

PLANNING AND THE PEOPLE

A STUDY OF PUBLIC PARTICIPATION
IN PLANNING IN UTTAR PRADESH

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Are our people plan-conscious? Do they participate in the various economic activities sponsored by the plans? Is their participation informed and spontaneous or merely gratuitous? On the answers to these questions depends the success of planning in India. This book is a study of public participation in planning in one of our most populous states—Uttar Pradesh.

The distinctive features of the book are the survey of attitudes towards planning in one rural and one urban area, both of which are specified; the study of organisation for securing public participation; and the study of methods and materials employed in plan-publicity for securing public interest and participation in planning.

Observations and suggestions are made throughout the book and suggestions are again summarised at the end. This makes the book of great value to those concerned with the subject.

DR. P. N. MASALDAN is Professor of Political Science, Lucknow University.

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*A Study of Public Participation in Planning in
Uttar Pradesh*

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PREFACE

THIS is the report of a research project on public participation in planning in Uttar Pradesh. This study was sponsored by the Research Programmes Committee of the Planning Commission and was financed by a grant from it.

The study was initiated by the late Dr. G. N. Dhawan of this Department in June, 1960. Unfortunately, Dr. Dhawan died in August, 1960, soon after the commencement of work of the research project. The project was placed under my direction in December, 1960, and was completed in September, 1961.

The essential features of the scheme were the survey of attitudes towards planning in one rural and one urban area, both of which, however, were specified by name in the scheme as approved by the Research Programmes Committee; the study of organisation for securing public participation; and the study of material and methods employed in Plan publicity for securing public interest and participation in planning. In approving the research scheme, the Research Programmes Committee recommended the general pattern, organisation and technique, but the actual techniques of study, analysis etc. followed in this study were largely of my choice.

It will be seen that observations and suggestions have been made throughout the report and suggestions have been summarised again at the end. This may not be strictly in keeping with the usual practice regarding the writing of such reports. However, I proceeded on the assumption that there was no essential contradiction between a scientific study and analysis of a subject and a more emphatic and pointed statement of the findings of such study and of suggestions intended to make the report of some value to those concerned with the subject.

Responsibility for the facts and opinions expressed in this report is entirely mine; the Planning Commission or its Research Programmes Committee has no responsibility for them.

It gives me pleasure to record here my appreciation of the hard work put in by the staff of the research project particularly Sri H. S. Bhatia (Supervisor), Sri R. N. Misra and Sri

P. N. Dixit (Investigators). Sri Bhatia's untiring interest in the work of the scheme and his understanding of research methods made my task considerably easier.

P. N. MASALDAN
Director

The University,
Lucknow
September 15, 1961

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CHAPTER I

RESEARCH DESIGN AND METHOD OF STUDY

SIMULTANEOUS WITH the achievement of political freedom, India has taken up the task of economic and social uplift through democratic planning. The Planning Commission has rightly appraised the need for securing popular support and co-operation at every stage of this vital task. It is widely admitted that India has not the faintest chance of developing unless the people are prepared to undertake individually and collectively to work hard and in a disciplined manner.

For purposes of this study, the term 'Public Participation' has been used in a broader sense and its scope is not limited to the contribution of labour and material by the people in specific projects. It includes not only the participation by representatives of the public in various bodies and the role played by organisations in bringing about change through voluntary help, but also the extent to which people appreciate the basic principles and objectives of planning and extend their support and co-operation by accepting certain practices that would help in the fulfilment of the Plan objectives.

The present survey is an attempt at finding out the attitudes of the public towards planning and development programmes, and the way these attitudes are formed with special reference to the role played by the publicity methods of the Government which exist for gearing the enthusiasm of the public to constructive channels.

The universe of the present study was the municipal area of the city of Lucknow and the Bakshi-ka-talab Development Block. The respondents from the two areas were selected by stratified random method. The following discussion will clarify the procedure followed in this respect:

RURAL AREA

The Bakshi-ka-talab Development Block is divided into 17 Nyaya Panchayats covering 202 villages. In selecting the units

of households our attempt was to secure proper representation of all the Nyaya Panchayats on our sample, as the preliminary survey undertaken by us indicated great variation in the progress made by them with regard to development programmes. The Nyaya Panchayats were divided into two strata—those with a population of 5,000 or less and those over 5,000. A random sample of two and three villages respectively from each of the Nyaya Panchayats falling in the two categories were selected in the first instance. In all 42 villages were represented on the sample.

The ultimate unit of our study was the household. The number of households in the various villages varied considerably and it was thought expedient to fix a minimum quota of the households to be interviewed from each village. A 10 per-cent simple random sample of the households, with a minimum of eight from each of the selected villages, was drawn. The list of households in the selected villages prepared at the October 1960 Census was obtained from the Block Office to draw up the sample. The selection of the sample at the village level was, therefore, purely random.

The respondents in the rural area were selected from 42 villages of the Bakshi-ka-talab Development Block and the interviews were conducted during the months of February, March and April, 1961. Of the 419 respondents, 376 were Hindus (Brahmans 55, Thakurs 29, Vaishyas, Jains and Kayasthas 7, Lodh 40, Ahir 55, Yadav 19, Kumhar 11, Moriya 10, Gadaria 15, Dhobi 6, Teli, Bari, Nai etc., 14, Pasi 86 and Raidas 29) and 43 Muslims. The educational background of the respondents was 13 High School and above; 115 literates and 291 illiterates. The principal occupations of the respondents were: 361 agriculturists, 5 service, 19 shop or business, 11 service and agriculture both, and 16 agriculture and labourers both, and 7 only labourers. Of the 419 respondents, 18 owned more than 20 acres of land, 66 between 11 and 20 acres, 116 between 6 and 10 acres, 181 five acres or less and 38 had no land. The marital status of the respondents was 381 married, 16 unmarried and 22 widowers. Most of the respondents were male heads of the households.

URBAN AREA

The Municipal area of the city of Lucknow is divided into 32 wards which are further sub-divided into 612 Blocks with varied population. The following procedure was followed in the selection of the sample:

1. The Blocks were stratified on the basis of population.
2. A proportionate random sample of 30 Blocks was selected from each of the stratified groups. Only 28 wards were represented in the sample.
3. A 10 per cent random sample of the households from the selected Blocks was drawn. The lists prepared by the Census Department at the October 1960 Census were used for the purpose of selecting the actual households. In all, 609 persons were selected in the sample in the urban area.

The sample in the urban area was drawn from the municipal area of the city of Lucknow. In all, 609 persons were interviewed during the months of April, May and June, 1961. The religious and caste composition of the respondents was Hindus; Brahmans 125, Thakurs 19, Vaishyas 157, Scheduled Castes 34, Backwards 114; Muslims 144; Christians 13; and Sikhs 3. The educational level of the respondents was: 91 graduates, which included Engineering and Medical graduates also; 164 High Schools and Intermediates, including persons who had passed any equivalent examination; 207 literates and 147 illiterates. Of the 609 respondents, 196 were Government employees, 101 were serving in private undertakings, 288 were owning private business or shops, including doctors and lawyers doing private practice, and 24 had no independent source of income. The monthly income distribution of the respondents was: 68 above Rs. 300, 46 between Rs. 201 and Rs. 300, 144 between Rs. 101 and Rs. 200, 179 between Rs. 51 and Rs. 100 and 136 Rs. 50 and below per month, 36 did not mention any source. Of the total respondents, 521 were married, 65 unmarried, 22 widowers and 1 a divorcee. Most of the respondents were reluctant to disclose their political affiliation. The investigators did not press the point much lest they gave the impression of the survey being politically motivated.

Method of Data Collection

The methods employed for the collection of data were personal interviews, group discussions and observation, with greater reliance on the interview method. Two independent schedules (Appendix) were used for the two populations. Respondents in the rural area were approached individually, as far as possible. No help was sought from the Block or Panchayat Officials at the time of the interview because it was apprehended that their interference might affect the responses of the villagers. In certain cases it was not possible to meet the respondents individually and they were, therefore, interviewed in the presence of other members of the community. Care was, however, taken to evaluate the element of bias while recording the replies. In the urban area, however, it was more easy to meet the respondents individually and to that extent the opinion expressed by them is believed to be more reliable.

Individual interviews were supplemented by group discussions to get an overall view of the village people. Observations were resorted to, particularly for evaluating the role played by the various media of mass communication. Formal discussions with the V.L.W.s and other Officials of the Planning Department were also held. These discussions proved to be of great help in the preparation of our report.

In an attitude survey, it is rather difficult to reduce all the responses to statistical tables and present the data quantitatively. The attempt in the present study was to obtain the attitudes of the people towards planning and to afford them an opportunity to express them freely. Due consideration has been given to these discussions in the interpretation of the data. The study is, therefore, more of an explanatory nature than an experimental one.

