



**COMMUNITY PROJECTS**

**A DRAFT OUTLINE**

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## PREFACE

The pages that follow represent a draft summary of the extensive studies and deliberations that have been made during recent weeks between the various agencies engaged in evolving an acceptable and reproducible programme for the community development projects visualised by the Government of India. As indicated in the title, the thoughts expressed herein are mere outlines and cannot, for obvious reasons, constitute a rigid pattern to be literally followed. The plan is based on certain experiences. As these grow, there would perforce be amendments, although it is hoped that those amendments will not mean a radical change in the basic character of the pattern.

This Draft Outline is being issued to serve as an interim document for reference till such time as a precisely worked out programme can be formulated based on the pooled experiences of the various States in India, during the course of the development of the programme now in hand.

## INTRODUCTION

I. *Definition*—(i) The name of the project is 'Community Projects'.

(ii) The Committee of management for the project is the 'Central Committee'.

(iii) The members of the 'Central Committee' are the members of the Planning Commission set up by the Government of India.

(iv) The Central Committee is assisted by an Advisory Board consisting of—

- (1) Secretary, Ministry of Food and Agriculture, Government of India
- (2) Secretary, Ministry of Natural Resources and Scientific Research, Government of India
- (3) Secretary, Ministry of Finance, Government of India
- (4) Secretary, Ministry of Health
- (5) Secretary, Ministry of Labour
- (6) Additional Secretary, Ministry of Education
- (7) Government of India's nominee of the Indo-U.S. Technical Fund.

(v) The organization in the name of which the project shall be implemented is the 'Community Projects Administration' hereinafter called the C.P.A.

(vi) The Central Executive Officer for the project is the Administrator'.

II. *Purpose*—The purpose of the Community Projects shall be to serve as a pilot in the establishment, for the men, women and children covered by the project areas of the 'Right to live'; Food—the principal item in the wherewithals for this purpose receiving the primary emphasis in the initial stages of the programme.

III. *Answer*—The activities with a top priority such as will answer the purpose are:

(a) *Agriculture and allied fields*—

- (i) Reclamation of available virgin and waste land.
- (ii) Provision of water for agriculture through irrigation canals, tube-wells, surface wells, tanks, lift irrigation from rivers, lakes and pools etc.
- (iii) Provision of quality seeds.
- (iv) Provision of improved agricultural technique.

- (v) Provision of veterinary aid.
  - (vi) Provision of improved agricultural implements.
  - (vii) Provision of marketing and credit facilities.
  - (viii) Provision of breeding centres for animal husbandry.
  - (ix) Development of inland fisheries.
  - (x) Re-organization of dietetics.
  - (xi) Development of fruit and vegetable cultivation.
  - (xii) Soil research and provision of manures.
  - (xiii) Provision of arboriculture including plantation of forests.
  - (xiv) Provision for the assessment of results.
- (b) *Communications*—
- (i) Provision of roads.
  - (ii) Encouragement of mechanical road transport services.
  - (iii) Development of animal transport.
- (c) *Education*—
- (i) Provision of compulsory and free education at the elementary stage.
  - (ii) Provision of high and middle schools.
  - (iii) Provision of Social Education and Library Services.
- (d) *Health*—
- (i) Provision of Sanitation and Public Health Measures.
  - (ii) Provision of medical aid for the ailing.
  - (iii) Antenatal care of expectant mothers.
  - (iv) Provision of midwifery services.
- (e) *Training*—
- (i) Refresher courses for improving the standard of existing artisans.
  - (ii) Training of agriculturists.
  - (iii) Training of extension assistants.
  - (iv) Training of artisans.
  - (v) Training of supervisors.
  - (vi) Training of managerial personnel.
  - (vii) Training of health workers.
  - (viii) Training of executive officers for projects.

**(f) Employment—**

- (i) Encouragement of cottage industries and crafts as main or subsidiary occupation.
- (ii) Encouragement of medium and small scale industries to employ surplus hands, for local needs or for export outside project areas.
- (iii) Encouragement of employment through planned distribution trade, auxiliary and welfare services.

**(g) Housing—**

- (i) Provision of improved techniques and designs for rural housing.
- (ii) Provision of housing in urban areas.

**(h) Social Welfare—**

- (i) Provision of community entertainment based on local talent and culture.
- (ii) Provision of audio-visual aid for instruction and recreation
- (iii) Organization of local and other sports activities.
- (iv) Organization of Melas.
- (v) Organization of co-operative and self-help movement.

IV. *The Welfare State*—The conception of the Welfare State implies a coalition of the Government with the people in such a way as to enable the two components to travel hand in hand each complementing the other's effort for the promotion of the common objective—"The greatest well-being of the greatest number".

The criminal is either born or made. The born criminal suffers from a diseased mind and requires curative treatment. The person whom circumstances have turned into a criminal commits crime because he suffers from poverty, disease or vanity based on ignorance.

The police and the law courts can have a right to exist only as organs for the prevention of organized crimes, individual or collective. The cost of maintaining these institutions is a drag on a community, more so is it in India. The object of the Community Projects should be to reduce this expenditure to the minimum. This can be achieved only through the extermination of the triple enemies—poverty, disease and ignorance. The battle can be fought only if the people's effort is there. People's effort can be stimulated if there is an open invitation and the people are given clear and well defined assignments on the *Open Road*. The State machinery has only to clear the hurdles off the road, and furnish the leadership and the requisite finance, the bulk of which can form a long term loan. The people, for sure, can rise to the Task.

## CENTRAL ORGANIZATION

The Central Organization for the Community Projects Administration shall be on the tentative pattern *vide* **Central Administration** Appendix I. The executive responsibility for the implementation of the project shall vest in the Administrator under the general guidance of the Central Committee.

As it is desirable to implement the project in close collaboration with the existing Ministries of the Government **Committee of Advisors** of India, and to make the maximum use of the executive and advisory agencies already existing under the various Ministries whenever such services are needed in the State, it is desirable that for each category of operation the respective Ministries in the Government of India, will nominate representatives to function as advisors to the Community Projects Administration.

The target being implementation on the field, the Administrator shall be assisted in the discharge of his responsibilities by a group of technical men specialised in fields as described under the head 'Field Operation' in the chart referred to above. bilities by a

The field operators shall be assisted in their work by the following service sections indicated in the chart *viz.*,

1. Personnel
2. Planning
3. Finance
4. Administration.

**The Personnel Section**—This will assist and supervise the training of extension service personnel, artisans, supervisors and Project Executive Officers through the existing agencies of the State Government or of the Central Government or through independent centres run directly under C.P.A., if such centres are unavoidably called for.

**The Planning Section**—This will primarily assist the State Governments in the planning of rural, urban and regional development. In the case of States where no planning agency exists, the planning on behalf of the State shall be done directly by this Section. It may be noted that the Planning Section will work in close collaboration with, and wherever feasible with the direct assistance of, the personnel provided under field operations.

***Finance***—This section will include a Financial Adviser who will assist the Administrator in making the allotment of funds and in according financial approval of parts of the programme within the framework of the project approved by the Central Committee.

***The Administrative Section***—This will help the implementation of the project through the provision of:

1. Supplies under priority
2. Co-ordination services
3. Information and statistics (including issue of regular bulletins on the overall progress of the scheme).

The recruitment of personnel for the organization shall be made in progressive stages according to the development of the project.

## STATE ORGANIZATION

**The State Organization for the implementation of the Community**  
**State Development** Projects shall more or less follow the tentative  
**Committee** pattern for the Central Organization as shown in  
**Appendix I.** The State Development Committee may consist of:

1. The Chief Minister of the State as Chairman
  2. The Development Minister
  3. The Minister for Agriculture and Irrigation
  4. The Minister for Finance and such other  
Ministers as the Chief Minister may decide.
- } as  
Members

The Development Commissioner for the State will function as Member-Secretary of the Board.

The Committee at the State level may be constituted, and the rules of procedure for the implementation of the programme framed, in such a way as to facilitate operations by cutting short all the avoidable circuitous procedures.

**Advisory Board** The Advisory Board at the State level may consist of the Secretaries of the principal Departments concerned with the Community Projects.

**Development Commissioner** The Development Commissioner at the State level will be the counterpart of the Administrator at the Central level. The Development Commissioner, however, will have the additional responsibility in the State of looking after the general development in the State as visualised in the Five-Year Plan prepared by the Planning Commission. In States where a number of community projects are in operation, it may be necessary to have a Deputy Development Commissioner specifically in charge of Community Projects. He will enjoy the status of a Collector and may be recruited from the official cadre or otherwise determined entirely by the competence for the job.

**District Organization** The District Organization for the Community Projects may be as follows:

- (i) There will be a District Development Officer specifically in charge of the development of programmes and specially responsible for the Community Projects. He will have the status of an Additional Collector.

- (ii) There will be a District Development Committee consisting of the officers of the various Development Departments, with the Collector as Chairman and the District Development Officer as Secretary.**
- (iii) At the project level, there will be a Project Executive Officer who will be responsible for the rural community programme in the project area.**
- (iv) There will be a Project Advisory Committee which might include, besides the principal officials concerned, leading public workers, a few representative agriculturists, the Chairman of the District Board, local representatives in the Parliament and State Legislatures etc., the Executive Officer in charge of the project serving as the Secretary of the Advisory Committee.**

## **PROCEDURE FOR IMPLEMENTING COMMUNITY PROJECTS**

1. **THE State Governments will study the basic pattern of the Community Projects as described in later pages of this Outline.**

2. **The State Governments will prepare a questionnaire to fill in the features that already exist and those that will have to be added to approximate to the pattern.**

3. **The State Governments will prepare within the overall framework of the estimated project budget an estimate for the expenditure involved under the Heads 'Non-recurring' and 'Recurring' for the duration of the projects.**

4. **It is expected that a substantial portion of the expenditure shall be in the form of long term loan repaying with a nominal interest in equated instalments, the balance constituting grants-in-aid which will be shared between the Central and the State Governments, the former bearing at a diminishing and the latter at an increasing ratio.**

5. **When the completed questionnaire are received from the States together with the project estimate, these will be scrutinised against a standard blue-print prepared by the C.P.A., in collaboration with the various Ministries in the Government of India. Project sanction will then issue in consultation with the Financial Adviser for the Community Projects.**

6. **Funds will be provided by the Administrator for the implementation of the projects in stages depending on the work done and the work estimated for the next stage.**

7. **The Administrator will provide the advisory and co-ordinating services to the States through the personnel attached to his organization and through the agencies belonging to the various Ministries at the Centre as can be arranged in co-operation with the respective Ministries.**

## OPERATION

The operation of this programme will be divided into three categories.

