

**THE SIXTH EVALUATION REPORT ON WORKING OF  
COMMUNITY DEVELOPMENT AND NES BLOCKS, JUNE 1959**

**1. The Study**

The study was undertaken by the Programme Evaluation Organisation to study few aspects of the Community Development Programme such as the planning process at the Block and village levels, pilot projects for cottage industries, large and small cooperative societies and social education.

**2. Objectives**

1. To obtain general information on progress, method of working and problems experienced in working of the Blocks.
2. To obtain an appraisal of the programme in Blocks situated in different economic, physical and administrative conditions.

**3. Sample Size**

**I. Study of Planning Process**

Altogether 38 blocks - 17 Stage II and 21 Stage I including CD Blocks were studied. The survey covered 190 villages spread over 35 Districts.

**II. Social Education Study**

The study was conducted in 18 blocks and 14 non-block areas. In each block and non-block areas, 5 villages were chosen at random. 9 of the selected blocks were C.D.(8 from Stage-I and State-II).

**Reference Period**

The enquiries for the study were carried out during the period July,1958 to, January,1959.

**5. Main Findings**

**I. Planning Process**

1. The recommendations of the Mehta Committee were largely accepted by most of the States and almost all States had taken steps to vitalize the Block

Committees. Some State Governments had taken steps to implement the recommendations of the Simla (1955) Conference and had given greater authority to panchayats to plan and execute local works. All States had prescribed rules fixing the frequency for the meetings of the district, the block organisations and the panchayats. But the meetings actually held by these bodies fell short of the norms laid down.

2. In some areas a beginning had been made with an attempt to build up sections of the block plan on estimates prepared at the village level. Village plans were prepared in a good number of instances mainly for agricultural items; but village organisations did not seem to play an active role in the planning process. Further in some areas, attempts had been made to develop village institutions especially the panchayats, as the instruments for planning. But most of the panchayats were handicapped by lack of technical know-how, lack of interest on the part of non-officials, paucity of funds and habit of relying on higher bodies for direction & assistance.

3. Ten percent of the B.D.Os and 25% of the extension officers were absent from their blocks for more than a month during the preceding year.

4. The staff was not adequate in strength in 40 per cent of the blocks. A significant number of blocks did not have any officer in the fields of Panchayats, Industry, Animal Husbandry and Rural Engineering.

5. The population and number of villages per VLW varied widely in different blocks and the VLW's charge was too large when compared to the norms suggested by the Mehta Committee.

6. The system of dual control under which the departmental staff in the block was under the administrative control of the BDO, but under the technical control of superior departmental officers, had not been fully worked out everywhere.

7. About 33 per cent of yearly sanctioned amount remained unspent during 1956-57 to 1958-59. Nor did the distribution of actual expenditure conform to the sanctioned budgets. Rough and ready planning at the top seemed to have matched by imperfect execution at the lower level.

8. The fifteen industrial pilot projects studied had organised 285 training centres and trained 10,664 artisans since their inception. on an average, a project provided training for 10.6 percent per 100 artisan households in its area.

9. Sixty percent of all the trainees learnt hand spinning and they together with handloom weavers and tailors accounted for 84 % of all trainees.

10. 65 per cent of the trainees had no previous association with the crafts they were taught, which did not tally with the general policy of concentrating on the artisan classes.

11. The majority of the trainees were satisfied with the content, standard and duration of the training.

12. Forty three per cent of the trainees who had taken to these crafts after training received some assistance from the projects.

13. Fifty eight percent of the assistance received by the projects from outside was in the form of loans.

14. The loan received by the artisans worked out to 40 per cent of their total investment in the crafts.

15. On the whole, the loanees invested more than 75 per cent of the loans received by them in the crafts.

16. The co-operative were more prompt than the projects or the Industries Department in disposing of applications and disbursing loans.

17. The largest proportion of the loans was given against personal security.

18. Only 12% of the loans given by the cooperatives were overdue at the time of the enquiry as against 45% given by the project and 35% by the Industries Department.