CHAPTER II

THE RURAL SURVEY

THE SUCCESS of Community Development Programmes depends not only on the physical achievements during a particular period but also on the extent to which the members of the rural community feel that improvements are being effected in the various fields. The opinion of the respondents regarding the impact of Community Development Programmes was obtained by asking them whether any progress had taken place in the fields of agriculture, irrigation, education, co-operation, panchayat, animal husbandry, public health and cottage industry. Their responses are given in Table 1 on page 6.

This table shows that a good number of respondents are of the opinion that the amenities provided by the Community Development Programmes have caused improvements. However, variations among different fields are perceptible. Out of 419 respondents, 280 have mentioned improvement in agriculture, 163 in irrigation, 181 in education, 216 in panchayat, 174 in animal husbandry, 147 in public health and only 37 were of the opinion that there was no improvement at all. Similarly, none of the respondents indicated any improvement in cottage industry.

An explanation of Table 1 is given in the following paragraphs.

Agriculture

Agriculture extension activities of the Community Development Programmes mainly comprise the following items:

1. Introduction and propagation of improved seeds;
2. Introduction and propagation of chemical fertilisers and new manures;
3. Introduction of improved agricultural implements;
4. Introduction of new agricultural techniques.

The use of improved seeds, chemical fertilisers and new manures among the farmers is on gradual increase which in-

TABLE 1
IMPROVEMENT IN SPECIFIC FIELDS AS MENTIONED
BY THE RESPONDENTS

Total number of respondents: 419

<i>Educational level</i>	<i>Number of respon- dents</i>	<i>Agricul- ture</i>	<i>Panchayat</i>	<i>Co-opera- tion</i>	<i>Education</i>	<i>Animal Husbandry</i>	<i>Irrigation</i>	<i>Public Health</i>	<i>No Im- provement</i>
<i>High School and above</i>	13	9	8	9	8	8	8	6	-
<i>Literates</i>	115	93	68	65	68	53	48	39	4
<i>Illiterates</i>	291	178	142	142	105	113	107	102	33
<i>Total</i>	419	280	218	216	181	174	163	147	37
<i>Land Holdings in acres</i>									
<i>Above 20</i>	18	16	10	10	13	13	11	9	2
<i>11-20</i>	66	54	41	41	34	36	30	28	1
<i>6-10</i>	116	85	68	56	49	51	46	38	6
<i>5 or less</i>	181	115	84	100	68	71	68	67	22
<i>No Land</i>	38	10	15	9	17	3	8	5	6
<i>Total</i>	419	280	218	216	181	174	163	147	37

(343 respondents gave more than one response)

icates that the people are learning to appreciate their utility. There are, however, two, more or less conflicting, trends of thought about the use of chemical fertilisers. Some people take fertilisers as yielding prodigious results while others doubt their utility and feel that they sap the fertility and strength of the soil and burn the crops. Acting on the dictum that the more fertilisers were used the better the yield would be, some villagers applied over-doses of chemical fertilisers which destroyed the crops. It is suggested that basic methods and implications of the use of such fertilisers should be duly demonstrated and explained to them. Block Officials and other members of the village community who are expert in their use should help the villagers in learning their application. The people have begun to realise the utility of green manuring and seem tempted to extend its cultivation.

The size of and distance among the individual holdings, the condition of the cattle, and the financial position of the farmer are some of the important factors which determine the adoption and use of improved agricultural implements. Tractors have not been found very useful by most of the farmers because of the fragmented and scattered holdings. Some of the farmers, who have sufficiently big holdings, have also expressed a great distrust of such machinery because of the fear of mechanical breakdowns and uncertainty of repairs. Other, less costly implements, specially cultivators, chaff cutters and light iron ploughs, are, however, becoming popular among the farmers. The adoption of improved implements by the farmers can be encouraged greatly if they are made available locally and can be repaired by the village artisans. The education of the farmers in the use of improved implements will not be enough and the training of the village artisans in their repair is equally important.

Some of the improved agricultural techniques introduced by the Community Development Programmes are as follows:

1. Line Sowing;
2. Japanese method of paddy cultivation;
3. Seed treatment;
4. Intensive cultivation or trench sowing;
5. Intercultural operations;

6. Wider spacing;
7. Reduction in seed rate;
8. Dibbling;
9. Crop rotation;
10. Square sowing;
11. Thinner sowing;
12. Double cropping.

The village people, it has been realised, are not showing much enthusiasm in adopting the above-mentioned new agricultural techniques. Line sowing of wheat and rice, dibbling for seed multiplication, and the Japanese method of paddy cultivation are generally regarded as time-consuming and, not being habituated to the regular and systematic work involved in these techniques, agricultural labour resists them and prefers working along traditional lines. They also resist them owing to lack of better type of bullocks and other facilities necessary for the adoption of these techniques.

The tendency to grow more fruit and vegetable crops is discernible in the villages. But inadequate supply of seeds, poor communications and lack of irrigation are some of the factors responsible for retarding progress in this respect.

The farmers in the villages situated on river banks or on low-lying areas do not adopt new techniques and methods because of the fact that most of the cultivated land remains under water for two to three months every year and the resultant water-logging becomes a serious handicap to them. Thus all their efforts in the use of new techniques and methods go waste. The people of these areas have emphatically demanded that measures to control the floods should be taken first so that they may be in a position to use new techniques and methods more profitably.

The Village Panchayat

In rural India, the Village Panchayat is the basic unit of administration which has been actively associated with rural development programmes. The village panchayat is composed of the representatives of the people. It is the principal administrative, executive and judicial institution in the village,

having jurisdiction over all the residents of the area. The proper functioning of the village panchayat is also essential for ensuring the democratic character of the development programmes. The attitude of the people towards the working of the panchayats is, therefore, of great significance to the planners in assessing how far people will be inclined and able to continue the process of uplift initiated by the Community Development Programmes. The opinion of the respondents in this regard is given in the following table.

TABLE 2
ATTITUDE OF THE RESPONDENTS TOWARDS THE
VILLAGE PANCHAYAT

Total No. of respondents: 419

<i>Attitude</i>				<i>Responses</i>
Favourable	..	..	..	297
Unfavourable	..	..	..	117
No response	..	..	..	5

The above table shows that out of 419 respondents, 297 were satisfied with the working of village panchayats and only 117 were dissatisfied, while 5 did not express any opinion.

It is worthwhile analysing the reasons given by the people for their satisfaction with the working of panchayats. The people expressed their satisfaction with the working of panchayats for the following main reasons:

1. Panchayats have been helpful in looking after the health and sanitation needs of the village;
2. Panchayats have helped in providing drinking water facilities, improvement of communication, construction of buildings for schools and community centres;
3. Panchayats have improved recreational facilities by organising games and sports, 'melas', 'bhajan mandalies', libraries and reading rooms etc.;
4. Panchayats are very helpful in settling petty disputes, civil and criminal, and thus preventing unnecessary litigation.

Those who have expressed their dissatisfaction with the panchayats allege that the panchayats are in many cases incom-

petent to assume an active role in development schemes because of handicaps and shortcomings noted below:

1. Prevalence of factions and party politics;
2. Inadequacy of financial resources;
3. Lack of well-informed and enlightened opinion among the villagers as well as the elected representatives;
4. Under-representation of the weaker sections of the village community on panchayats;
5. Lack of efficient secretaries.

The organisation of democratically elected village panchayat was expected to provide machinery for co-operative village self-government and to work for the benefit of all sections of the community. The impressions gathered during the course of our study, however, indicate that the institution of panchayat falls far short of that ideal in many of the villages. The position and working of the village panchayat in different areas depend largely upon the pattern of its leadership. In the villages with undisputed leadership panchayats work satisfactorily. The position is different in villages with conflicting claims to leadership that give rise to bitter contest for the positions of leadership. The bitterness of factious spirit often drives out the desire to improve the village. It becomes more important to cause annoyance to the other party than to do some good to the village. One party tries to spoil the work initiated by another. This factious spirit has been creative also. In one of the villages under our survey it was found that the village was divided into two parties after the last panchayat election. The supporters of the defeated leader organised themselves into a voluntary organisation, raised contributions in cash and kind and directed their energies to constructive channels. In their zeal to impress upon the villagers, they undertook a number of constructive works. The activities of this organisation made the panchayat almost ineffective in matters of village reconstruction. Besides such rare cases, the consensus of opinion in the villages is that existence of factionalism is doing more harm than good to the people.

Another major difficulty in the proper functioning of the village panchayat experienced by the people is that most of the Pradhans are not qualified by education and training to carry

out adequately the functions and responsibilities entrusted to them under the panchayat laws and a good number of them do not even understand their role. Opinion has also been expressed that many of the panchayat members are not adequately selfless and public-minded. They utilise their position to secure advantages for themselves and their supporters to the exclusion of others. There are certainly some members who are interested in development work for patriotic motives, but their number is insignificant. The people have expressed their conviction that panchayats can work efficiently only when the Pradhans and their members are given adequate training and are fully conversant with the provisions of Panchayat Act and are infused with the spirit of service.