1. Direct operations
2. Local operations
3. Other operations.

### *Operation at the Central Level*

1. *Direct operations*—Direct operations will imply the execution of programmes under the direct management of the Central Organization. Such programmes may mean the running of special training centres not otherwise existing, or the running of projects in States where no suitable machinery exists for such purposes. As it is not desirable for the Central Organization to duplicate executive agencies, such programmes of direct operations shall be kept to the barest minimum.

2. *Local operations*—Local operations will mean the execution of the project through the organization provided for this purpose by the State Governments.

3. *Other operations*—Other operations will imply the execution of the programmes through the existing agencies of the Government of India.

### *Operation at State Level*

1. *Direct operations*—Direct operations will mean the execution of the programme through the special organization attached to the Development Commissioner.

2. *Local operations*—Local operations will mean the execution of the programme through the executive agencies existing at the disposal of the District Magistrate or the District Board. (In actual practice this may mean the provision of the necessary finance to the local agencies and providing the necessary supervision for maintaining the quality and progress of work).

3. *Other operations*—Other operations will mean the execution of programmes through the existing departmental agencies of the State Governments.

The Development Commissioner in the State while taking the full responsibility for the project, will ensure that he utilizes the existing agencies in the State to the maximum extent possible.

The emphasis, throughout the programme, will be laid on the people's participation in the programme and the avoidance of the multiplicity of middleman operations. For this purpose the local representatives of the people in the District Board, State Assembly and the Parliament may, as closely as possible, be associated with the programme. Apart from generating mass enthusiasm for the project, such a procedure is also bound to effect economy in the cost of implementation through voluntary labour of the people.

## BROAD FEATURES AIMED AT IN THE COMMUNITY PROJECT AREAS

(As a final target)

1. *A Village Unit.*—A village on the average will consist of an approximate population of 500 distributed in about 100 families. A balanced distribution of the population to be used as a reference is given in Appendix II attached. The village should have the following amenities:

- (i) Two surface wells or tubewell or tanks for drinking water.
- (ii) Adequate facilities for drainage.
- (iii) Agricultural extension service at the rate of one agricultural extension worker for every five villages.
- (iv) Veterinary services through a veterinary hospital at the headquarters of the project area and through peripatetic agencies.
- (v) Sanitary services through a Sanitary Inspector maintained at the block centres.
- (vi) At least half of the agricultural land if possible should be served with irrigation through irrigation canals, tubewells, surface wells, tanks and lift irrigation from rivers, lake etc.
- (vii) 1/3rd of the area of the village should be kept reserved for the village housing, grazing fields and fuel forests freshly planted, if not already existing. Culturable waste land will be reclaimed.
- (viii) The road system on the countryside will be so developed as to link every village within the project area upto a maximum distance of half a mile from the village, the latter distance being connected by feeder roads through voluntary labour of the village population, only the main roads being provided for and maintained by the State or other public agencies.
- (ix) Schools for primary education for all school going children.
- (x) Primary adult education and recreation centre in the open air or in the village school conducted by the village level worker with the assistance of the teachers of the school.

**(xi) Centres for fisheries (where facilities exist).**

2. *A Mandi Unit.*—Villages should be linked up with a common market and a centre of other activities. Such units for the purpose of this project can be called the Mandi Units and unless already there, can be located as a nucleus of 15 to 25 villages depending on population. The Mandi Unit should include:

- (i) A middle or secondary school.
- (ii) A small dispensary connected with the primary health centre through mobile services health unit and having a Lady Health Visitor, Midwives and Sanitary Inspector.
- (iii) An agricultural extension service sub-headquarters.
- (iv) A Post & Telegraph Office.
- (v) A transport service centre.
- (vi) A marketing centre.
- (vii) An arts, crafts and cottage industry centre.
- (viii) A marketing centre and storage godowns for agricultural produce.
- (ix) A shopping centre.
- (x) A community recreation centre.
- (xi) A model farm including a horticultural garden, a seed multiplication centre and a breeding centre for birds and animals.
- (xii) An open air dispensary for peripatetic veterinary services.

*N.B.*—Due to financial stringency, the Mandi Unit has been omitted from the Government sponsored programme, it being hoped that the increased productivity in the project area as a result of the programme will in due course stimulate these centres through the private initiative of the local population.

3. *The Development Block.*—Four to five mandi centres together with their satellite villages should constitute what can be called a 'Development Block'. The headquarters of the 'Development Block' should be a rural-cum-urban township with an approximate population of 5,000 distributed in 1,000 families. The area of a development block will approximate a thana or a sub-tehsil in the existing framework of the State. The rural-cum-urban township should have—

- (i) Residential accommodation for about 1,000 families including latrines and baths.
- (ii) Water works and water distribution system for drinking water.

- (iii) Electricity provided through a power station or a transformer sub-station as the case may be.
- (iv) A shopping centre.
- (v) Industries covering arts, crafts and cottage, small and medium scale industries.
- (vi) A post, telegraph and telephone office.
- (vii) A transport centre.
- (viii) Schools, primary, middle and high preferably of the basic type.
- (ix) An agricultural school.
- (x) A primary health unit consisting of 15 beds, equipped for mobile work in the villages.
- (xi) Administrative offices and police station.
- (xii) A dairy and a poultry breeding centre.
- (xiii) A nursery.
- (xiv) A veterinary hospital.
- (xv) Social education and community activity centre.

The pattern of the rural-cum-urban township together with an approximate distribution of the population as a target, in greater detail, is furnished in Appendices III and IV.

*N.B.*—Due to financial and other limitations the rural-cum-urban townships have been omitted at present from the current Government sponsored programme. Instead, a Mandi Centre under the basic rural project has been provided at the headquarters of the block. This Mandi Centre, if properly planned, in relation to the villages within the block, can eventually develop into a rural-cum-urban township through the independent initiative of the local population as a direct result of the increase in productive activity.

4. *Urban-cum-Rural Township.*—Three Development Blocks consisting of approximately 300 villages will constitute the project area. The project area will approximate a tehsil or a sub-division under the existing district pattern of Government. The headquarters of this project area will be called the urban-cum-rural township. The urban-cum-rural township will have a population of 10,000 to 20,000. In addition to the features common with the rural-cum-urban township in the development block the project headquarters township will have the following:

- (i) A Basic Teachers' Training College.
- (ii) A Technical Training Centre.

- (iii) Arbitration and Law Courts.
- (iv) A Tractor Service and Supply Station.
- (v) A Transport Workshop.
- (vi) An Engineering Workshop.
- (vii) A Secondary Hospital equipped for all types of medical aid.
- (viii) A Training Centre for village level workers.
- (ix) A Dairy, a Poultry and Agricultural Experiment Station including Soil Research Laboratories.

**N. B.**—The urban-*cum*-rural township is not provided for under the scheme as it is already assumed to exist under the existing administrative set up in the country. However, for the composite projects, which have been visualised only on a limited number to meet the needs, especially for the rehabilitation of displaced persons or those of very under-developed areas, one urban-*cum*-rural township has been programmed at the centre of the project area.

## IMPLEMENTATION

The project can be implemented in five stages. The stages may be as follows:

Conception	...	3 months
Initiation	...	6 months
Operation	...	18 months
Consolidation	...	6 months
Finalization	...	3 months

*Conception.*—As soon as the site has been selected, intensive survey work should begin for the preparation of topographic and economic blue-print of the project area. Plans will also be finalized during this period covering all the amenities aimed for in the project area, and final detailed estimates prepared for each item of work. The headquarters of the staff required for this purpose may temporarily be located in a town that may exist about the geographical nucleus of the project area. This work should be completed in not more than three months.

*Initiation.*—This period should cover the following activities:

- (1) Establishment of temporary housing for the staff working on the project.
- (2) Establishment of communications within the operational zone.
- (3) Establishment of agricultural extension services within one development block in the project area.
- (4) Establishment of veterinary facilities on a temporary basis.
- (5) Stock-piling of materials for the project.
- (6) Recruitment of the necessary staff for the project.
- (7) Establishment of work teams for the constituent parts of the operational zone.
- (8) Establishment of temporary health services at the desired sites.
- (9) Strengthening of existing schools.
- (10) Opening of new schools in open air or in temporary shelter.
- (11) Reclamation of existing inoperative wells, pools and tanks.
- (12) Establishment of fisheries where facilities exist.

*Operation*—This period will cover top speed activity for establishing all the amenities covered in the project including the building of new roads, new townships, as the case may be. The activities during this period will cover the entire project area.

*Consolidation*—This period will cover the winding up process of the blitz construction activities and the switching over of the key personnel from the operational zone to the other project areas, if any, in which work is about to begin. This period will also serve as a transition for the normal administrative machinery to step in to prepare to take charge of the operation area.

*Finalization*—During this period finishing touches will be given to the operation area and the normal administrative machinery will take charge of all the services established, consolidated and finalized during this period.

*Pilot Units*—As a community project will cover practically all phases of the life of a community, it will be difficult for any State to give clear-cut details concerning how the full development should take place in a project area. It becomes necessary, therefore, that the Central Committee maintain a Pilot Unit under its own control to serve more or less as a pattern and a laboratory. In a like manner every State should also have a Pilot Unit ahead of all the other projects. As conditions will vary from State to State this is all the more important.