19. Thirty-one per cent of-the loanees stated that the loans received by them had enabled them to set up as independent craftsmen.

## **II. Industrial Cooperatives**

1. Forty-four out of 94 societies studied had come into existence since 1956-57. Most of them were created by project officials or secretaries and presidents of existing societies. .

2. The average society was small in size, only the handloom cooperatives had on an average, 164 members per society. In some crafts, the membership per society was as low as 25.

3. The societies had not utilised at all adequately even the small funds at their disposal the loans per member did not amount to even one-fifth of the loan assistance they had received from outside.

4. of the small fraction of members who got help from their societies, one sixth to one third complained of the difficulty of getting the supplies in right quality, quantity and time and at fair price.

### III. **Impact of the programme** on the villages

1. only in the case of Khadi, the projects did make a substantial contribution to the spread of the industry. The impact of the projects in respect of the other crafts under study was extremely limited.

2. The projects had the responsibility to set-up cooperatives for artisans. They seemed to have made good progress in this respect; they had reached some artisans in 253 out of the 267 selected villages. But only small fraction of the members received the benefit of cheap credit, organised sale and purchase of goods and organised procurement of raw materials, which the societies were expected to provide.

### **Social Education Study**

#### IV. **Adult Literacy**

1. on an average adult literacy centres had been set up in 62% of the selected villages in the block and 13% in the non-block areas and 2 to 3 courses were held per centre in both areas.

2. Villages with high castes had proportionately more literacy centres than those in which the low castes formed the majority of the population.

3. The teachers in the block areas were generally less educated than their counterparts In non-block areas.

4. . A larger proportion of households in non-block areas had joined these centres than in the block area.

5. The large majority of those who joined these courses considered the syllabus useful.

## **V. Community Centres**

1. A much larger proportion of villages in the blocks had community centres than in the non-block areas.

2. Community centres were generally run by panchayats or informal groups of individuals. The buildings of community centres were found in good conditions in all centres but in about a third of the centres of both areas, the equipment had not been properly maintained.

Libraries and radios were found more frequently at the centres than other institutions and programmes.

4. 37 per cent of the respondents in the blocks and 47 per cent of those in the non-block areas participated in the Community Centres.

5. The average attendance was poor at all programmes.

6. Those who were better-off in the rural society in terms of literacy, social and economic position took greater advantage of these centres.

7.. Most centres had only 2 or 3 programmes. In blocks, radios attracted the largest proportion, followed by the cultural programme and the library.

## **VI. Impact of the social education programme**

1. The majority of the respondents (65%) had no understanding of the aims and objectives of the Social Education Programme.

2. A high proportion (69%) of the respondents in the ages '30 and below, had a good understanding of Social Education as compared with 20% for all the respondents. The caste composition of the respondents in a block seemed to have little relation with the extent of understanding of social education among them.

3. Those who participated in the Adult Literacy classes or community centres had a better understanding of social education than the general body of villages.

## Co-operative Study

1. Most of the large societies were either newly created or formed by the amalgamation or re-constitution of small societies.

2. The large societies were all organised on the basis of limited liability; while in majority, of the small societies, the individual members -liability was unlimited.

3. Almost all the large societies had full-time paid Secretaries whereas only about 30 per cent of the small societies had such executives.

4. Neither category of society covered even a fourth of the households in their jurisdiction.

5. The principals followed in fixing the Maximum Credit Limit (M.C.L.) of members vary from area to area. In a number of blocks the M.C.L. was higher for members of large societies than of the small ones.

6. No significant difference existed between the types of security against which loans were advanced by both categories of societies.

7. In both categories of societies, a smaller percentage of the small cultivators than of the big farmers could secure loans from the societies in three years 1956-58.

8. The large societies had better records than the small in respect of overdues.

9. The large societies were able to attract more deposits than small.

10. Both categories of societies depended largely on aid from outside. While the small society received that aid entirely in the form of loans from the Central Bank on which it had to pay interest, the large society got considerable help in the form of state contribution to its share capital

11. The multi-village large societies tended to be dominated by their headquarter villages.