It is true that there is a long list of sources of revenue which may be tapped by the panchayats. However, in practice most of these sources do not exist in all the villages and the income of the panchayat from the few available sources is very small. The panchayat officials have expressed the opinion that they should get more financial assistance from the Government in order to discharge their duties.

To sum up, it may happily be noted that in spite of factional development, an immense deal of community life and feeling still exists in the villages and many of the activities of panchayats have been beneficial to all sections of the community. There are panchayats which do conduct their business with an awareness of responsibility to the whole village community. The meetings are held regularly and are well-attended. Their proceedings are conducted according to form. Functional efficiency of the panchayats is expected to increase by the provision that has been made under the Third Five Year Plan for the training of panchayat members in the discharge of their responsibility which will surely satisfy a long-cherished desire of the village inhabitants. Villagers usually take no interest in the day-to-day work of panchayats, but they do generously contribute in cash, kind or labour according to their capacity for the execution of projects of common benefit initiated by panchayats. Despite its shortcomings, the institution of village panchayat is gaining ground and popularity. The people are appreciating its activities and services. During the entire sur-

vey hardly any respondent, even if dissatisfied with its working, suggested that the village panchayat be discontinued.

Co-operation

A village co-operative society, though a statutory body, is a voluntary association which renders services only to its members for the express and exclusive purpose of supplying the specific commodities or services. Those who are not its members are denied its services. A co-operative society is primarily an economic institution. Besides providing agricultural credit, it performs certain other functions of an economic nature like the provision of better seeds, manure, and implements for agriculturists and household necessities of life. It can act as an agent for the purchase of raw materials needed by its members and for the sale of their manufactured goods.

Though there is no denying the fact that there is an increase in the number of members and their share capital, the co-operatives are still far from becoming popular among the villagers. A majority of village people still consider the co-operative society to be an outside official organisation, something foreign to them and not quite reliable. Membership of the co-operative society is, to a large extent, limited to persons of higher status and upper groups. Usually, village politicians hold the positions of responsibility in these societies. It was pointed out to us that an ordinary villager does not feel encouraged to become member of the co-operative society mainly for the following reasons:

1. Firstly, the rules and regulations governing the working of co-operative societies are too intricate to be easily understood by an average villager;
2. Secondly, in having to deal with these co-operatives, the members have to sign a large number of documents which makes them suspicious of getting involved, later on, in administrative and legal complications;
3. Lastly, money and grain taken from the societies have to be returned by some fixed date and in this regard they usually are more strict than the money-lenders.

Getting seeds from the Co-operative Seed Store is a more

complicated and annoying affair for the villagers. The seeds are to be returned not only by a specific date but also in a pure condition. This purity and acceptability of the seeds is to be determined by the officials incharge in their personal judgement which often leads to extortion and bribery. Due to such harrasing behaviour of the officials, the village people said, they were often inclined to distrust the co-operative societies.

Education

Under the development programme a notable progress has been made in the extension of educational facilities to the village people. With the opening of new schools, the need for educational facilities is considered to have been satisfactorily met in some of the villages. In certain villages, however, the classes are held under trees, cowsheds or in the open 'maidans'. The people of these villages have expressed doubt as to how long such schools will be able to keep the students on rolls and impart necessary instructions. In villages where local schools are not available, the children have to go to schools of neighbouring villages. The parents of such children are, however, less inclined to send them to the neighbouring villages which are often situated at a considerable distance. The absence of proper conveyance and good paths connecting one village with the other makes it all the more difficult for the children to attend their schools during hot days and in the rainy season. It also involves the expenditure of time on going to and coming from the neighbouring village, which can be avoided if educational facilities to the children are available in their own village.

Adult education is no less important for the growth of literacy in the villages. Adult literacy centres have been established in many of the villages. The V.L.W., the village teacher, and local literate men provide personnel for such literacy centres. The investigation in this field has revealed that wherever the adult literacy centres have been started, very few persons join them initially and even among them a good number generally drop out. Most of the people feel that they have either no time or are too tired to attend these classes in the evening. To

many, the classes are dull and uninteresting.

The programme of constructing the school building with the help of village people has achieved a noteworthy success in contribution and of their desire for progress. It is true that some of the villages. The school building is often the finest building in the village and stands out as a symbol of villagers' most of the villagers are convinced of the value of education for their children, yet attendance in the schools is often very poor. The reason for this appears to be the pre-occupation of the children with farms and domestic work, and the absence of local schools in certain cases. It has also been found that small farmers, who cannot afford to engage hired labour, get assistance from their young children and find it difficult to spare them for the school. It is, therefore, suggested that educational programmes in the village should provide for meeting the needs of such farmers and their children.

Some of the suggestions for educational development in the villages are as follows:

1. The boys and girls, apart from reading and writing, should receive lessons in rural life, rural culture, sanitation, hygiene, elementary knowledge of improved farming with provision for practical work in the farm, good manners and dignity of labour.

2. Efforts should be made to establish a small library for every village with adequate supply of good readable books, magazines, and newspapers for all classes of the population which will help in stimulating the desire for education and in creating an intellectual atmosphere.

3. To secure a rapid expansion of education, it may be made a condition precedent to the award of a University degree for every candidate to serve as a village teacher for a few months on nominal salary.

Animal Husbandry

It has been observed that a good number of cattle in our villages are deplorably poor and ill-fed. The average yield of milk is unbelievably low. Very few cultivators maintain a cow as a source of income.

The Development Programmes in the field of Animal Husbandry envisage:

1. Increase in the supply of milk, meat and eggs which are essential to balance the present poor customary diet;
2. Improvement in the draught animals to help the cultivator in his industry in more efficient way;
3. Increase in the by-products such as wool, hairs, hides and skin to raise the villager's income.

These programmes are correlated with the three well-known aspects of animal husbandry, namely, breeding, feeding and disease control.

In the field of qualitative improvement of cattle, the important measures adopted by the Development Blocks are the castration of scrub bulls, the setting up of artificial insemination centres, the supply of pedigree bulls and other animals for breeding purposes. Castration of scrub animals is being done extensively and the initial prejudice among the villagers against it is generally disappearing. Improvement of breed through natural breeding is proceeding satisfactorily in most of the villages.

Artificial insemination has not been taken up on a large scale due to acute shortage of pedigree bulls. Failures in impregnation through this method have been reported which tends to weaken the people's faith in the effectiveness of artificial insemination. Complaints have also been made that the fee charged is too high. Sometimes, custodians of these bulls do not maintain them properly. The result is that their capacity is poor. However, the popularity of this measure is on the increase among the cultivators.

INCREASE IN FODDER SUPPLY

Balanced and nutritious feeding is necessary for the maintenance of cattle in good health. Investigation in this field reveals that little effort has been made for the improvement of fodder supplies and for teaching better feeding practices to villagers. It is reported that in recent years there has been a decline in grazing grounds as a result of the growing pressure of population and conversion of fodder acreage to food and

cash crops. Possibilities of better fodder crops in different areas need be carefully explored and utilised. The general attitude of the cultivators is to prefer the locally grown fodder crops with which they are long familiar.

DISEASE CONTROL AND VETERINARY AID

Hospitals, dispensaries and First Aid Centres are the principal types of institutions which provide veterinary aid. The V.L.Ws, who are trained in the treatment of cattle diseases, have been provided with first aid boxes or medical chests. The shortage of veterinary institutions is being acutely felt by the villagers. The people complained that the veterinary services were not conveniently accessible to most of them. More dispensaries and Stockmen Centres, with better equipment and supervision, are demanded by the people. The village people in general expressed willingness to avail themselves of veterinary aid if it was made easily available to them.

POULTRY

In this field, distribution of hatching eggs and birds of improved breeds from centres established at Block head-quarters has been the main programme. Attempts have been made to popularise poultry keeping among the villagers. In spite of an intensive campaign, a satisfactory response from the villagers is not forthcoming. The main reasons for this failure are the dietary habits of the village people, the existing prejudices of higher classes, and the non-availability of ready markets for the eggs. Since a large section of the village population is vegetarian, the scope for the extension of poultry-keeping is very limited in the country-side. In these circumstances, it will be more beneficial to concentrate poultry keeping programmes in some of the villages situated near towns where a ready market exists for the product. The distribution of hatching eggs and of improved birds should be encouraged among the "lower caste" people and the Mohammedans who have no prejudice against it.

Irrigation

Irrigation occupies a high place in any scheme of rural development. There are still a number of villages which lack adequate irrigation facilities, while better seeds, manures and implements are available there. The non-availability of proper irrigation facilities neutralises the effect of improved techniques, manures, seeds and the farmers fail to get the expected results from their efforts.