*General Procedure*—As a general rule, work should begin first in one development block in a project area and should precede the other development blocks by at least a period of six months so that the trials and errors of the first unit may be taken advantage of in the subsequent units. The top level staff will begin operation in a development block while the juniors will serve as assistants when work approaches completion in the block, the senior staff will leave for the new blocks leaving the completed block in charge of junior men.

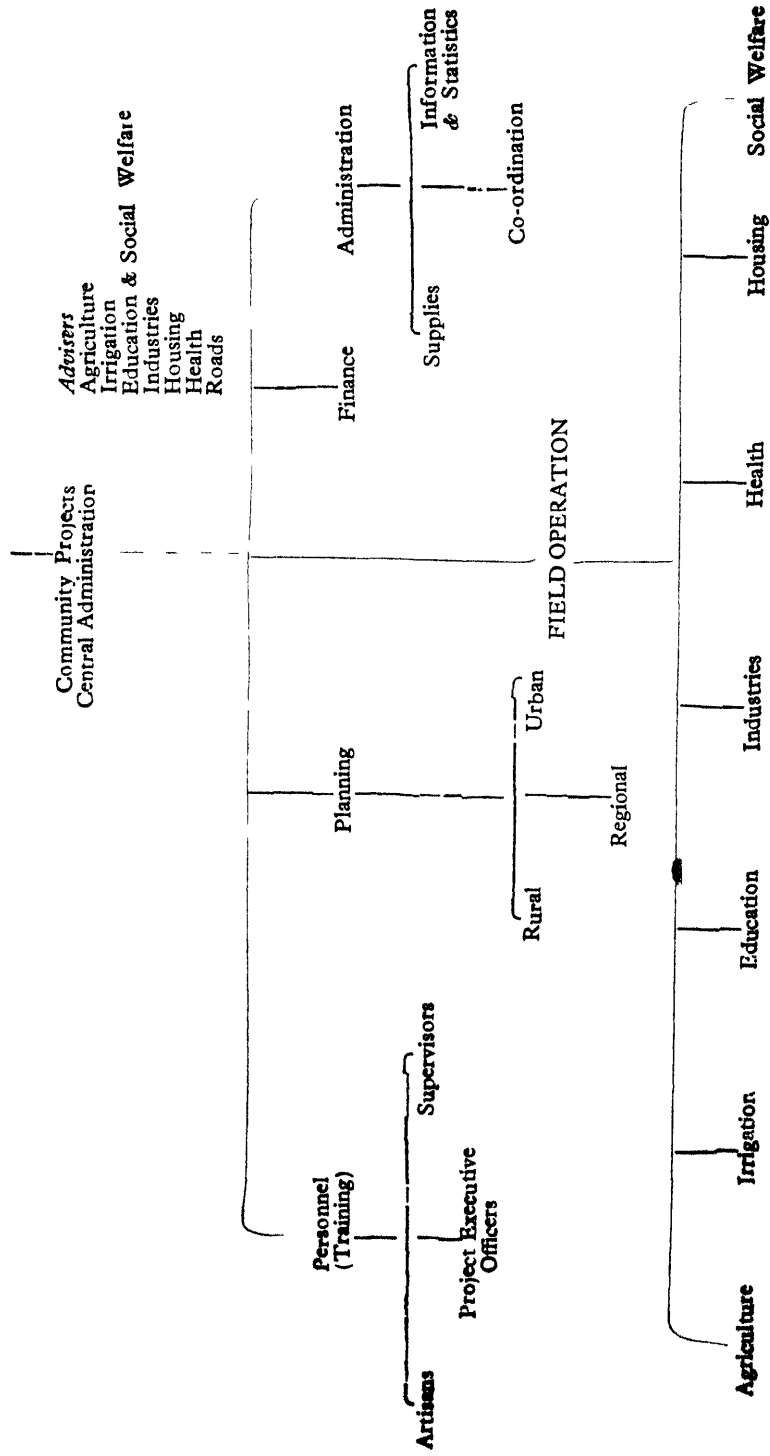
Continuous contact should be maintained with the Central Organization for the purpose of co-ordinating the experience of various States in order to pool the knowledge gained for the benefit of all.

*The Terms of Reference*—A substantial increase in agricultural production is the immediate target of the project. This can be achieved through the agricultural aids visualised earlier. It is necessary to recognise however that a higher level of agricultural production cannot be maintained unless there is an incentive in the

growers of agricultural produce to work more to grow more. An incentive of a permanent nature can only be in the form of increased amenities for life which are conspicuous by their absence in the sub-human life of rural India today. With the emphasis on the provision of agricultural aid, it will therefore also be necessary to create conditions that will induce the inhabitants of rural areas to demand, and be prepared to pay for, the essential amenities of life such as are accessible only to urban citizens. The effort will, therefore, be a concerted drive for all round development with agriculture as the pivot.

**Central Organization**

**APPENDIX I  
Central Committee - Advisor Board**



## APPENDIX II

### *Schematic Distribution of the Population of a Village Unit as a Target*

Agriculturists . . . . .	50
Agricultural labour, tractor and pump drivers etc. . . . .	10
Arts, crafts and Cottage industry workers . . . . .	12
Workers in urban small scale industries . . . . .	10
Building trade workers . . . . .	1·5
Transport workers . . . . .	2
Shopkeepers . . . . .	3·5
School teachers including contribution of teachers to the zonal middle schools. . . . .	3
Health services including adult education and other welfare workers . . . . .	2
Postman . . . . .	0·25
Barber . . . . .	0·25
Butcher, cobbler, etc. . . . .	0·50
Contribution towards administrative and supervisory services . . . . .	1
Contribution towards security and defence services . . . . .	1
Vagabonds . . . . .	3
<b>TOTAL</b> . . . . .	<b>100·00</b>

### *(Sample Distribution of Families in Arts, Crafts and Cottage Industries)*

Carpentry . . . . .	1·0
Blacksmithy . . . . .	0·5
Tailoring . . . . .	0·5
Raw Tanning . . . . .	0·5
Weaving and Calico Printing . . . . .	4·0
Confectionery . . . . .	1·0
Pottery . . . . .	0·5
Oil pressing, Gur making, Condiments, Bakery etc. . . . .	2·0
Utensils, Tin and Coppersmithy, Pottery and miscellaneous other trades . . . . .	2·0
<b>TOTAL</b> . . . . .	<b>12 families</b>

## APPENDIX III

### *Amenities Required in a Rural-cum-Urban Township*

#### **I. LAND**

Procurement and reclamation.

#### **II. DEVELOPMENT**

- (i) Temporary Construction
- (ii) Roads
  - (a) 5 miles of katcha road
  - (b) 2 miles of heavy traffic road
  - (c) 3 miles of medium road.
- (iii) Drainage including pucca and katcha drains, culverts etc.
- (iv) Parks and Arboriculture.

#### **III. HOUSING**

- (i) Residential
  - 750 type common 240 sq. ft. plinth area
  - 150 type middle class 300 sq. ft. plinth area
  - 80 type special class 400 sq. ft. plinth area
  - 20 type extra special 700 sq. ft. plinth area
  - 1,000 latrines and
  - 1,000 bath rooms
- (ii) Water works and water distribution tubewells for drinking water.
- (iii) Electricity—Sub-Station building and transformer.

#### **IV. SHOPS AND INDUSTRIAL BUILDINGS**

- (i) Shops—30 grain shops with sheds  
40 retail shops
- (ii) Industrial buildings
  - (a) Arts, crafts and cottage industries, 10,000 sq. ft. for 200 workers.
  - (b) Small and medium size industries, 12,000 sq. ft. for 200 workers.
  - (c) Miscellaneous Industries, buildings and offices.
- (iii) Equipment for Industries
  - (a) Miscellaneous trades, crafts and professions 300 workers.
  - (b) Arts, crafts and cottage industries 200 workers.
  - (c) Small and medium scale industries 200 workers.

**V. COMMUNICATION**

- (i) Post Office and Telegraph Office.
- (ii) Transport.

**VI. EDUCATION**

- (i) School building for 1,250 pupils.
- (ii) Agricultural School with an Agricultural Experiment Station.

**VII. HEALTH**

Hospital for 6 Beds, Equipment, Furniture and Fixture.

**VIII. ADMINISTRATION**

- (i) Administration Office.
- (ii) Police Station.

**IX. MISCELLANEOUS**

- (i) Dairy and Poultry Breeding Centre.
- (ii) Nursery.
- (iii) Veterinary Hospital.

**N.B.**—The houses and the general outlook of construction in the township will incline more to the rural patterns while wide variations in the standard of residential housing will be discouraged even under private auspices.

