

6. COMMUNITY DEVELOPMENT PROGRAMMES

Community: is a group of people who live in a geographical area and have an interest in each other for the purpose of making a living.

Development: connotes growth or maturation. It implies gradual and sequential phases of change. It refers to the upward or increasing differentiation.

Community Development: It is a movement designed to promote better living for the community with the active participation and/or the initiative at the community.

It is a method by which people of villages are involved in helping to improve their own economic and social conditions and thereby they become more effective groups in programmes of their national development.

It is a process of change by which people's efforts are united with those of group authorities to improve their economic, social and cultural conditions of communities, into the life of the nation and to enable them to contribute fully to national programmes.

Genesis of Community Development Programme (CDP - 1952)

Based on the experiences within the country and abroad, the recommendations of the Fiscal Commission (1949) and the Grow More Food Enquiry Committee (1952) the CDP was launched on October 2, 1952, the birth-day of Mahatma Gandhi.

At the initial stage in 1952 there were 55 community projects in 3 blocks. Each of the community development projects covered an area of about 450-500 sq.miles with about 300 villages and a population of about 2 lakhs. Each project area has been divided into three development blocks. A development block consisted of about 100 villages with about 150-170 sq.miles and a population of about 60-70 thousands. Each block was further divided into groups of 5-10 villages each. Each such group formed the area of operation for a village level worker (Gram Sevak) who was the basic level extension functionary in the community development programme.

The need for rapid extension of the programme to other parts of the country led to the National Extension Service (NES) along side the CDP on October 2, 1953 covering the entire country within a period of 10 years.

In 1957, the Balvantroy Mehta team recommended the establishment of statutory elective of local leaders i.e., Panchayat Raj Institutions (Village Panchayat, Panchayat Union and District Development Council). This programme laid emphasis on all round development of the whole community with special emphasis on weaker and under privileged sections through the use of area development, self-help and integrated approaches. The CDP , however, could not bring expected change in improving the conditions of rural masses or there was not much development in the area of agricultural development.

Objectives of Community Development in India

The fundamental or basic objective of Community Development in India is the development of people of "Destination Man".

Its broad objectives are (I) economic development, (ii) social justice and (iii) democratic growth. The attempt is to secure as good a balance as possible among these three objectives and to inter-relate them in a manner that they support one another. More specifically, objectives of the Community Development Programme are:

- i) To assist each village in having effective panchayats, cooperatives and schools;
- ii) Through these village institutions, plan and carry out integrated multi-phased family, village, Block and District.
 - a) Increasing agricultural production.
 - b) Improving existing village crafts and industries and organising new ones.
 - c) Providing minimum essential health services and improving health practices.
 - d) Providing required educational facilities for children and an adult education programme.
 - e) Providing recreational facilities and programmes.
 - f) Improving housing and family living conditions, and
 - g) Providing programmes for village women and youth.

Administration of CDP - prior to Panchayat Raj

National level: For implementation of CDP at the national level there was a central committee with Prime Minister as Chairman. This committee was to lay down broad policies and to provide general supervision. It was also responsible for economic development. It was also responsible for economic development. It was assisted by an Advisory Board consisting of the secretaries of developmental departments of central ministries. Under central committee there was Community Projects Administration (CPA). At the beginning CPA was very small and it grew up as a big organisation. Therefore, from September 20, 1956 a separate central ministry was created known as ministry of community development.

This Ministry was overall in-charge of the programme. This department prepared national basis programmes, budgeting, directing and coordinating throughout the country.

State level: There was a State Development Committee or a similar body. This body was entrusted with the execution of CDP and NES. This committee was presided over by the chief minister and consists of all ministers of development departments. The Development Commissioner acted as Secretary to this committee. This Development Commissioner had three-fold functions.

- I) He had two functions with the centre. He had to receive programme guidance from the centre and report progress and suggestions to the centre .
- II) He coordinated the programme at block levels. He also assure proper and adequate supervision.
- III) He maintained an administration relationship with the District Collector who in turn is responsible for planning, coordination, executing and evaluating the work of each block in his district.

