

*Official Paper*

# Uneven Impact of C D Programme

M N K

Community Development and Economic Development: A Case Study of Ghosi Community Development Block, If P. Study prepared by the E C A F E/F A O, Agriculture Division, Bangkok, 1960.

IN discussions of structural changes in Indian agriculture, much emphasis is generally laid on institutional changes like tenurial reforms, the place of co-operatives and the role of Centrally-sponsored development schemes. The Evaluation Studies by the Programme Evaluation Organisation relating to Centrally-sponsored development schemes are in the nature of official reports covering the entire range of activities of the Community Development Programme and the National Extension Service. These studies do not delineate the role of a single institutional factor like the CDP in bringing about structural changes in agriculture. The present study, however, assesses the impact or a single institutional factor, viz CDP, on cultivation techniques, cropping pattern, use of agricultural resources and welfare levels attained consequent upon Block Development. The report purports to study the Ghosi Community Development Block in the context of Asian agricultural economy, the characteristic feature of which is "the predominance of rice cultivation and the existence of a relatively high density of population". It must be noted, however, that the Ghosi Block area cannot be taken as representative. At best, it can be said to represent typical Indian village conditions with the characteristic social structure of hierarchical caste and class groupings. The study has other investigational shortcomings also. For example, the analysis of consumption expenditure is based on data for a period of a single sample week only. Since the Survey was a Bench-Mark one, more details on quarterly and yearly consumption pattern ought to have been collected to give a full picture of the consumption pattern in the Block.

One of the basic purposes of an agricultural extension programme is to bring home to the villagers the economic advantages of adopting improved agricultural practices with a view to Increasing agricul-

tural productivity. To persuade the agriculturist to adopt improved practices, field demonstrations are carried out by the Village Level Worker. But even when the impact of such efforts is widespread, it is the medium and large cultivators who are the principal beneficiaries. That this is the case in Ghosi is borne out by the fact that medium cultivators covered 64 per cent of the area under improved rice seeds and large cultivators 76 per cent of the area under improved wheat seeds. Again, about 15-23 per cent of the medium and large cultivators have reported the use of chemical fertilisers. Only large cultivators have taken to the use of iron ploughs. Over 78 per cent of large cultivators have been returned as having benefited from loans and grants. On the other hand the share of medium and small cultivators in such loans and grant; has been negligible. Even the "frequency of consultation" with VLW and other extension staff is greater among medium and large cultivators as is seen from the fact that 21 per cent of the large cultivators and 26 per cent of the medium cultivators consulted the VLW over improved practices. One reason for this state of affairs, the study concludes, may be that "the large and medium cultivators are quicker to take up new seed varieties, etc, partly because their relatively bigger holdings make it less risky for them to experiment with new material and partly because they are better educated". Another reason may be that hard pressed to show results, the VLW does not find it practical to approach every small farmer, especially when he has to cover as many as ten villages with a population of five to six thousand within a limited time schedule.

### Slow Progress of Industrial Extension

In the field of Industrial extension, the progress is far from satisfactory. Figures relating to the training of artisans show that 18 people received training in carpentry in 1955-56

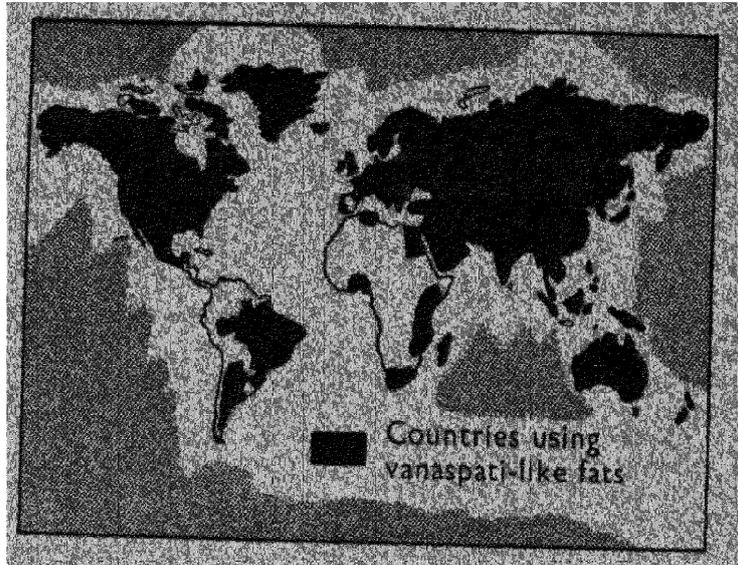
and in 1957-58 the number dwindled to zero, and 32 received training in sericulture in 1955-56 but in 1957-58 only seven were added. The slow pace of the extension programme affects the overall production potential sought to be achieved by the CDP. The additional production capacity in CD and NES blocks since their inception has been estimated by an expert committee at 10.7 per cent for U P, and 10.8 per cent for India as a whole. (Committee on Plan Projects, "Report of the Team for the Study of Community Projects and NES", Vol III, Part I, pp 246-47). Using the conventional relationship between inputs and outputs, the additional production capacity in the Ghosi Block area as a result of distribution of improved seeds, adoption of improved practices, etc, has been estimated at 6 to 7 per cent. But, considering the poor progress in the field of agricultural extension, even the increase in production capacity achieved in the Ghosi Block is not insignificant.

In the field of institutional finance, the Ghosi Block presents a dismal picture. The number of co-operative societies decreased from 106 in 1956-57 to 86 in 1958-59, membership fell from 5,781 to 4,252 and loans advanced from Rs 208,647 to Rs. 106,029. This has been reflected in the lowering of capital expenditure per household in the different cultivating class groups. Capital expenditure per household among small cultivators decreased from Rs 80.1 in 1955-56 to Rs 42.0 in 1957-58 and among medium cultivators from Rs 145.3 to Rs 107.4. Among large cultivators, however, it increased from Rs 204.7 in 1955-56 to Rs 262.5 in 1956-57 and was Rs 245.1 in 1957-58. By far the most important item of expenditure is litigation and rituals. Ten per cent of the total expenditure is on litigation and 12 to 20 per cent on rituals — both among large and medium cultivators. Expenses on rituals were much higher (22

per cent among small cultivators. Expenditure on non-food items increases with the size of landholding — it is about five times as high for the large cultivators as for the small cultivators.

The social pattern prevailing in the Ghorsi Block does not differ significantly from that in other villages surveyed by PEO. "Income" was more important as a means of improving social status than other factors like caste and holding of land or real estate. Fifty-eight per cent of small, 31 per cent of medium and 31 per cent of large cultivators gave "increase in income" as the powerful means of raising their standing in the social hierarchy. "Hospitality" comes next in importance — 13 per cent of small, 26 per cent of medium and 22 per cent of large cultivators giving it as the most important factor. The leadership pattern, however, is still caste-oriented and nearly 95 per cent of the leadership cases belonged to higher and intermediate castes and only about 4 per cent to lower castes (which may be due to compulsory representation of lower castes in village councils and panchayats). Age is still an important attribute of leadership, although young leaders are emerging consequent upon the formation of youth clubs. This has an important bearing on the future course of development in the Block area since the younger generation is more receptive to new ideas.

In conclusion, it needs to be emphasised that the success of the CDP in bringing about structural change in agriculture and in increasing the general tempo of economic advance, depends mainly on the extension staff at the Block level. The method of selection, training and orientation of the VLW must, therefore, receive closer attention. With improvement in his technical competence and a reduction in the work load (through reduction of the number of villages to be covered and the shedding of activities relating to supply of inputs to co-operatives and panchayats) the VLW should be able to perform much better and lend a new content to the PDP,



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