## APPENDIX IV

### *Professional distribution of urban families in a rural-cum-urban township*

#### I. ARTS, CRAFTS AND COTTAGE INDUSTRIES:

1. Tailoring . . . . .	10
2. Weaving . . . . .	30
3. Pottery . . . . .	2
4. Laundry . . . . .	5
5. Barber Shop . . . . .	5
6. Brick Kiln. . . . .	20
7. Flour Mill. . . . .	10
8. Leather . . . . .	10
9. Cobbler and shoe repairs . . . . .	5
10. Oil Ghani and Sugar-cane Crushers . . . . .	5
11. Toys and sports goods . . . . .	3
12. Dies Sinking and Engraving . . . . .	2
13. Commercial Painters . . . . .	2
14. Printing Press . . . . .	7
15. Calico Printing . . . . .	3
16. Stamp Making . . . . .	1
17. Jewellers . . . . .	3
18. Sheet Metal . . . . .	10
19. Cutlery and Utensils . . . . .	5
20. Knife Sharpening . . . . .	1
21. Tinning Smithy . . . . .	2
22. Hosiery . . . . .	5
23. Soap and Toilet . . . . .	5
24. Charcoal . . . . .	2
25. Aerated Water . . . . .	2
26. Fitter, Blacksmith and Foundrysmith and General Maintenance Workshop. . . . .	10
27. Chick, Polish, Cane and Basket . . . . .	5
28. Carpentry . . . . .	10
29. Miscellaneous Crafts . . . . .	20
<b>TOTAL</b>	<b>200</b>

#### II. TRADE :

##### 1. Shops

(i) Wholesale . . . . .	50
(ii) Retail . . . . .	50
<b>TOTAL</b>	<b>100</b>

#### III. PROFESSIONS:

1. Newspapers . . . . .	2
2. Cycle Rickshaws . . . . .	5
3. Tongas . . . . .	5
4. Bullock-carts . . . . .	5
5. Cycle repairers . . . . .	2

6. Sweepers . . . . .	20
7. Malee . . . . .	5
8. Bank . . . . .	5
9. Insurance . . . . .	3
10. Restaurants . . . . .	10
11. Cinema . . . . .	5
12. Burning or Burial ground . . . . .	1
13. Domestic services . . . . .	20
14. Vaidis, Hakims, Physicians, Dentists and Druggists . . . . .	5
15. Masons and Workers in Building Trade . . . . .	7
<b>TOTAL . . . . .</b>	<b>100</b>

## IV. SERVICE :

1. High School . . . . .	45
2. Middle School . . . . .	14
3. Primary School . . . . .	24
4. Nursery School . . . . .	6
5. Agricultural School and Experiment Station including Animal Breeding Centre, Poultry, Piggery, etc. . . . .	20
6. Veterinary Department . . . . .	5
7. Post and Telegraph Office . . . . .	5
8. Railway Station . . . . .	10
9. Hospital . . . . .	25

## 10. Maintenance Works :

(i) Electricity Branch . . . . .	5
(ii) Building and Roads Branch . . . . .	16
(iii) Water Works . . . . .	10

## 11. General Administration :

(i) Co-operative Inspector and Assistants . . . . .	4
(ii) Cottage Industries Inspector and Assistants . . . . .	4
(iii) Civil Supplies Staff . . . . .	4
(iv) Fisheries Inspectors . . . . .	2
(v) Police and Security Staff . . . . .	13
(vi) Arbitration Court Staff . . . . .	5
(vii) Road Transport and Workshops . . . . .	16
(viii) Sub-Inspector Schools and Staff . . . . .	3
(ix) Adult Education Staff . . . . .	6
(x) Marketing Staff and Government Emporium . . . . .	5
(xi) Dak Bungalow <del>clerk</del> -Rest House . . . . .	3
(xii) Revenue Staff . . . . .	3
(xiii) Irrigation Staff . . . . .	3
(xiv) Forest and Arboriculture Staff . . . . .	4
(xv) Central Tractor Station and Workshop . . . . .	10
(xvi) Town Administration . . . . .	20
<b>TOTAL . . . . .</b>	<b>300</b>

## V. MISCELLANEOUS :

1. Agriculture, Horticulture and Animal Husbandry . . . . .	50
2. Fuel Collectors . . . . .	10
3. Fishermen . . . . .	5
4. Unskilled general labour . . . . .	25
5. Sundry . . . . .	10
6. Small and Medium Scale Industries depending on local conditions such as the availability of trained workers, raw materials, markets and transport facilities . . . . .	200
TOTAL . . . . .	<u>300</u>
GRAND TOTAL . . . . .	<u>1000</u>

**EXPENDITURE UNDER COMMUNITY PROJECTS**  
**BASIC ESTIMATES—SCHEMATIC**  
**FOR**  
**A VILLAGE UNIT, MANDI UNIT AND**  
**RURAL-CUM-URBAN UNIT**

**A VILLAGE UNIT**  
(Basic Estimate)  
*Schematic*

Features Aimed At	Estimated Cost	
	Non-recurring	Recurring per annum
	Rs.	Rs.
<i>1. Drinking Water Supply</i>		
Two surface wells, or other facility, at Rs. 4,000 per village, one-third programmed, one-third assumed to exist, and one-third left to villagers or to be taken up later . . . . .	1,333	..
<i>2. Drainage</i>		
One-third of theoretical cost of Rs. 3 lakhs for 300 villages . . . . .	333	..
<i>4. Agricultural Extension Service</i> —including one village level worker for five villages and other supervisory personnel . . . . .		
<i>4. Veterinary Services</i> —through a veterinary hospital at the Block Headquarters . . . . .	..	638
<i>5. Health and Sanitary Services</i> . . . . .		
<i>5. Adult Education Service</i> . . . . .		
<i>7. Irrigation</i> —canals, surface wells, tanks etc, at Rs. 150 per acre representing approximately 10 per cent. cultivators' contribution, 40 per cent. being assumed as already existing, or being provided for under other projects . . . . .	6,750	..
<i>3. Roads</i>		
One culvert, and two miles katcha road on the assumption that one-third exists, one-third left to the initiative of the villagers, and only one-third programmed . . . . .	3,333	167
<i>1. Education</i>		
Basic, vocational and adult . . . . .	1,000	444
<i>2. Reclamation of culturable waste land</i> —only a fraction is programmed, the balance being left to independent initiative of villagers . . . . .	1,000	..
	13,749	1,249

## A MANDI UNIT

(Basic Estimate)

Features Aimed At	Estimated Cost	
	Non-recurring	Recurring per annum
	Rs.	Rs.
(1) A small dispensary . . . . .	30,000	(recurring cost included in Village Unit statement)
(2) Agricultural extension service sub-headquarters . . . . .	2,000	..
(3) Post and Telegraph Office . . . . .	(to be provided by the Deptt.)	..
(4) Tractor and Transport service centre . . . . .	3,700	..
(5) *Arts crafts and cottage industries training-cum-production centres, with equipment and revolving capital . . . . .	75,000	25,000
(6) A marketing and shopping centre and a storage godown for agricultural produce . . . . .	15,000	..
(7) A community recreation centre . . . . .	500	500
(8) *A model farm including a horticultural garden, and a seed multiplication centre . . . . .	..	..
(9) Cattle breeding and peripatetic veterinary centre . . . . .	667	8,000
<b>TOTAL . . . . .</b>	<b>1,26,867</b>	<b>33,500</b>

\*No specific financial provision has been made for this item. This can be taken up only if there are approved savings on other heads which could be switched over for this purpose.

### Rural cum-Urban Unit including a population of 5,000

(Basic Estimates)

Features Aimed At	Estimated Cost	
	Non-recurring	Recurring per annum
	Rs.	Rs.
<b>*I. Land—</b>		
(i) Procurement of land 1,000 acres at Rs. 150 an acre . . . . .	1,50,000	
(ii) Reclamation at the rate of Rs 100 an acre . . . . .	1,00,000	
	<b>2,50,000</b>	

Features Aimed At	Estimated Cost	
	Non-recurring	Recurring p annum
	Rs.	Rs.
<b>*II. Development—</b>		
(i) Temporary Construction . . . . .	60,000	
(ii) Roads—		
(a) 5 miles of katcha road at the rate of Rs. 5,000 per mile, 20 ft. wide average 2 ft high . . . . .	25,000	
(b) 2 miles of heavy traffic road at the rate of Rs. 30,000 per mile . . . . .	60,000	
(c) 3 miles of medium road at the rate of Rs. 15,000 per mile . . . . .	45,000	
(iii) Drainage including pucca and katcha drains, culverts, etc . . . . .	60,000	
(iv) Parks and Arboriculture . . . . .	20,000	
	<hr/>	
<b>*III. Housing—</b>	2,60,000	
(i) Residential—		
750 type common, 240 sq. ft. plinth area at the rate of Rs. 5 sq. ft., Rs. 1,200 per house . . . . .	9,00,000	
150 type middle class, 300 sq. ft. plinth area at the rate of Rs. 5 per sq. ft., Rs. 1,500 per house . . . . .	2,25,000	
80 type special class, 400 sq. ft. plinth area at the rate of Rs. 5 per sq. ft., Rs. 2,000 per house . . . . .	1,60,000	
20 type extra special, 700 sq. ft. plinth area at the rate of Rs. 5 per sq. ft., Rs. 3,500 per house . . . . .	70,000	
Latrines equa privy and enclosed bath at the rate of Rs. 300 per house 1,000 houses . . . . .	3,00,000	
Contingencies . . . . .	65,000	
	<hr/>	
	17,20,000	
(ii) (a) Water Works and water distribution Tube- well for drinking water 2 at the rate of Rs. 10,000 each . . . . .	20,000	
(b) For irrigation and industries 4 at the rate of Rs. 10,000 each . . . . .	40,000	
(c) Water Distribution system at an average of Rs. 2-8-0 per ft., four miles . . . . .	50,000	
	<hr/>	
	1,10,000	
(iii) Electricity—		
(a) Sub-station, building and transformer . . . . .	15,000	
(b) Overhead mains at the rate of Rs. 350 per length of 250 ft. 200 such lengths . . . . .	70,000	
(c) House wiring for 1000 houses at the rate of Rs. 50 per house . . . . .	50,000	
(d) Service connection and meters . . . . .	60,000	
	<hr/>	
	1,95,000	