A timely and adequate supply of water is, therefore, absolutely essential for securing the maximum output from land. Methods of intensive cultivation cannot be followed in an area where irrigation facilities are not available in time. The farmers in canal-irrigated areas complained that water was available neither at the right time nor in sufficient quantity, and was tried to be spread over the largest area possible. It was pointed out that the area of land to be irrigated by the existing canals has gradually increased without a proportionate increase in the quantity of water in them. The farmers further complained that in the matter of water rates, the Irrigation Department charged high revenue irrespective of the loss suffered by them due to non-availability of water at the appropriate time.

The Community Development Programme, due to limited resources, cannot provide for major means of irrigation such as irrigation canals. The provision of water by minor irrigation works such as construction of wells, pumping sets, tubewells, renovation of tanks etc., is being undertaken on a large scale as part of Community Development Programme to meet the shortage of water supply. The tubewells are in extensive use and are the principal source of irrigation in many villages. The high cost of irrigation and the high-handedness and corrupt ways of tubewell operators have been vehemently resented and complained of by a large section of the village people. Nevertheless, the cultivators are highly appreciative of the value of tubewells as means of irrigation.

Among the villagers, a common and widely-held view is that well irrigation is more useful and efficient than canal irrigation. Well-irrigated land, it has been alleged, produced more

yield than the canal-watered land.

Sanitation and Public Health

The public health and sanitation programme sponsored by the Community Development Project comprises of the following:

1. Village sanitation drives, including digging of compost soakage pits;
2. Renovation of old wells and model sanitary repairs of other village wells;
3. Paving of village lanes;
4. Epidemic and Malaria control;
5. First Aid and simple treatment of common diseases;
6. The opening of maternity centres.

Through the initiative of the Village Level Workers, soakage pits have been dug in some of the villages which prevent dirty water from running into lanes and making them muddy. The manure and compost pits are also dug for preserving the cow-dung manure better and to keep the village clean.

Water supply is a most keenly felt need and in most of the villages people have whole-heartedly given their contribution for it. Construction of new wells and repair of existing wells have been done on a large scale under the Community Development Programme. In most of the villages drinking water wells have been renovated and improved according to prescribed sanitary standards. Their parapet walls have been raised and pullies have been fixed to iron rods on them. Washing and bathing platforms have been constructed at some distance from the wells. The drainage around the wells has also been improved to prevent water from collecting near them. In many villages cement roofs have been provided which greatly improve the appearance of wells and also ensure clean water supply. These improvements have been brought about on a co-operative basis. The Development Block has contributed to the cost of the construction of these wells in the shape of necessary material such as cement, iron rods, pullies and the rest of the cost has been borne by the people by raising cash contribution and 'Shramdans'.

Besides wells and other traditional sources of water supply,

hand pumps are gradually coming into use in some areas. As a source of water supply, the handpump is undoubtedly a great improvement over the well but it also creates the problem of drainage. It has been found in some villages that on account of the absence of proper drainage system the installation of hand pumps has created sanitation problems.

The village paths are usually narrow and crooked which get very muddy in the rainy season. Consequently, people find it difficult to move about in the village. In some of the villages, vigorous efforts have been made to pave the lanes with bricks. In the pavement of the lanes, technical guidance and some financial and material aid have been provided by the Development Block and the rest of the cost and labour have been contributed by the village people themselves. Pavement of lanes and the construction of drains have made an enormous difference in the living conditions of the villagers.

In the development schemes which give direct and immediate benefit to them, such as renovation of wells and paving of the village lanes, the people have shown great enthusiasm by giving their whole-hearted support and co-operation. The enthusiasm shown by the villagers for these programmes indicates that they do have a desire to live better.

Measures to control epidemics like cholera and smallpox have mostly been limited to giving primary and secondary vaccination. The secondary vaccination given by the V.L.Ws was new to many villagers because of a general feeling that vaccination was given only once in life and that too at an early age. However, the people offered very little resistance to the programme and co-operated with the V.L.Ws and Medical Officers. Steps to control Malaria have also been taken by spraying the village houses with D.D.T. Spraying of D.D.T. was liked by many villagers because of its novelty. Some people thought that it was meant to improve the air. Its significance in malaria control was not first understood by most of the villagers.

The Village Level Workers are supplied with medicine chests and have been trained to render first-aid and simple treatment. However, the medical facilities available to the villagers are very poor for both ordinary and epidemic diseases.

Scores of mothers suffer unnecessarily for want of ante-natal and post-natal treatment and many have to die an untimely death. Because of the lack of trained persons and considerable financial cost involved, maternity centres run by trained midwives have been started only in a few key villages. Although the number of rural dispensaries is increasing, they are still very inadequate. Consequently, people in many of the villages have to cover a distance of three or four miles before they reach a dispensary. People are anxious for medical facilities everywhere, and whatever facilities have been provided are being fully utilised. Complaints have, however, been whispered of the corrupt practices of medical personnel running some of the rural dispensaries. Till such time as fixed dispensaries could be multiplied sufficiently by Government, increase in the number of mobile dispensaries has been suggested by the village people.

Sanitation drives are looked upon by the villagers as the conventional type of social service rendered by political leaders and social reformers. Political leaders often evince interest in village uplift by taking up the broom and cleaning a small portion of a lane. People participate in these clean-up drives more in order to please the Government officials than to keep the village clean. It is for this reason that the village sanitation suffers from lack of permanence and spontaneity.

The work of cleaning and removing garbage and cowdung is traditionally regarded as women's work, but women of the "upper castes" are not expected to be seen carrying loads from their houses all the way to compost pits on the borders of the village. Since very few families can afford to hire servants for this purpose, the age-old practice of digging pits for refuse and cowdung near the house is still continuing. The view that the carrying of manure to pits involves any loss of prestige is, however, on the decline. Consequently, the use of compost pits is becoming popular in the villages.

Attempts have been made in the villages to prevent the indiscriminate use of the whole area as a latrine and to popularise sanitary latrines by educating people in the advantage of such latrines and extending financial and other assistance to individuals for their construction. The desirability

of such latrines is being appreciated by the people and their use is consequently growing popular.

On the whole, it must be admitted that most of the villages are still living in an abominably filthy state. From our discussions with the villagers it appears that the importance of sanitation is not understood well by the people. With stinking manure pits scattered all over the village, cattle sharing the living apartments of the villagers in the absence of separate cattle stalls, villagers not washing their clothes frequently, and unventilated houses, we can not say that adequate attention is being paid to health and sanitation in our villages. In order to cultivate in the villagers a sense of pride in keeping their homes and villages clean and to bring about a change in their attitudes towards nutrition, hygiene and health, more intensified effort by the reformer appears to be necessary.

Cottage Industry

The general opinion about cottage industry is that very little improvement has been made in this direction under the community development programme. The failure to show any improvement in cottage industries is largely attributed by the people to the fact that adequate emphasis has not been laid on its promotion. People have complained of the lack of suitable organisation, marketing facilities and technical guidance in the field of cottage industries. Without going into details regarding the the scope for different cottage industries, it may be worthwhile to mention a few suggested by the villagers themselves for their spare-time occupation.

GENERAL MECHANIC

There is a great scope for the expansion of this profession as a result of development programmes. Facilities for repair of bicycles, well pumps, steel ploughs, electric wiring and so on, are expected to become more and more necessary. The younger generation of blacksmiths' families may be trained for such works which may provide them with better prospects. The blacksmiths may also be able to act as distributors of spare parts of these articles.

MASONRY AND CARPENTRY

Improvement of housing and the slowly growing use of simple furniture may provide sufficient prospects for these professions if appropriate training is given to the villagers.

POTTERY

The demand for better housing, better irrigation and sanitation may open new fields for village potters. If necessary assistance is given, there is no reason why the potter will not be able to make floor and roof tiles, small drainage and irrigation pipes and water reservoirs.

OTHERS

Some of the other important industries are tanning, basket-making, matting and dairy farming etc. The demand for cottage industry is becoming greater, and wherever there has been some provision for them, the people have felt encouraged to participate.

Machinery responsible for improvement

In the course of our investigations, the village people who mentioned improvement were also asked as to what machinery was responsible for the improvements mentioned in Table 1. The responses are tabulated below:

TABLE 3

MACHINERY RESPONSIBLE FOR IMPROVEMENTS AS
MENTIONED BY THE RESPONDENTS

Total number of respondents who mentioned improvements—382

Machinery mentioned	Responses
1. Village Level Workers	103
2. Village people and Pradhàns	79
3. Block Officials and Government	167
4. Do not know	114

(Respondents were allowed to indicate more than one machinery)

The above table shows that out of 382 respondents, 103 considered the V.L.W. to be the agent for bringing about development activities, 167 regarded the Block Officials like B.D.O. etc., and Government as machinery responsible for the village development. Only 79 were of the view that these development activities were due to the people and the Pradhans of the village. 114 people were unable to indicate as to who was responsible for these improvements.

