<tr>
<td>IX. Rural Housing.</td>
<td>0.30</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td><strong>5.00</strong></td>
</tr>
</tbody>
</table>

Analysis of cost:—

(i) Cost of one second stage block for five years. 5.00 lakhs

(ii) Share of centre: 50% of recurring expenditure and 100% of loans. 3.73

(iii) Share of State Government: 50% of recurring expenditure and 25% of non-recurring expenditure. 1.27

* Revised Programme of Community Development issued by the Ministry of Community Development, Govt. of India, New Delhi, 1956.
The Community Development programme is thus a programme by the people, for the people, and of the people, sponsored in the rural masses with the active participation of the Government agencies, and full support of the public through the Panchayat Samities and alike rural bodies. Now-a-days, the theme of Panchayati Raj has also been inaugurated rapidly in the blocks at district, block and village level. Under this scheme, the Community Development programme shall usher an era of peace and prosperity in the coming days. A new chapter in the rural economy is to be opened and the programme of self-improvement, self-help and multipurpose development of the entire rural set up, will be augmented a step further. An effort has been made in the following pages to give a factual and theoretical description of the programme as launched in the Rehli Block of Saugor District, under the auspices of the Community Development programme.

Community Development Programme is the outcome of the most important discussions and ideas in the minds of the planners of the nation who advocate the trinity rights at the very inception of the programme which are:

- Right to live,
- Right to work,
- Right to receive what is earned.
In the words of our Union Minister for Community Development and Co-operation, "muscles can do it. Muscles can be trained to do it, and conditions can be created to do it."

The programme is having a democratic approach to all the rural problems. It provides a means whereby human factor plays a vital role, they work in co-operation with each other. It is now accepted as a more than a way of making a living it has now been regarded as a way of life.