Features Aimed At	Estimated Cost	
	Non-recurring	Recurring per annum
<b>*IV. Shops and Industrial Buildings—</b>		
	Rs.	Rs.
(i) Mandi		
30 Grain shops . . . . .	30,000	
Grain sheds . . . . .	15,000	
Shops retail, 40 shops at the rate of Rs. 1000 each shop	40,000	
	<hr/>	
	85,000	
(ii) Arts, crafts and cottage industries 50 sq. ft. each worker, for 200 workers 10,000 sq. ft. at the rate of Rs. 4/- per sq ft. . . . .	40,000	
Small and medium size industries, 200 workers at the rate of 60 sq ft per worker, 12,000 sq ft. at the rate of Rs 4/- per sq ft. . . . .	48,000	
Miscellaneous industries, building and offices . . . . .	12,000	
	<hr/>	
	1,00,000	
(iii) Equipment for industries . . . . .	...	
Capital equipment and revolving capital for		
(a) Miscellaneous trades, crafts and professions, 300 workers at the rate of Rs. 250/- each . . . . .	75,000	
(b) Arts, crafts and cottage industries, 200 workers at the rate of Rs 800/- each . . . . .	1,60,000	
(c) Small and medium scale industries, 200 workers at the rate of Rs. 1, 250 each . . . . .	2,50,000	
	<hr/>	
	4,85,000	
<b>*V. Communication—</b>		
(i) Post Office and Telegraph Office (to be provided by the department) . . . . .	5,000	
	<hr/>	
	5,000	
<b>**VI. Education—</b>		
(i) School building for 1250 pupils at the rate of 16 sq ft. per pupil at the rate of Rs. 6 per sq ft. . . . .	1,20,000	30,000
Equipment, Fixture and Fitting . . . . .	30,000	
	<hr/>	
	1,50,000	
(ii) Agricultural School for 50 pupils at the rate of 40 sq. ft. per pupil at the rate of Rs. 5 per sq. ft. . . . .	10,000	5,000
Training cost for arts, crafts and industries personnel, 400 workers at the rate of Rs. 750 each . . . . .	3,00,000	
<b>**VII Health—</b>		
Hospital for 6 beds, including equipment & accessories & mobile health vans . . . . .	70,000	20,000

Features Aimed At	Estimated Cost	
	Non-recurring	Recurring per annum
	Ra.	Ra.
<b>**VIII. Administration—</b>		
(i) Administrative and other offices 10,000 sq. ft. of plinth area at the rate of Ra. 6 per sq. ft. .	60,000	
(ii) Cost of Administration during the implementation of scheme . . . . .	1,50,000	
(iii) Police Station . . . . .	5,000	
	<u>2,15,000</u>	
<b>**IX. Miscellaneous—</b>		
(i) Dairy and Poultry Breeding Centre and Nursery .	35,000	5,000
(ii) Veterinary Hospital . . . . .	10,000	10,000
	45,000	15,000
<b>**X. Contingencies . . . . .</b>	93,000	24,000
<b>TOTAL .</b>	<u>40,93,000</u>	<u>94,000</u>
<hr/>		
Summary of cost	Non-recurring	Recurring (for duration of project 3 years)
*Expenditure incurred in the form of a loan recoverable with interest in easy equated instalments . . . . .	32,10,000	
**Expenditure incurred as grants-in-aid to be shared between the Centre and the State Government. . . . .	3,83,000	2,81,000

*Estimated expenditure on a Rural Community Project (Basic Type)*  
(In thousands of rupees)

S. No.	Detailed Head	Total	Rupee Expend.	Dollar Expend.	Recur- ring	Non- recur- ring	Loans	Other than loans	1st Year	2nd year	3rd Year
I.	Personnel (125)	574	574	..	574	..	..	574	100	237	237
A	Supervisory Staff										
(i)	Agriculture (15)	274	274	..	274	-	..	274	52	111	111
(ii)	Adult Education (7)										
B.	Field Workers.										
(i)	Agriculture (79)	300	300	..	300	..	..	300	48	126	126
(ii)	Health (including medical officers) (24)										
II	Equipment for Personnel	195	33	162	..	195	36	159	195	..	..
A	Transport - Jeeps 9 at Rs. 14,250 each	129	..	129	..	129	..	129	129	..	..
B	Demonstration Equipment.	66	33		66	66	36	30	66	..	..
III	Equipment Construction, etc for 300 villages	4,975	4,325	450	450	4,225	2,325	2,350	2,882	2,221	172
A.	Irrigation—										
	Canal, tank, etc.	2,025	1,825	200	..	2,025	2,025	..	1,025	1,000	..
B.	Drinking Water Supply—										
	Two surface wells or other facility per village, at a theoretical cost of Rs. 4,000 per village; only 1/3 of this need be budgeted as one-third can be assumed to exist and one-third can be left till later	400	400	..	..	400	..	400	200	200	..



	1	2	3	4	5	6	7	8	9	10	11	12
C. <i>Agricultural extension services sub-headquarters</i> (capital cost Rs. 2,000 each; recurring cost Rs. 2,500 each per year)	28.5		28.5	..	22.5	6	..	13.5	28.5	13.5	..5	7
D. <i>Tractors with equipment 4 @ Rs. 23,750 each</i>	95	..	..	95	..	95	95	95	..	95	..	..
E. <i>Tractor and Jeep Service Centres 3 @ Rs. 5,000 each</i>	15	15	..	..	..	15	15	15	..	5	5	5
F. <i>Marketing Centres and Storage Godowns for agricultural Produce and Fertilizer 3 @ Rs. 15,000 each</i>	45	45	..	..	..	45	45	45	..	45	..	..
G. <i>Community Recreation Centres 3 @ Rs. 500 capital cost each and Rs. 500 annual recurring charges each</i>	6	6	..	..	4.5	1.5	..	..	6	3	1.5	1.5
V. <i>Village arts and crafts—Production—Training Centres</i>	450	425	..	25	225	225	225	225	325	150	150	150
VI. <i>Animal Husbandry—Key Village Scheme</i>	26	26	..	..	24	2	..	..	20	10	8	8
VII. <i>Contingencies</i>	100.5	94.5	6	..	..	100.5	50	50	50.5	50	30	20.5
VIII. <i>Cost of Community Project (Basic type)</i>	6,600	6,847	663	1,300	630	5,300	2,991	3,509	3,238	2,860	608	608

*Estimated Personnel for a Rural Community Project, Basic Type*

(i) <i>Administrative</i>	Project Executive Officer	1
	Assistant Project Officers	2
	<b>TOTAL</b>	<b>3</b>
(ii) <i>Agriculture</i>	Agriculture graduates	3
	Agriculture graduates with knowledge of animal husbandry	3
	Agriculture graduates with experience in co-operation and knowledge of village participation	3
	Agricultural Engineers or civil/mechanical engineers with experience of agricultural engineering	3
	Civil overseers	3
	Village level workers	60
	Stockmen	6
	Messengers	10
	<b>TOTAL</b>	<b>91</b>
	Plus the requisite ministerial staff	
(iii) <i>Social Education</i>	Social Education Organisers	7
(iv) <i>Health</i>	Medical Officers	3
	Compounders	3
	Sanitary Inspectors	3
	Health Visitors	3
	Midwives	3
	<b>TOTAL</b>	<b>15</b>

**RURAL COMMUNITY PROJECTS**  
**Summary Statement**

(In lakhs of rupees)

Cost	Total	Rupee Expend.	Dollar Expend.	Recur- ring	Non- Recur- ring	Loans	Other than Loans	1st year	2nd year	3rd year
1. Cost of one Rural Com- munity Project—										
Basic Type . . .	65.0	58.5	6.5	13.0	52.0	29.9	35.1	32.38	26.61	6.01
2. Cost of one urban unit with one additional Mandi Unit facilities . .	46	37.05	8.95	3.8	42.2	33	13	21.3	23.1	1.6
3. Cost of one Rural Com- munity Project—Com- posite Type . . .	111	95.55	15.45	16.8	94.2	62.9	48.1	53.68	49.71	7.61

## ENCLOSURE

### COMMUNITY PROJECT—AN OUTLOOK

"What is a Community Project?" people ask. As one wanders about for an answer, one gets increasingly perplexed. "What is the community after all?" is the question that immediately emerges. A little reflection reveals that a community is distinguished from the crowd in our society today, identically by the same features, as distinguish an orchard from a jungle.

A jungle is a conglomeration of vegetation developed on *laissez-faire* economy, conforming to the aboriginal laws of nature red in teeth and claws. The jungle contains all varieties of vegetation from the poisonous weeds to the fruit plants each trying to elbow out the other for space and all ultimately arriving at a natural compromise determined by the vagaries of the soil and weather.

The orchard on the other hand is a carefully ordered jungle in the hand of a master artist who provides room for all growing to full blossom, each in its own place complementing each other in the dance of the cosmos. "Live and let live", with opportunity for growth, each according to its capacity, is the moral mandate. A community of people will have to be guided by the same basic principles as apply to the orchard and the master artist will have to apply his tools in the same pattern.

The Community Project visualised in the Planning Commission's memorandum on behalf of the Government of India is designed to achieve the same objective. Funds at the disposal of the Government of India are as yet meagre but the resources of the people are stupendous; so also are the resources of nature yet untapped. As is the case with the gardener, may be, inexperience and the unpreparedness for the gigantic task will mean certain temporary limitations on the orchard. First emphasis being laid on basic needs, features of song and colours such as clothing, residential accommodation, cultural, educational and health activities except for the dire minimum essentials may have to be deferred for the secondary stage of development. While sowing seeds for a rich harvest for food, it is possible however that well planned nurseries can be laid out for the flowers and the fruit plants.

The Community Project in India at the present state of the country's economy will mean effort on a war footing; to grow food one needs to keep the spine erect. It is futile to think of songs and laughter on a shrunken and aching abdomen. Resources human and

natural even as they stand, are however adequate for the simultaneous laying of the nurseries so that the seedlings from the nurseries can be planted to take in due course their place left vacant on the orchard sites.

The men and materials are already there. There is no room for diffidence here. What is needed essentially is the breaking of the vicious circle. "This cannot be done" has therefore to be replaced by "This can, and shall be done".

Muscles can do it.

Muscles can be trained to do it.

Conditions can be created to do it.

The three tenets of faith have therefore to re-assert themselves and be backed by a will stronger than the thunderbolt. The insignificant number of community projects now launched can then be the harbinger of a new age. Papers and cross arguments that now consume the cream of the nation's vitality will then find a new outlet. People need no longer then look up to the Government with the alms'-bowl in hand. They can themselves constitute the gardeners, each one sovereign in his own rights, yet all pulling together for the common *Manzil*. The Government will then be a mere emblem for the people's will, all other functions being incidental.