A careful analysis of the table shows that the majority of the village people still consider that development programmes are the Government's projects and not their own. It is something foreign, imposed upon them by some Government officials like B.D.O. and V.L.W. It indicates that Block Officials have not been able so far to develop in the people a sense of responsibility and self-confidence. It is also important to note that as many as 114 respondents were unable to mention any specific agency for development work. This may be interpreted as indicative of their disinterest in community life and also of the failure on the part of the officials and non-officials to take the message of rural uplift to every member of the village community.

VILLAGE PLAN

In the course of the study, people were put questions about their familiarity with and suitability of the village plan. Their responses are given in the following table:

TABLE 4
FAMILIARITY OF THE RESPONDENTS WITH THE
VILLAGE PLAN

Total number of respondents—419

Familiar	78
Unfamiliar	341

The above table shows that out of 419 respondents only 78 have reported to be familiar and 341 unfamiliar with the plans of their village. Interviews with the people have amply re-

vealed that they actually do not know what the village plan means; on what pattern their village is to be developed; and what is the content of their village plan. From the survey of the villages it has been found that not much effort has been made to develop the village on the basis of some plan. In every village new houses have been allowed to be constructed anywhere and everywhere. They are built with little regard for beauty and are mostly damp and ill-ventilated. There is congestion everywhere. Facilities for amusement and recreation are almost non-existing.

The understanding of the village people about the plan seems limited only to the construction and repair of 'Galiaras' of their village by "Shramdan" once a year. The reason for this appears to be that there is no 'Village Plan' in the sense of a Plan prepared by villagers themselves. Village Plans are mostly chalked out by Block Officials and some influential persons of the village without having much consultation with the village people in general. This assumption gets support from the replies given by the village people when they were further asked about the formulation of the village plan and development programmes. Their responses are given in the following table:

TABLE 5
OPINION OF THE RESPONDENTS REGARDING THE
FORMULATION OF THE VILLAGE PLAN

Total number of respondents—419

Statements	Responses
A. Government Officials	110
B. Government Officials and Influential persons	138
C. Village people	67
D. Government Officials, Influential persons and village people	36
No response	68

The above table shows that out of 419 respondents 110 replied that the plan was formulated by the government officials only; 138 respondents considered that the plan was formulated by government officials and some influential persons; only 67 respondents were of the view that village plan

was formulated by the village people themselves while 36 opined that government officials, influential persons and village people all participate in the preparation of the village plan.

The planners, no doubt, are fully aware that in order to have the effective participation of the village people any scheme of rural reconstruction must grow from within and be prepared by the rural folk themselves. It is not enough to seek the participation of the village people in carrying out a predetermined programme. To avoid the impression of imposition from outside, it is essential that their participation be sought at the earlier stages of detailed formulation and framing of the village plan. Accordingly, the provision about the preparation of the Third Five Year Plan, unlike the previous ones, was that the people in general should have discussed the pros and cons of rural reconstruction in the meeting of every village assembly and have drawn up their village plan, items by item, with the help of the panchayat secretary and the V.L.W. The conclusions so reached were to be considered by higher planning authorities on the national basis. It appears that this procedure has not been actually followed in many instances. The people in general took little interest in the preparation of their village plan by discussing it in meeting of the general assembly of the village. Consequently, the plan was prepared by the panchayat secretary, V.L.W., Pradhan of the village and some influential persons of the village. The reason for this apathetic attitude of the people towards their village plan seems to be the lack of plan consciousness in them. They still consider it to be the job of the panchayat secretary, V.L.W., and pradhan and other members of the panchayat and not their own. Some respondents said that they were not properly informed and asked to attend a meeting of village assembly for discussing the plan.

The educated and public-minded village people appreciated the idea of the system of discussion at conferences of village people and expressed their hope of the system becoming popular in the course of time. They suggested that the village plan should always be worked out in terms of local needs and on the basis of available resources. The programme to be

taken in hand must be labour consuming so that the abundantly available labour force in the villages could be utilised to the fullest extent. It is also suggested that the planners should take into consideration other needs of villagers related to successful execution of development schemes. For instance, if one was thinking of increasing agricultural production, the simultaneous extension of better marketing and storing facilities by setting up an All India Market News Service for farmers and warehouses in the country was also essential. The fall of prices below a certain minimum level must be prevented by the State. Similarly, it would hardly be of any use to build up a network of roads unless there was an increase in the production of that area giving rise to a greater volume of trade and commerce. This principle of interdependence was to be observed not only between economic items but also between economic and social items of the plan. For instance, a scheme for training must correspond to the demand for the specific type of labour which will be created as a result of the increase in production. The neglect of this principle of interdependence, in their view, could lead to the development of acute bottlenecks and unsatisfactory results.

It has also been suggested by some respondents that after the discussion of various items of the village plan in the general assembly, they may be entrusted for more defined formulation to different small sub-committees appointed by the village general assembly. For instance, in the case of agricultural development the village assembly may discuss the programme for irrigation, wells, new seeds etc., and refer them to a sub-committee, consisting of two or three persons who volunteer themselves to approach the farmers individually and find out their most urgent needs and the extent of their participation in the programme. Likewise, two or three persons may form a 'Road Sub-Committee' to look after the maintenance and construction of village roads. Such non-official organizations can also help the development of leadership in the villagers.

It is also suggested that, besides the plan for the village as a whole, every family in the village should have its own development programme and work for its execution. This, it is hoped, will help in developing plan consciousness in every

member of the community and will facilitate the success of the village plan as a whole.

Attitude towards Development Block

The Community Development Programme, at least in its initial stages, is an externally directed programme with a general assumption that ultimately it will prepare the people to shoulder themselves the responsibility of progressive improvement. At present the development blocks are acting as an agency to bring about the change.

In order to know the attitude of the people towards these development blocks and development officials acting as agents of change, the respondents were asked whether they were satisfied with the working of the blocks in the villages. Their replies are given in the following table:

TABLE 6

ATTITUDE OF THE RESPONDENTS TOWARDS THE BLOCK

Total No. of respondents 419	
Satisfied	303
Dissatisfied	92
No response	24

The above table shows that out of 419 respondents 303 expressed their satisfaction while 92 expressed dissatisfaction with the working of the blocks and its officials. People have expressed their satisfaction mainly for the reason that they are getting certain amenities which were not available to them prior to the start of the development block and for which they feel obliged to the block officials. On the other hand, those who have expressed their dissatisfaction hold that the authorities concerned do not discharge their duties properly. They attribute the lack of adequate enthusiasm among the village people towards the development programmes to the slackness of the authorities and their way of approach to the people, particularly that of the lower ranks of officials. The V.L.Ws.

instead of approaching people with respect and humility, it is stated, exhibit a superiority complex. Their object has often been described as not so much the welfare of the villagers as credit or promotion for themselves. The frequency of visits to the villages by the V.L.Ws. is very low, particularly in those villages which are farther away from their residence and hard to reach. It was complained that these officials mostly contact the influential persons, particularly the Pradhan of the village, and pay little attention to the ordinary villager. The people of certain villages complained against the malpractices of their V.L.W.s who were alleged to sell the chemical fertilizers in the black-market. Complaints were also made regarding misappropriation of cement allotted for repair of wells and such other works.

How far the application of new scientific methods to agriculture by the Community Development Programme has been effective is indicated by the number of people making use of facilities provided to them. The table showing the number of persons making use of improved seeds, manures, better agricultural implements, medicine, irrigation, loans and such other facilities is given below:

TABLE 7

THE RESPONDENTS WHO ARE AVAILING OF THE FACILITIES

Total No. of respondents 419

Facilities	Respondents
1. Seeds	294
2. Manures	247
3. Medicine	165
4. Better agriculture implements	77
5. Irrigation	56
6. Loans	58
7. Any other	1

(The respondents are getting more than one facility).

An analysis of the reasons given by the people for not availing of certain facilities points out where the bottleneck lies and also helps in suggesting methods for removing them.

Landless villagers and those engaged in occupations other

than agriculture do not need any facility pertaining to agriculture, such as seeds and fertilizers etc. A good number of respondents not making use of these facilities referred to procedural difficulties. This indicates that the distributive machinery is inadequate and needs great improvements. It has also been noted that some farmers regard it as undignified to approach co-operative societies and other agencies for help and prefer to meet their needs from other sources. However, a good number of respondents have shown no reluctance in accepting new practices and facilities about whose utility they are convinced. Sentimental attachment to age-old practices has, it appears, become too weak to check the popularity of new methods.