District level: At district level the district collector is the chairman of the district planning of Development Committee. He is assisted in carrying out this development responsibilities by BDOs. The district Development Committee consists of all Heads of Department in the district. It has both officials and non officials as members.

Block level: At Block level BDO is assisted by a team of experts in agriculture, cooperation, animal husbandry, cottage industries, etc. These technical personnel are assigned with the development works at block level. Block Development Committee consists of representatives of panchayats, cooperatives, progressive farmers, social workers, MPs and MLAs of the area.

Village level: VLW or Gram Sevak acts as a multipurpose man at village level. Each Gram Sevak is in charge of about 7 or 10 villages. He is in charge of both village and family development. He is guided and assisted by various technical specialists at the block level. He is the last official administrative person in the administrative chain for carrying out this nation-wide programme for village development.

As seen, at every level along with the official setup, non-officials participation has also been emphasised. This programme is often called as a "peoples' programme". There is great stress on the peoples' participation not merely in the execution of the programme but also in its planning.

According to Nehru a Panchayat, a cooperative and a school are the three essentials for an Indian village. Panchayats deal with political affairs, cooperatives with the economic affairs and schools with education. With these three village institutions Indian villages are built on a strong foundation.

National Extension Services (NES-1953)

NES was implemented from 2.10.1953. This was implemented in the areas which were not covered by CDP, so that entire country would get the benefit of development. When compared to CDP, the NES was less intensive in character.

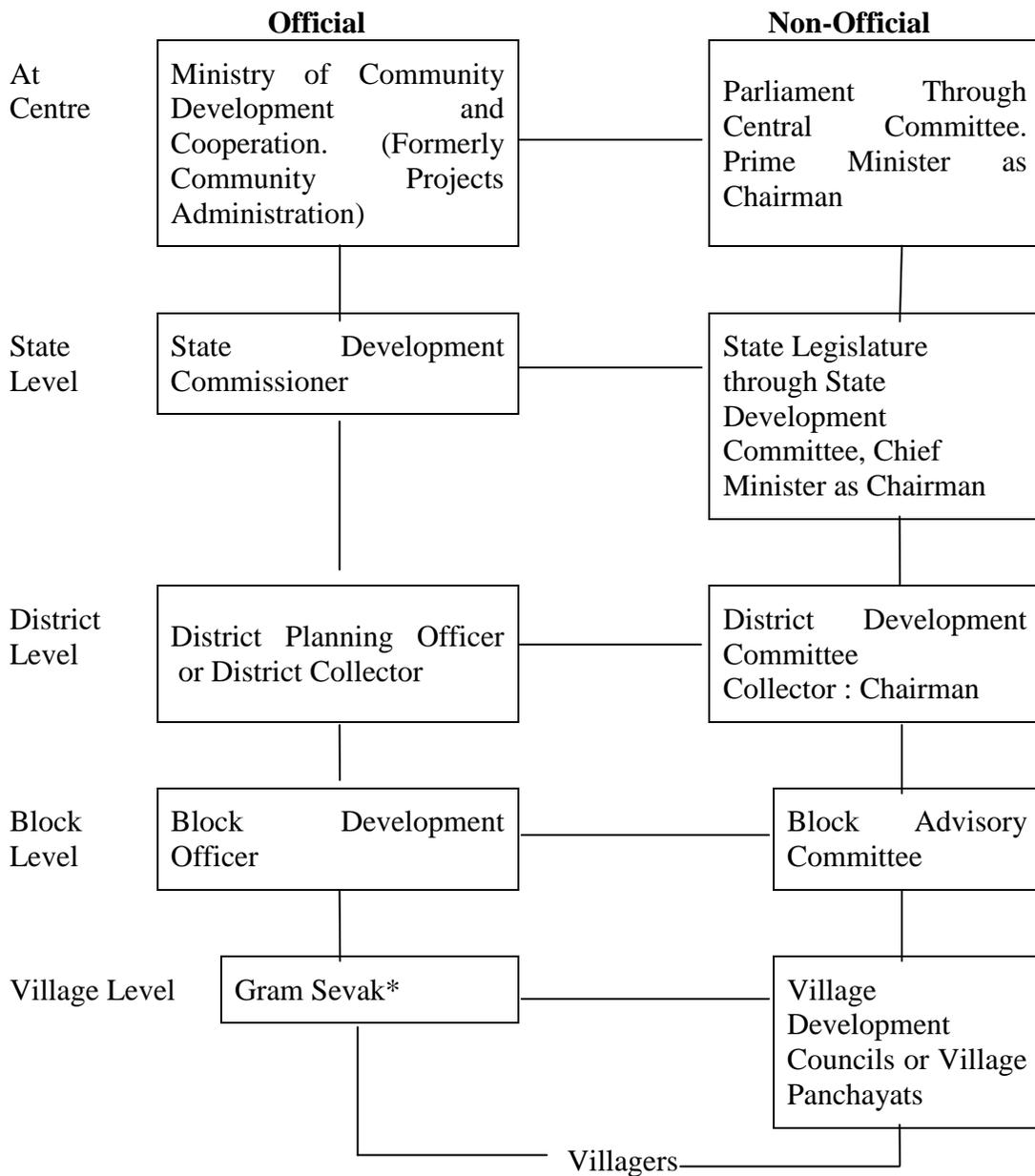
Since CDP and NES had the same basic ideas, they were integrated both at the centre and state. With effect from April, 1958 there was no distinction between CD blocks and NES. All NES blocks became CD blocks was achieved by October 1963.