"It is the quality of the human beings that makes a nation great", said the Master student of art. A community project will be another *Fatehpur Sikri* if this edict is not borne unceasingly in the mind.

S. K. DEY,

## ANNEXURE

### TECHNICAL CO-OPERATION PROGRAMME BETWEEN THE GOVERNMENT OF INDIA AND THE GOVERNMENT OF UNITED STATES OF AMERICA

#### OPERATIONAL AGREEMENT No. 8

#### COMMUNITY DEVELOPMENT PROGRAMME

This Operational Agreement is entered into between P. C. Bhattacharyya, as designated representative of the Government of India (hereinafter referred to as the "Representative"), and Clifford H. Willson, Director of Technical Co-operation for India, as designated representative of the Government of the United States of America (hereinafter referred to as the "Director"), pursuant to the Technical Co-operation Programme Agreement between the two Governments dated January 5, 1952. The provisions of such Programme Agreement shall be applicable to this Agreement and to the conduct of the programme described herein.

#### 1. DESCRIPTION OF THE PROGRAMME

The Community Development Programme will start approximately 55 projects of rural development located in selected areas in the several States of India.

The central object of a Community Development Project is to secure the fullest development of the material and human resources of the area. The attainment of this object in rural areas demands urgent measures for a rapid increase in food and agricultural production. Work will also be undertaken for the promotion of education, for improvement in the health of the people, and for the introduction of new skills and occupations so that the programme as a whole can lift the rural community to higher levels of economic organization and arouse enthusiasm for new knowledge and improved ways of life.

This programme will be the first step in a programme of intensive development which is expected over a period of years to cover the entire country. Increased food production and rural development are given first priority in India's Five-Year Plan for Economic Development. This is also considered necessary to lay the proper foundation for the industrial and general economic development of the country. To accomplish this purpose the Community Development Programme must reach as large a section of India's population as possible. The present programme will be confined to approximately 55 projects which should provide a proper foundation for the expansion of the programme in the future.

Each project will embrace approximately 300 villages with a population of about 200,000 people and cover a cultivated area of approximately 150,000 acres of land. A project area will be divided into three development blocks, each comprising about 100 villages and a population of about 65,000 people. In areas where a full project is not considered feasible, one or two development blocks will be started for the time being. The 55 projects will include approximately 16,500 villages and over a crore of people.

The proposed projects will be of the rural development type including irrigation, fertilizer application, agricultural extension, health measures, and education. Six of the 55 projects, however, will be of the composite type including, in addition to the foregoing, activities in small and medium scale industries, township planning and development, etc.

The following rural community development activities will be undertaken in such varying degrees within the limits of the available Programme Funds hereinafter provided, as will be advisable under the circumstances existing in each particular project area and development block.

#### *A. Agricultural and related matters*

- (1) Reclamation of available virgin and waste land.
- (2) Provision of water for agriculture through irrigation canals, tubewells, surface wells, tanks, lift irrigation from rivers, lakes and pools, etc.
- (3) Development of rural electrification.
- (4) Provision of commercial fertilizers.
- (5) Provision of quality seeds.
- (6) Promotion of improved agricultural technique and land utilisation.
- (7) Provision of veterinary aid.
- (8) Provision of technical information, materials, bulletins, etc., on agriculture.
- (9) Provision for dissemination of information through slides, films, radio broadcasts, lectures, etc.
- (10) Provision of improved agricultural implements.
- (11) Promotion of marketing and credit facilities.
- (12) Provision of breeding centres for animal husbandry.
- (13) Development of inland fisheries.
- (14) Promotion of home economics.
- (15) Development of fruit and vegetable cultivation.
- (16) Provision of soil surveys and information.
- (17) Encouragement of the use of natural and compost manures.
- (18) Provision of arboriculture including plantation of forests.

**B. Communications**

- (1) Provision of roads.
- (2) Encouragement of mechanical road transport services.
- (3) Development of animal transport.

**C. Education**

- (1) Provision of compulsory and free education, preferably of the basic type, at the elementary stage.
- (2) Provision of high and middle schools
- (3) Provision of adult education and library services.

**D. Health**

- (1) Provision of sanitation (including drainage and disposal of wastes) and public health measures
- (2) Provision for control of malaria and other diseases.
- (3) Provision of improved drinking water supplies
- (4) Provision of medical aid for the ailing
- (5) Antenatal care of expectant mothers and midwifery services.
- (6) Provision of generalized public health service and education.

**E. Training**

- (1) Refresher courses for improving the standard of existing artisans.
- (2) Training of agriculturists
- (3) Training of extension assistants
- (4) Training of artisans.
- (5) Training of supervisors, managerial personnel, health workers, and executive officers for projects.

**F. Social Welfare**

- (1) Organization of community entertainment
- (2) Provision of audio-visual aid for instruction and recreation.
- (3) Organization of sports activities
- (4) Organization of melas (village fairs)
- (5) Organization of cooperative and self-help movement

**G. Supplementary Employment**

- (1) Encouragement of cottage industries and crafts as main or subsidiary occupation
- (2) Encouragement of medium and small scale industries to employ surplus hands for local needs or for export outside project areas.
- (3) Encouragement of employment through trade, auxiliary and welfare services
- (4) Construction of brick kilns and saw mills to provide building materials for local needs.

## **H. Housing**

(1) Demonstration and training in improved techniques and designs for rural housing.

(2) Encouragement of improved rural housing on a self-help basis.

Each development block will have a mandi unit. The mandi unit will be established as the centre of economic, social, and community activity for the villages in the development block and will be conveniently located within the development block in order to fulfil most effectively this function. The mandi unit will normally have a dispensary and health centre reaching out to the villagers through mobile units and will be serviced by a doctor, health visitor, midwife and a sanitary inspector. It will also usually have a transport and farm implement and equipment service centre, a centre for marketing and shopping, a storage godown for agricultural produce, and a veterinary centre. In addition, there will be established certain recreational and educational facilities. The mandi unit will also contain the residential housing and other facilities for the project workers.

It is recognized that in certain areas the development of small and medium scale industries will be warranted by the existing economic environment and will add to the sum total of the community development. Therefore expenditures from the dollar and rupee budgets hereinafter provided in the activities listed in item G(2) above will be made in 6 agreed projects. Such areas will be provided with some equipment (both for training and for use) for small industries and possibly small thermal power stations.

The Community Development Programme will be supported by a training programme for village level workers and project supervisors. The present plans are to establish a minimum of 30 training centres throughout India, to be associated as far as possible with a community development project so that the trainees can be given actual field experience in the villages as part of their training. The training of capable village workers and project supervisors is an essential part of the rural development of India because the success of the Community Development Programme will rest primarily upon the ability of these village level workers to mobilize the enthusiasm and co-operation of the people.

### **2. LOCATION OF PROJECTS**

The projects and development blocks will be located at the following sites:

#### **PART 'A' STATES**

##### **1. ASSAM (2 Projects and 2 Development Blocks):**

(1) Cachar District (Sonai-Silchar-Hailakandi Tehsil)



- (2) Darrang District (Mouzas-Dakua-Harisinga-Ambagaon-Barsilajhar-Orang-Dkokiajuli Tehsils)
- (3) Garo Hills—Goalpara area (One Development Block).
- (4) Golaghat—Mikir Hills area (One Development Block).

2. BIHAR (4 Projects and 1 Development Block):

- (1) Pusa-Samastipur-Begusarai area
- (2) Dehri-Bhabua-Mohania area
- (3) Ormanjhi-Ranchi-Mandi area
- (4) Jehanabad-Ekangarsarai-Bihar-Barbigha area
- (5) Santhal Parganas-Raneshwar Block. (One Development Block).

3. BOMBAY (4 Projects and 1 Development Block):

- (1) Mulsana District (Vijapur-Kalol Tehsils)
- (2) Kolhapur District (Karneer-Panhala Tehsils)
- (3) Thana-Kolaba Districts (Kalyan-Karjat-Kolhapur Tehsils)
- (4) Belgaum District (Hukkeri-Gokak Tehsils)
- (5) Sabarkantha District (One Development Block).

4. MADHYA PRADESH (4 Projects):

- (1) Rice zone—Raipur-Dhamtari
- (2) Wheat zone—Hoshangabad-Sohagpur
- (3) Juar zone—Amravati-Morshi-Daryapur
- (4) Bastar District.

5. MADRAS (6 Projects):

- (1) Kurnool—Cuddapah Canal area
- (2) Coimbatore (Gobi-Erode-Bhavani-Dharapuram Tehsils)
- (3) Malabar (Palghat)
- (4) East Godavari (Kakinada-Peddapuram)
- (5) South Kanara (Karkal-Mangalore)
- (6) Madurai (Nilakottai-Melur-Madurai).

6. ORISSA (3 Projects):

- (1) Kalahandi District (Dharamgarh Sub-Division)
- (2) Balasore District (Benth-Tihiri-Bhadrak Police Stations).
- (3) Ganjam District (Ghumsur Tehsil).

7. PUNJAB (4 Projects):

- (1) Gurdaspur District (Batala Tehsil)
- (2) Ambala District (Jagadhri Tehsil)
- (3) Jullundur District (Nawanshahr Tehsil)
- (4) Nilokheri (One Development Block)
- (5) Faridabad (Two Development Blocks)
- (6) Rohtak District (Sonapat Tehsil).

**8. UTTAR PRADESH (6 Projects):**

- (1) Gorakhpur District (Maharaj Ganj-Sadar Tehsils)
- (2) Azamgarh District (Ghosi-Mahammadabad-Gohana Tehsils)
- (3) Faizabad District (Bikapur Tehsil)
- (4) Mainpuri Tehsil
- (5) Jhansi District (Garautha-Mauranipur Tehsils)
- (6) Almora Tehsil.