The use of facilities mentioned in the preceding table also depends upon the knowledge and understanding that the people have of what is being planned and done for rural uplift. The respondents were asked whether they were aware of the fact that these facilities were made available to them under the Five Year Plans. Their responses are given below:

TABLE 8
KNOWLEDGE ABOUT THE FIVE YEAR PLAN

Total No. of respondents 419					
<hr/>					
1. No. of respondents who were aware of the Five Year Plan	109				
2. No. of respondents who even did not hear of Five Year Plan	298				
3. No. of respondents who only heard of Five Year Plan	12				
No. of aware respondents	Present plan as mentioned by the respondents				Not mentioned
	2nd	3rd	4th	5th	
109	19	62	1	1	25
<hr/>					

From the above table it appears that hardly one third of the respondents reported awareness of the existence of Five Year Plans. It gives the impression that the development work carried on in the villages is not known to be an integral part of national planning. It is, therefore, suggested that the villagers should be approached in a way that would best impress upon them the responsibility that they owe not only to

themselves but to the nation as a whole. This will help also in strengthening the patriotism of our village folk.

CONSTRUCTIVE PROGRAMMES

Voluntary contribution in the form of labour popularly known as 'Shramdan' has been much emphasised as a technique of enlisting popular support and participation in the village. Voluntary contribution in the form of cash and kind is also made by some villagers. This provides to the villagers an opportunity to work in a co-operative spirit for some common cause. People have been found very enthusiastic about the 'Shramdan' as a technique to meet local needs, particularly those which involve a good deal of labour. However, 'Shramdan' as a method of self-support and development is not being fully exploited and there appears to be a great scope for its reorientation. The actual participation in constructive programmes by the 419 respondents is given in the following table:

TABLE 9
PARTICIPATION IN CONSTRUCTIVE PROGRAMMES

Total No. of respondents 419

Participants	336				
Non-participants	83				
Nature of Participation					
Labour only	313				
Labour and cash	9				
Labour and kind	7				
Labour cash and kind	4				
Cash and kind	1				
Kind only	—				
Cash only	2				
Total	336				
Frequency of Participation					
Once	Twice	Thrice	4 Times	5 Times & more	Total
93	80	84	60	19	336

It will appear from the above table that a considerable number of respondents reported to have participated in constructive programmes. The nature of participation has mainly been voluntary labour rather than cash and kind. People find it difficult to contribute in cash because of their poverty. Non-participants consisted mostly of such persons as were physically incapable due to old-age or sickness, or were not present in the village when the scheme was in operation.

People have frankly given the impression that 'Shramdan' has become more or less a ceremonial device and takes place only on Independence or Republic Day or during the visit to the village of some Ministers or other important persons. They have also expressed the view that the nature of 'Shramdan' is gradually ceasing to be voluntary. Prior consultations about a particular programme hardly take place and the villagers join such programmes only when approached by the Pradhan or other block officials. The approach, it has been pointed out, is more or less of a bureaucratic type. Even the officials have expressed the opinion that 'Shramdan' is increasingly becoming a show-business and lacks the spirit, which should permeate it.

Despite this undesirable development contrary to the spirit of this movement, it has been found that the people in general are ready to give their whole-hearted support to such programmes when they are fully convinced of its utility for some common cause and believe that their labour will not go waste. In some of the villages, school buildings and 'Panchayat Ghars' have been constructed by the village people through 'Shramdan'.

In certain cases, where a programme is implemented with the help of voluntary labour and contribution, the responsibility for its maintenance is generally shirked by the appropriate bodies. For example, the construction of village 'galiaras' is a very common item in the villages. In the absence of proper maintenance of these 'galiaras', they assume their original condition soon after their construction. The failure on the part of the appropriate authorities to give some sort of permanency to the projects completed with the help of voluntary labour has raised serious doubts in the minds of some villagers regarding the utility of 'Shramdan'.

It is, therefore, suggested that constructive programmes through voluntary service should form an integral part of the village plan and the authorities should pay due attention to their maintenance. It is also suggested that voluntary labour should not only be resorted to on some ceremonial occasions but should be utilised whenever some labour-consuming scheme is undertaken in the village, so that the impression of its being only a ceremonial device could be avoided.

CONSOLIDATION OF LAND

India is primarily a country of small, fragmented, and scattered holdings which are a great obstacle in the progress of agriculture. The most effective remedy of fragmentation is consolidation which consists of substitution of small isolated strips of land by cramped blocks created through exchange of land. The success of the land consolidation scheme depends largely on the extent to which people understand its utility and are prepared to accept it. The attitude of the village people towards the consolidation of land has been studied by asking them whether they approve of it or not. Their responses are given in the following table:

TABLE 10
ATTITUDE OF THE RESPONDENTS TOWARDS LAND
CONSOLIDATION

Total No. of respondents 419	
Favourable	210
Unfavourable	174
No Response	35
	419

As is apparent from the above table, the attitude of farmers towards land consolidation differs sharply. It has been noticed that farmers have, however, started to realise the usefulness of consolidation of holdings and, with certain qualifications, have expressed a desire to support it. They think that frag-

mentation of holdings is a wasteful method of land utilisation. It not only makes impossible for them to adopt a number of improved agricultural practices but also results in the wastage of a good deal of time and energy in moving from one plot to another. Respondents have also referred to the different types of disputes and quarrels arising out of boundary lines and cattle trespasses. They realise that such quarrels can be avoided to a considerable extent by the consolidation of land. It will further facilitate the fencing of their fields economically and the sinking of wells and tubewells in their fields.

Some respondents have expressed an opinion in favour of land consolidation only because they regarded it as required by a Government order which they had to carry out whether they liked it or not. This mentality indicates that there is need for intensifying the efforts to convince the farmers of the intrinsic utility of land consolidation.

Unfavourable replies have come largely from farmers who have developed some sort of apprehension and distrust with regard to the implementation of the scheme, particularly in villages where the land is not of uniform quality or is of uneven level. In certain areas where the consolidation scheme has already been put into effect, complaints have often been made of unjust and biased allotments of the land by the Government officials engaged in the scheme. It is a widespread belief among the villagers that socially and politically influential sections of the society stand better chances of securing the best parts of the land and that the ordinary and socially backward farmers would be put to uncalled for risk of losing whatever good land they happened to possess.

It has also been realised that consolidation of holdings cannot have a permanent effect unless necessary reforms are introduced in the law of inheritance. In the absence of such reforms the land consolidation will, in course of time, again get split up into small holdings.

It is, therefore, suggested that the doubts of farmers with regard to the implementation of the consolidation scheme, as expressed above, be removed by the just and honest execution of the plan.

CHAPTER III

THE URBAN SURVEY

THE PROBLEMS of public participation and co-operation in urban areas differ greatly from those of rural areas in-as-much as people in the former have less opportunities to associate themselves actively with the development activities at the local level. The development efforts concentrate largely in the villages and in the construction of big dams and factories. The people in urban areas can contribute to this vital task mainly in an indirect way through taxes, supply of expert and trained personnel, giving advice through various bodies, changing and effecting development policies by making useful suggestions through various media of communication, sending young students to the villages to render assistance to them, adoption of family planning methods and by making available a body of efficient social workers to transmit the message of planning to every corner of the country.

The over-all opinion of the respondents as to whether the country has gone ahead was obtained by asking as to what improvements, if any, had taken place during the last ten years. Their responses are given in Table 11.

The table shows that a good number of respondents were of the opinion that the country had improved in several spheres. However, there is great variation regarding the different areas of improvement. Industries, dams, etc. are the most popular and have been mentioned by 39.7 per cent respondents; They are followed by roads, transport and railways (217); village uplift including agriculture, irrigation, panchayat, cottage industries (142); education (80); public health and sanitation (55); 138 respondents did not express any opinion and only 59 were of the view that no improvements had taken place. Industries, dams, roads, transport and railways and rural development cover the major outlay of the Plan and are being given greater publicity. This appears to be the reason for their attracting comparatively larger attention. Persons having no idea about the improvements are

TABLE 11
IMPROVEMENTS MENTIONED BY THE RESPONDENTS

Total no. of respondents 609

<i>Fields of Improvement</i>	<i>Educational Level</i>		<i>Below H. S. & Literates. (NR 207)</i>	<i>Illiterates (NR 147)</i>	<i>Total (609)</i>
	<i>Graduates (NR 91)</i>	<i>High School & Inters (NR 164)</i>			
1. Industries & Factories ..	37	71	29	11	148
2. Roads and Transport ..	17	41	73	20	151
3. Dams and Projects ..	21	44	28	1	94
4. Electricity and Power ..	6	21	44	17	88
5. Education ..	12	32	30	6	80
6. Railways ..	11	29	25	1	66
7. Agriculture ..	9	33	20	7	69
8. Irrigation ..	3	12	15	3	33
9. Village uplift ..	4	9	9	7	29
10. Cottage Industries ..	2	3	2	—	7
11. Panchayat ..	2	1	1	—	4
12. Public Health ..	9	15	21	6	51
13. Sanitation & Hospitals ..	1	1	1	1	4
14. Housing & Buildings ..	3	11	21	6	41
15. General Improvement ..	10	15	11	6	42
16. Others ..	16	17	20	4	57
17. No Improvement ..	11	19	18	11	59
18. No Idea/No Response ..	1	8	46	83	138

(280 respondents gave more than one response)

TABLE 11 (Contd.)