NES covered almost all the villages in the country; For this national programme apart from the existing system, a new administrative organisation was built. At central level Planning Commission itself headed by PM acted for direction and coordination of development. It was

assisted by an advisory board comprising of secretaries of several Central Ministries concerned. An administrator for CDP was appointed to work under the control of the Central Committee for the overall management of the programme.

At state level, a state development committee under the chief minister was set-up with several ministers as its members. It was assisted by the state level advisory board with development department secretaries. A development commissioner was responsible for management of the programme.

CD/NES organizational pattern prior to Panchayat Raj (upto 1.11.1959)



*In Andhra Pradesh, the designation of "Village Level Workers" has been changed as Village Development Officer".

At district level, there was a district development council (DDC), headed by the District Collector. Various district level development officers, as well as non-officials such as legislative etc., direction of development commissioner is responsible for implementing all the projects within the district.

Project advisory committee in the block was headed by Block Development Officer (BDO). Several officials and non-officials are the members of this committee. Blocks were formed with the cutting edge of about 100 villages with an approximate population of 60,000 to 80,000. District Committee to guide and support BDO to implement the multi dimensional development project. The BDO was assisted by a number of extension officers representing agriculture, animal husbandry, cooperative, industries, health, social education etc.

The Block was divided into a number of circles of villages and a multi-purpose village level worker was appointed at each circle to motivate, guide and assist rural people to improve their social and economic conditions. A few multi-purpose women workers (gram sevikas) were also appointed to motivate and help rural women.

The central government provided substantial grants to state governments so as to augment their resources for allocation of funds to each development block. On the completion of first five years of the programme, the planning Commission appointed a high-ranking study team headed by Balvant Rai Mehta, Chief Minister of Gujarat. This team pointed out both positive results and inadequacies in the implementation of the programme.

The study team made a significant recommendation with implementation of a programme. According to it there should be effective administrative decentralisation for the implementation of the programme. The decentralised administration was to be placed under the control of elected and integrated local self-government system ordinarily of 3 tiered bodies from village level to block level and then to district level. This democratic decentralised system was named as "Panchayat Raj". CDP was by and large bureaucratised management.

Objectives of NES

- (i) to change the outlook of village people;
- (ii) to make the people participate effectively in development programmes;
- (iii) to develop village leaders accepted by all; and
- (iv) to increase the employment and production.

Defects of CD/NES

- (i) Uneven distribution of benefits;
- (ii) Absence of clear-cut priorities;
- (iii) Lack of self reliance and mutual aids; and
- (iv) Inadequate emphasis on development of cottage and small scale industries and agriculture.