**9. WEST BENGAL (8 Development Blocks equivalent to 3 Projects composite type):**

- (1) Birbhum District (Sadar Tehsil)
- (2) Birbhum District (Rampurhat Tehsil)
- (3) Birbhum District (Sadar Sub-Division)
- (4) Burdwan District (Burdwan-Sadar-Katwa Tehsils)
- (5) Burdwan District (Burdwan-Sadar Tehsils)
- (6) 24 Parganas (Sadar Tehsil)
- (7) Midnapore District (Jhargram Tehsil)
- (8) Nadia District (Ranaghat Sub-Division).

**PART 'B' STATES****10. HYDERABAD (2 Projects and 1 Development Block):**

- (1) Nizamsagar area.
- (2) Raichur District (Kophal-Gangavati-Sindhnoor area).
- (3) Warrangal District—Laknawaram area (One Development Block).

**11. MADHYA BHARAT (2 Projects):**

- (1) Gird District (Ghatigaon-Pichhore Tehsils).
- (2) Nimar District (Rajpur-Kasraward Tehsils).

**12. MYSORE (1 Project):**

- (1) Shimoga District (Shikaripur-Sorab area).

**13. PEPHU (1 Project):**

- (1) Dhuri Tehsil.

**14. RAJASTHAN (7 Development Blocks):**

- (1) Bikaner-Ganganagar District (Rai Singhnagar and Anoopgarh Tehsils).
- (2) Sawai Madhopur (Hinduan-Tehsils).
- (3) Alwar—Alwar District.
- (4) Kotah—Kotah District. (Baran Tehsil).
- (5) Jodhpur—Pali District (Jodhpur).
- (6) Udaipur—Udaipur District (Rajsamand & Relmagra Tehsils).
- (7) Bhil Area—Dungarpur District (Scheduled Tribes).

**15. SAURASHTRA (1 Project):**

- (1) Sorath District (Manavadar-Vanthali Tehsils).

16. TRAVANCORE-COCHIN (2 *Projects*):  
 (1) Kunnathunad-Chalakuudi area (Trichur District)  
 (2) Neyyattinkara-Vilavancode area (Trivandrum District).

## PART 'C' STATES

17. AJMER (1 *Development Block*):  
 (1) Ajmer Sub-division.
18. BILASPUR (1 *Development Block*):  
 (1) Saddar Tehsil.
19. BHOPAL (1 *Project*):  
 (1) Sehore and Raisen Districts (Goharganj-Huzoor-Sehor-Ichhawar Tehsils).
20. COORG (1 *Development Block*):  
 (1) Shanivarsanthe, Hobli-Somwarpet, Nad-Fraserpet, Hobli—Notified areas.
21. DELHI (1 *Development Block*):  
 (1) Alipur area.
22. HIMACHAL PRADESH (1 *Project*):  
 (1) Sirmur-Paonta Tehsils  
 (2) Mandi-Sadar-Sarbaghat-Chachiot-Sundernagar.
23. KUTCH (1 *Development Block*):  
 (1) Nakhatrana-Bhuj Tehsils.
24. MANIPUR (1 *Development Block*):  
 (1) Thoubal Tehsil.
25. TRIPURA (1 *Development Block*):  
 (1) Nutanhaveli and Old Agartala.
26. VINDHYA PRADESH (1 *Development Block*):  
 (1) Parts of Nagod & Raghuraj Nagar Tehsils.

The Central Committee may agree to reallocate the sites of any of the projects or development blocks upon recommendation of the Administrator that such reallocation is necessary for the effective operation of the project or development block.

## 3. ORGANIZATION FOR THE PROGRAMME

The Community Development Programme will be undertaken by the Government of India and the Governments of the various States of India in cooperation with one another. For this purpose it is contemplated that the organization for the Community Development Programme will be as follows:

- (1) *Central Organization*—Pursuant to paragraph 1 of Article IV of the Technical Cooperation Programme Agreement of January 5, 1952, the Government of India has designated a Central Committee to lay down the broad policies

and provide the general supervision for the agreed projects and under it an Administrator of Community Projects.

The Administrator will be responsible for planning, directing, and coordinating the community projects throughout India under the general supervision of the Central Committee and in consultation with appropriate authorities in the various States. He will be assisted by a highly qualified executive staff to advise him on administration, finance, personnel (training), community planning and other matters and operating divisions in the fields of (1) agriculture, (2) irrigation, (3) health, (4) education, (5) industries, (6) housing and (7) community facilities. This staff will work with the State, district and project level workers in the interest of carrying out co-operatively the Community Development Programme.

(2) *State Organization*—Each State Government has established a State Development Committee or similar body consisting of the Chief Minister and Ministers in charge of departments concerned as he may consider necessary.

The State Development Commissioner or similar official will be responsible for directing community projects within the State and will act as the Secretary to the Committee. He will be responsible for assuring coordination of the heads of the various State departments concerned with the Community Development Programme.

Since he may also have the additional responsibility of looking after the general development in the State under the Five Year Plan, it may be necessary in States where a number of community projects will be in operation to have a Deputy Development Commissioner specifically in charge of community projects. He will enjoy the status of a Collector.

The Development Commissioner or other similar official will be responsible for the direction of the programme in his respective State and he will be assisted by a suitable operating staff. The Development Commissioner and members of this staff will work in close cooperation with their counterparts at the Centre and at the district and project levels in order to facilitate project operations within the State. Maximum emphasis will be placed upon the selection of the Development and Deputy Development Commissioner since the success of the programme depends, to a large extent, upon their competence.

- (3) *District Organization*—There will be established at the district level, where necessary, a District Development Officer who will be responsible for the Community Development Programme in his district. This officer will have the status of an Additional Collector and will be responsible for the execution of the community projects as well as the general development in the district. He will operate under the direction of the State Development Commissioner and will be advised by a District Development Board consisting of the officers of the various departments concerned with community development, with the Collector as Chairman and the District Development Officer as Executive Secretary.
- (4) *Project Organization*—Each individual project unit (consisting of a full project or one or more development blocks where there is not a full project) within the district will be in charge of a Project Executive Officer who will be responsible for the community programme in the unit area. The Project Executive Officer will operate, as the case may be, under the direction of the District Development Officer or the State Development Commissioner. In the selection of the Project Executive Officers special regard will be paid to experience, general outlook, understanding of the needs and methods of community development and capacity for leadership as well as ability to secure both official and non-official cooperation.

In addition, there will be a Project Advisory Committee which might include, besides the principal officials concerned, leading public workers, a few representative agriculturists, the Chairman of the District Board, local representatives in the Parliament and State Legislatures, etc. The Executive Officer in charge of the project will serve as Secretary of the Advisory Committee.

Each Project Executive Officer in charge of a full project will have on his staff approximately 125 supervisors and village workers who will be responsible for the successful operation of all activities at the project level. Project Executive Officers in charge of lesser units will have proportionate staff.

The above organizational pattern will be adapted to suit local conditions and needs as may be deemed necessary by the Administrator and the respective State Governments.

#### 4. ADMINISTRATION OF PROGRAMME

(a) The supplies, equipment, and all other necessary materials required for the programme from outside India will be procured by a procurement agency of the Government of India with the assistance of an appropriate United States Government Agency or *vice versa* or otherwise as may be agreed upon by the Representative and the Director.

(b) The Director and the Representative may make such additional provisions for and changes in the administration of this agreement as they shall agree to be necessary for carrying out the Community Development Programme.

(c) Any right, privilege, power, or duty conferred by this agreement upon either the Director or Representative may be delegated by either of them, provided that each such delegation be satisfactory to the other. Such delegation shall not limit the right of the Director and the Representative to refer any matter directly to each other for discussion and decision.

(d) The form and coverage of the quarterly report of operations and progress provided for in paragraph 3 of Article V of the Programme Agreement shall be determined subsequently by the Central Committee in consultation with the Director.

(e) All equipment, materials, and supplies acquired for and allotted to this programme shall be used only in furtherance of the programme.

#### 5. FINANCING THE PROGRAMME

(a) The total estimated joint cost of the Community Development Programme is \$ 8,671,000 and Rs. 343,834,000. In order to finance the programme the Government of the United States of America will make available to Fund A \$ 8,671,000 and the Government of India agrees to contribute Rs. 343,834,000 from Fund B or other sources. It is agreed that the rupees deposited in Fund B for the prosecution of further projects of economic development under Operational Agreement No. 1 and 2, estimated at Rs. 47,740,000 will form part of the rupees contributed by the Government of India to the financing of this programme. The funds so made available shall be allocated and spent in accordance with an agreed budget estimated as follows:

	Dollar Expenditure	Rupee Expenditure
1. <i>Equipment, construction and supplies for basic project villages</i>	4,042,000	237,875,000
(a) <i>Irrigation canals, surface wells and tanks, including earth-moving equipment</i>	2,310,000	100,375,000