Income Group (in Rupees per month)

Fields of Improvement	301 and above (NR 68)	201-300 (NR 46)	101-200 (NR 144)	51-100 (NR 179)	50 and below (NR 136)	Not men- tioned (NR 36)	Total
1. Industries & Factories ..	27	25	57	22	9	8	148
2. Roads & Transport ..	17	6	42	49	33	4	151
3. Dams & Projects ..	13	13	37	12	8	11	94
4. Electricity & Power ..	4	5	19	29	23	8	88
5. Education	5	6	30	16	17	6	80
6. Railways	7	5	36	10	4	4	66
7. Agriculture	7	8	25	13	11	5	69
8. Irrigation	3	1	6	13	7	3	33
9. Village uplift	3	3	7	5	6	5	29
10. Cottage Industries ..	1	1	4	1	—	—	7
11. Panchayat	—	—	2	2	—	—	4
12. Public Health	7	3	15	14	12	—	51
13. Sanitation & Hospitals ..	2	1	1	—	—	—	4
14. Housing & Buildings ..	4	4	8	15	7	3	41
15. General Improvement ..	10	5	15	7	3	2	42
16. Others	6	5	23	10	10	3	57
17. No Improvement	11	3	20	15	8	2	59
18. No Idea/No Response ..	2	1	8	61	62	4	138

(280 respondents gave more than one response)

mostly illiterates and are of the lower economic stratum, with few opportunities to know about the world around them.

One of the pre-conditions to enlisting of public co-operation and support is to arouse in the people a sense of community-mindedness and a desire to contribute to the solution of the problems facing the community. Citizens can best play their role if they understand the basic objectives and methods of planning. In an under-developed country with a majority of illiterates, it becomes all the more important for the Planning agencies to take extensive measures to bring home the message of planning to the people before they may be expected to participate actively.

In the present study the respondents were asked whether they were familiar with the Five Year Plan of the country and, if yes, which Five Year Plan was running at the time of the interview and how far was it compatible with the needs of the people. Their responses are given in Table 12.

This table indicates that there is a direct relationship between the educational level of the respondents and their familiarity with the Five Year Plans. All the respondents with a University degree have reported to be familiar; of the 164 persons with High School or Intermediate level education, only 6 have reported to be unfamiliar and in the case of literates and illiterates the number of unfamiliars has increased to 63 out of 207 and 86 out of 147 respectively. Knowledge about the Five Year Plans thus depends greatly on the educational achievement. Columns 4, 5 and 6 of the table further affirm that comparatively more incorrect or no replies as to the number of the current Plan have come from persons with lower or no educational background. A few among them tried to calculate the current plan counting the number of years that had elapsed since the country achieved independence, i.e., August 15, 1947. Others have mentioned second, fourth, fifth and sixth as the current Five Year Plan. It will appear that a good number of respondents did not know as to which Five Year Plan was running at the time of the interview although the interviews were conducted just at the start of the Third Five Year Plan and plan publicity was supposed to be at its peak.

TABLE 12

FAMILIARITY WITH THE PLAN

<i>Educational level</i>	<i>Familiar</i>	<i>Unfamiliar</i>	<i>Number of present plan</i>			<i>Suitability</i>		
			<i>3rd</i>	<i>Other than 3rd</i>	<i>Do not know</i>	<i>Yes</i>	<i>No</i>	<i>Don't know</i>
Graduates	91	—	81	6	4	54	35	2
Below graduation	158	6	120	19	19	101	52	5
Literates	144	63	66	22	56	81	40	23
Illiterates	61	86	10	6	45	22	27	12
Total	454	155	277	53	124	258	154	42

As regards the suitability of the Plan to the needs of the country, replies were generally in the affirmative and people expressed great hopes in the development schemes. It was, however, felt that though the schemes in themselves were all right, their execution needed much improvement. Those with a negative attitude referred to corruption, nepotism, inefficiency, lack of responsibility on the part of officials responsible for their implementation, absence of sufficient schemes to provide immediate relief to the poorer sections of the society, and a host of problems which, according to them, remained unsolved for the last several years.

Five Year Plans have also been referred to as nothing but, "the outcome of useless thinking of the Congress Government", "fanciful schemes created out of the mind of those holding power"; a means to "cater to the needs of ministers and M.L.A.s only." "Both the Five Year Plans", said one of the respondents, "have raised fantastic hopes in the minds of public with absolutely no results". Speaking of the Five Year Plans, another respondent said, "If there is any son or relation of a Minister or Prime Minister, another department is opened for him." Opinions like these clearly indicate ignorance and the sense of apathy prevalent among certain sections of the society.

Public participation is also sought by associating leading public (non-official) members with the preparation of development schemes at different levels. The public, however, appears to be ignorant of this fact, for a very few respondents have indicated that people are also responsible for their formulation. Table 14 shows their opinion regarding the formulation of the Plan:

This table is simple and needs little explanation. Out of 454 respondents only 122 are conscious about the existence of the Planning Commission as distinguished from Government and think it to be responsible for the preparation of the Five Year Plans. However, majority of the respondents either do not know how the Plans are formulated or feel that Government prepares them. Some have mentioned ministers, political parties, industrialists and individuals as the formulators of the Plans. The process of programmes-forming, it has

TABLE 13

OPINION REGARDING THE FORMULATION OF THE PLAN

Responses of 454 respondents who reported to be familiar
with the Five Year Plan

<i>Educational level of the respondents</i>	<i>Government</i>	<i>Planning Commission</i>	<i>Others</i>	<i>Do not know</i>	<i>Total</i>
Graduates	24	42	5	20	91
High Schools & Below Graduation ..	54	54	11	39	158
Literates	56	25	7	56	144
Illiterates	17	1	1	42	61
Total	151	122	24	157	454

been noticed, is too complex to be understood by a layman. Even 22 per-cent of the highly educated respondents could not give any reply. It appears, therefore, to be necessary to include in the publicity programmes more items relating to various phases of plan formulation with special reference to popular support and participation.

THE SOCIALISTIC PATTERN OF SOCIETY

The Second Five Year Plan has introduced a new phrase, 'Socialistic Pattern of Society', to sum up the basic objectives of values which the Plan aims to achieve. 'Socialistic Pattern of Society' has been conceived of by the Planning Commission as "A social and economic order based upon the values of freedom and democracy, without caste, class and privilege, in which there will be a substantial rise in employment and production and the largest measure of social justice attainable."¹ The phrase has since then acquired great prominence among the intelligentsia of the country. The respondents were asked whether they had ever heard of the term 'Socialistic Pattern of Society', and if so, what did they understand by it and how far could the Plans bring about such a society. Their responses are given in Table 14.

It will appear that the phrase is not very popular among the masses. Except for the highly educated, the majority of the respondents had not even come across such a term, and none of the illiterates reported that he had ever heard of it. Most of the respondents who reported to have heard of the term, felt that the Plans were contributing a good deal to the establishment of such a society. However, it is difficult to take the responses as reliable indication of real knowledge of the concept for very little familiarity with the content or implications of the concept was disclosed by them.

Explaining the contents of the 'Socialistic Pattern of Society', one of the respondents says that it is, "a pattern of society which is anything but real socialism in its aim." In somewhat identical terms another respondent regards it as, "a capitalistic garb to keep the poor in deception." "Socialistic Pattern

¹ Government of India, *Second Five Year Plan*, p. 1.

TABLE 14

SOCIALISTIC PATTERN OF SOCIETY

Total No. of respondents 609

<i>Educational level of the respondents</i>						<i>Heard</i>	<i>Not heard</i>	<i>Suitability</i>		
								<i>Yes</i>	<i>No</i>	<i>No response</i>
Graduates	..	..	..	..	..	74	17	36	22	16
High Schools & Below Graduation						78	86	44	11	23
Literates	..	..	..	..		30	177	15	8	7
Illiterates	..	..	..	..	..	—	147	—	—	—
Total	..	..	..	..	..	182	427	95	41	46

of Society", to quote still another interviewee, "is a universally acknowledged pattern, the fundamental of which is 'Congressism'. But the interpretation of the same is not comprehensible by the general mind". The ideology of socialistic pattern of society to bring the people to a common standard of decent living has been referred to as, "a fantastic impossibility for the reason that the socialistic pattern cannot be brought about without repression and use of arms. It is detrimental to the existing truthful beliefs of the people". Such controversial and vague terms, it has been suggested to us, should be avoided as far as possible.