	Dollar Expenditure	Rupee Expenditure
(b) <i>Drinking water supply</i> . . . . .	...	22,000,00
(c) <i>Drainage</i> . . . . .	...	5,500,0000
(d) <i>Roads, including earth moving equipment</i> . . . . .	1,386,000	56,650,000
(e) <i>Education</i> . . . . .	...	38,500,000
(f) <i>Reclamation of cultivable waste land including earth moving equipment</i> . . . . .	346,000	14,850,000
. <i>Rural arts, crafts and industries</i> . . . . .	289,000	23,375,000
<i>Animal husbandry</i> . . . . .	..	1,430,000
4. <i>Indian Personnel</i> 125 per project, of which 22 are supervisory personnel and 103 are field workers in agriculture, education, health and other Community Development activities . . . . .	...	31,570,000
5. <i>Equipment for personnel</i> . . . . .	1,870,000	1,833,000
(a) <i>Transport ; 495 jeeps, 9 per project</i> . . . . .	1,485,000	..
(b) <i>Demonstration equipment and supplies for 5,500 Indian personnel : Tools, implements, seeds, books, health, supplies etc Total needed is about \$ 140 per worker of which half is available now in India</i> . . . . .	385,000	1,833,000
6. <i>Equipment construction and supplies for basic project mandt centres</i> (1 per development block) . . . . .	1,273,000	20,323,000
(a) <i>Housing for project staff</i> . . . . .	...	11,000,000
(b) <i>Dispensaries and health units</i> . . . . .	173,000	4,125,000
(c) <i>Agricultural extension service sub-headquarters</i> . . . . .	..	1,568,000 .
(d) <i>Farm implement and equipment centres</i> . . . . .	1,100,000	825,000
(e) <i>Marketing centres and storage godowns</i> . . . . .	...	2,475,000
(f) <i>Community centre</i> . . . . .	..	330,000
7. <i>Additional equipment and supplies for composite projects</i> (see provision below). . . . .	1,128,000	22,230,000
8. <i>Contingencies</i> . . . . .	69,000	5,198,000
9. <i>U. S. Technical Personnel :</i> Salaries, travel to India, and other administrative costs	(To be provided from sources other than Fund A)	
10. <i>Fertilizer :</i> For distribution or sale to farmers to increase food and agricultural production	(To be allocated from Fertilizer Import Project—Operational Agreement No. 1)	
11. <i>Steel :</i> For village blacksmith shops for production of farm tools and implements	(To be allocated from Steel Import Project—Operational Agreement No 2)	
12. <i>Tubewells :</i> Approximately 750 (or 150 per project in 5 projects).	(To be allocated from Ground Water Irrigation Project—Operational Agreement No. 6.)	
<b>TOTAL</b> . . . . .	<b>\$ 8,671,000</b>	<b>Rs. 343,834,000</b>

The expenditure listed under item 7 above cover the additional activities contemplated in the 6 composite projects. It is intended to develop 4 mandi centres and 1 township unit in each of these 6 projects instead of 3 mandi centres as in the basic projects. The dollar expenditures budgeted for the 6 composite projects will be incurred for such things as the development of small and medium scale industries, thermal-electric plants and transmission equipment, educational equipment and other similar activities necessary for rural township development. The rupee expenditures will be made for indigenous materials and labour in connection with the same activities.

While the estimates given above will be generally adhered to, for achieving maximum results it may be necessary to vary the allocations as between different projects, as well as among the various activities contemplated in the programme. Where major variations are found necessary, the approval of the Central Committee will be obtained by the Administrator.

It is hereby agreed between the Representative and the Director that the amounts necessary for payments to be made outside of India in United States dollars for the procurement of supplies, equipment, services, and other programme materials and their transportation to India (exclusive of allotments from other operational agreements) will be \$8,671,000 and it is agreed that such sum shall be withheld in the United States of America from the deposits to be made by the Government of the United States of America to the credit of Fund A and shall be used by the Technical Cooperation Administration for making such payments. Such sums so withheld shall be regarded as having been deposited in Fund A.

The sum so withheld will be expended under a procedure whereby the Technical Cooperation Administration in Washington, pursuant to request and authorization by the Representative and the Director, will arrange for an irrevocable line of credit with a bank in the United States of America designated by the Representative and the Director under which letters of credit will be issued to potential suppliers on behalf of the Representative and the Director or their designated procurement agency or agencies. The Technical Cooperation Administration in Washington will, as part of the procedure, reimburse the bank for payments duly made pursuant to such letters of credit from the funds agreed upon herein to be withheld in the United States of America.

(b) The dollar funds provided under this Agreement for financing the Programme will be treated as a loan to the States to the extent deemed feasible and advisable by the Government of India, estimated at about 55 per cent. of the total dollar funds, to be repaid upon such terms and conditions as may be determined. The proceeds of such

repayments will be deposited into Fund B for the prosecution of further projects of economic development mutually agreeable to the two Governments as provided in Programme Agreement.

(c) The Government of the United States of America will make available, within the limits of available appropriations, from sources other than Fund A the funds necessary to pay the salaries and other expenses of the technicians employed by the United States Government for the purpose of providing technical assistance in the Community Development Programme.

#### 6. TECHNICAL ASSISTANCE

The Technical Cooperation Administration for India will provide technical assistance to the Community Development Programme as follows:

- (a) At the Central level, the services of the Director will be available to the Central Committee as provided in the Programme Agreement (paragraph 3 of Article IV). The Director will be assisted by a Deputy Director for Community Development who will co-ordinate and expedite all technical assistance to the Community Development Programme. The Technical Cooperation Administration will also have specialists in Agriculture, Education, Health and other fields of Community Development. The Deputy Director and the specialists will serve as advisers and consultants to the Community Projects Administration and the Ministries concerned of the Government of India
- (b) At the State level, T.C.A. specialists will be made available as advisers and consultants to the extent required. In particular, it is intended that the services of experts in each of the fields of Agricultural Extension, Vocational Training, Agricultural Engineering, and Extension Methods and Materials will be made available to individual States or groups of States. In addition, specialists in other fields of the Community Development Programme, such as, Health, Education, Irrigation and Small Scale Industries will be made available as required.

#### 7. SUPPORTING PROJECTS

The Community Development Programme is related to and supported in part by most of the other projects under the Indo-American Technical Cooperation Programme.

The fertilizer required by the Community Development Programme will be acquired and distributed pursuant to Operational Agreement No. 1, dated May 1, 1952. The iron and steel needed for farm implements and tools will be acquired and distributed pursuant to Operational Agreement No. 2, dated May 29, 1952.

The tubewells to be constructed in community project areas will be allocated from the project for ground water irrigation pursuant to the Operational Agreement No. 6, dated May 31, 1952.

Information and services with respect to soils and fertilizer application will be made available to the programme from the project for determination of soil fertility and fertilizer use pursuant to the Operational Agreement No. 4, dated May 31, 1952. Similarly, assistance in malaria control in the community project areas will be forthcoming from the project for malaria control planned under the Technical Cooperation Programme between the two Governments.

The training of village level workers and project supervisors for the Community Development Programme will be carried out under the village workers training programme planned by the two Governments and the Ford Foundation of America.

The necessary allocations of equipment, construction, supplies, information and other support from such projects shall be determined by the particular Ministry supervising the project and the Administrator. Such Ministry supervising the project shall be responsible for all necessary arrangements for the proper and effective allocation of such support to the Community Development Programme.

#### 8. EVALUATION OF PROJECTS

A continuing and systematic evaluation of the progress of the Community Development Programme is expected to be undertaken by the Planning Commission in close cooperation with the Ford Foundation and the Technical Cooperation Administration.

The work on the Community Development Projects provided for in this agreement will commence immediately with a view to completion within three years.

IN WITNESS WHEREOF the undersigned, being duly authorized thereto by their respective Governments, have signed the present agreement.

Done at New Delhi, in duplicate, this the thirty-first day of May, 1952

For the Government of India :

**P. C. BHATTACHARYYA**

*Joint Secretary, Ministry of Finance*

For the Government of the United States of America:

**CLIFFORD H. WILLSON**

*Director of Technical Cooperation for India.*

**TECHNICAL COOPERATION PROGRAMME BETWEEN THE GOVERNMENT OF  
INDIA AND THE GOVERNMENT OF THE UNITED STATES OF AMERICA**

**SUPPLEMENT TO OPERATIONAL AGREEMENT No. 8**

**COMMUNITY DEVELOPMENT PROGRAMME**

This Supplementary Agreement is entered into between **S. G. Barve**, as designated representative of the Government of India (hereinafter referred to as the "Representative"), and **Clifford H. Willson**, Director of Technical Cooperation for India, as designated representative of the Government of the United States of America (hereinafter referred to as the "Director"), pursuant to the Technical Cooperation Programme Agreement between the two Governments dated January 5, 1952, as supplemented on November 3, 1952.

In furtherance of the purposes and objectives of Operational Agreement No. 8, the Community Development Programme will be expanded to include 55 additional Development Blocks out of which not more than 6 may be of the composite type.

The Central Committee will, prior to March 31, 1953, allocate these additional Development Blocks to the States on the basis of (a) progress and results achieved in the Development Blocks or Projects presently conducted in the State under the Community Development Programme, and (b) degree of preparedness by the State and local organizations for assuming responsibility for additional Development Blocks under the programme.

The total estimated joint cost of the 55 additional Development Blocks is \$ 1,925,000 and Rs. 73,300,000. In order to finance the additional Development Blocks, the Government of the United States of America will make available to Fund A \$1,925,000 and the Government of India agrees to contribute Rs. 73,300,000 from Fund B or other sources. The funds so made available will be allocated and spent in accordance with the budget procedure outlined in Operational Agreement No. 8.

It is hereby agreed between the Representative and the Director that the amounts necessary for payments to be made outside of India in United States dollars for the procurement of supplies, equipment, services and other programme materials and their transportation to India will be \$1,925,000 and it is agreed that such sum shall

be withheld in the United States of America from the deposits to be made by the Government of the United States of America to the credit of Fund A and shall be used by the Technical Cooperation Administration for making such payments. Such sum so withheld shall be regarded as having been deposited in Fund A.

The 55 additional Development Blocks shall be administered in accordance with the terms of Operational Agreement No. 8 except as provided otherwise in this Supplementary Agreement.

It is agreed further that the 55 Community Projects provided for in Operational Agreement No. 8 will be so expanded as to cover approximately 4 million additional people within the budget provided therein.

IN WITNESS WHEREOF the undersigned, being duly authorized thereto by their respective Governments, have signed the present agreement.

DONE at New Delhi, in duplicate, this sixth day of December, 1952.

For the Government of India:

S. G. BARVE

G. BARVE

*Joint Secretary, Ministry of Finance*

For the Government of the United States of America:

CLIFFORD H. WILLSON

*United States Director of Technical Cooperation for India*