It will thus appear that the picture of the society which the planners wish to establish is not very clear in the mind of the people. People are prone to accept ideas which appeal to their own frame of mind, are understood by them, and have direct bearing on their life. Attention of the Planning Commission to those problems has been drawn by others as well.¹

FAMILY PLANNING

Over-population in an under-developed country with scarce means has serious consequences for the nation as a whole. The present rate of birth in India comes as a challenge to the planners who seek to achieve a "sizeable increase in national income so as to raise the level of living in the country". The task before the country is to educate the masses in family planning methods and create a sense of realisation that the problem is not a matter of choice but of necessity. By controlling the size of individual families, people will not only be adding to their own welfare and the welfare of their children but making a valuable contribution to the development of the nation as well.

The following table shows how far people are convinced of the utility of family planning methods and get advice and service in them:

¹ Dr. V. K. R. V. Rao: "Implications of Socialistic Pattern of Society", in Ooty Seminar (Papers discussed) Congress Planning Sub-committee, p. 85.

TABLE 15
FAMILY PLANNING
Total number of respondents 609

<i>Heard</i>	<i>Not Heard</i>	<i>Utility</i>			<i>Advice</i>	
		<i>Yes</i>	<i>No</i>	<i>Don't Know</i>	<i>Yes</i>	<i>No</i>
456	153	353	98	5	52	404

The programmes have gone a long way, it is apparent from the above table, in overcoming the psycho-social barriers that once checked their popularity. Certain sections of the community, however, still hold the view that births and deaths are matters of divine nature and attach great religious significance to them. Criticism has also been made of the use of contraceptives. It encourages, feel some, pre-marital and extra-marital sex relations by reducing the chance of conception and serves as a strong incentive to excessive sex indulgence by married couples.

Family planning programmes seem so far to have rendered little service in the fields of sex and moral education, inter and intra-family relations, child upbringing, marriage counselling, and other matters concerning the well-being of the family. The time has arrived when these problems should also form an integral part of the family planning programme.

As regards advice on family planning, only eight per cent of the respondents have said that they were given such advice. This percentage is too small and suggests that there is great scope for the expansion of family planning service in the urban areas as well.

Opinion regarding the significance of family planning for the country was also obtained. The replies of the respondents are given in the table on page 45:

Most of the people, it will appear, feel that these programmes are directed at controlling the rapid growth of the country's population. Some people also feel that family planning will raise the standard of living and will solve our food prob-

TABLE 16
SIGNIFICANCE OF FAMILY PLANNING
Total number of respondents who had heard of Family Planning 456

Significance	Educational Level				Total
	Graduates N.R.-91	High School & Intermediates N.R.-153	Below High School and Literates N.R.-147	Illiterates N.R.-65	
Population Control ..	54	70	52	12	188
Raising the Standard of Living & Solving Food Problem ..	12	18	17	5	52
Development of the Country	7	20	20	5	52
Others	5	6	3	2	16
No Significance Indicated	18	42	56	41	157

4 Graduates, 3 High School and Intermediates, and 1 literate have given more than one response.

lem, while an equal number have mentioned economic significance of family planning.

The absence of any response on the part of a large number of respondents raises serious doubts regarding the nature of publicity methods. Educationally and economically backwards, who form the bulk of the masses, are not aware of the importance of family planning for the country. Personal approach appears to be the only effective method in their case. From the following table it will appear that of the various media of mass communication, newspapers and personal contacts are most effective in disseminating information about family planning.

TABLE 17
SOURCES OF INFORMATION ABOUT FAMILY PLANNING

Total number of respondents who have heard of
Family Planning 456

<i>Sources of information</i>						<i>Responses</i>
1.	Newspapers	..	..	..	..	247
2.	Social Contacts	..	..	..	..	135
3.	Posters and Pamphlets	..	..	..	..	36
4.	Books and Magazines	..	..	..	..	31
5.	Government Departments	..	..	..	..	24
6.	Speeches	..	..	..	..	21
7.	Cinema and Radio	..	..	..	..	17
8.	Exhibitions	..	..	..	..	11

The respondents have indicated more than one source.

PUBLIC COOPERATION

The need for active public participation in the formulation and implementation of our Plans has been repeatedly stressed by the Planning Commission. The success of their efforts in this regard depends largely on the extent to which people feel that their cooperation is necessary and are willing to cooperate, and the way they are approached by the officials. The following table shows the replies of the respondents relating to peoples' cooperation:

TABLE 18
PEOPLES' COOPERATION
Total number of respondents 609

Necessity of Peoples' Cooperation

<i>Necessary</i>	<i>Not Necessary</i>	<i>No Response</i>	<i>Total</i>
497	32	80	609

Forms of Cooperation

<i>Labour</i>	<i>Consultation</i>	<i>Cash</i>	<i>Kind</i>
443	365	288	251

Responses of 497 respondents who considered peoples' cooperation necessary. Respondents gave more than one response.

Whether Officials approach for Peoples' Cooperation

<i>Yes</i>	<i>No</i>	<i>No Response</i>	<i>Total</i>
133	379	97	609

Whether People are willing to Cooperate

<i>Yes</i>	<i>No</i>	<i>No Response</i>	<i>Total</i>
392	115	102	609

The above table indicates that while people in general feel that their cooperation is essential to put the Plans through, voluntary labour is regarded to be the most practicable form that it can take. Next comes consultation followed by cash and kind. Cash and kind as forms of public contribution have been mentioned by a comparatively small number as they are thought to be beyond the capacity of an ordinary citizen.

To put our Plans on a sound footing and to secure the support of the people, it is necessary to make them realise that planning is essential for the good of the country. How far people think that the working of the Plans is realising the

objectives set out in the Five Year Plan is equally important to the planners in the formulation and implementation of development schemes. The opinion of the respondents, who reported to be familiar with the Five Year Plans, relating to the present working of the Five Year Plans is given below:

TABLE 19
OPINION OF THE RESPONDENTS ABOUT THE PURPOSE
AND RESULT OF FIVE YEAR PLANS

Total number of respondents who are familiar with
the Five Year Plans 454

<i>The Five Year Plans are</i>	<i>Agree</i>	<i>Disagree</i>	<i>Don't Know</i>
1. Making India a strong nation ..	376	49	29
2. Raising the standard of living of the people in general ..	316	105	33
3. Leading to a more equitable distribution of wealth	179	186	89
4. Preparing India for future prosperity	354	44	56
5. Providing more employment opportunities	313	107	34
6. Having no effect on the life of the people	103	291	60
7. Giving false hopes to the people	121	270	63
8. Serving as means of exploiting people in political matters ..	170	164	120
9. Raising the prices of consumer goods	384	46	24
10. Resulting in huge waste of resources	202	131	121

The respondents gave more than one response.

(1) *Making India a Strong Nation*

The successful implementation of the development schemes would result in the growth, in course of time, of a self-sustaining economy and strengthen the nation. It will appear from the above table that an insignificant number of respondents have expressed doubt as regards the effect of the Five Year Plans in making India a strong nation. The concept of 'strong nation', though not very precise in its connotation, is supposed to cover the capacity of the nation to put itself on sound footing and to achieve social and economic integration.

(2) *Raising the Standard of Living of the People in General*

As regards the effect of Five Year Plans in raising the standard of the people in general, the opinion is not as favourable as in the case of the first proposition. The First Five Year Plan was directed mainly to strengthen the economy at the base, or facilitate further development and to solve certain immediate problems that had arisen out of the War and the partition of the country, while a sizeable increase in national income so as to raise the level of living in the country was one of the five principal objectives of the Second Five Year Plan. The general level of poverty and the extent of existing inequalities in income and wealth are still of a high order and, as has been pointed out by some of our respondents, it is not possible to make any marked progress in raising the standard of living of the masses in a short span of time.

(3) *Leading to a More Equitable Distribution of Wealth*

One of the causes for the prevalent poverty and dissatisfaction among the masses is the existence of inequalities in income and wealth and the concentration of power in the hands of a few. Reduction of disparities in income and wealth has been accepted as one of the major objectives of the Five Year Plans. The opinion of the respondents regarding the effectiveness of the Five Year Plans in reducing this difference in wealth, it will appear from the above table, differs sharply. Unfavourable

replies have come mostly from the respondents who have not been able to raise their own income in comparison with the social obligations cast on them and the relative rise in the cost of living. The middle class respondents specially feel that while the rich are getting richer and the poor are being afforded some help, the life of the middle class man is becoming terribly difficult, as he can neither give up certain accepted social practices nor can he meet them squarely.

(4) *Preparing India for Future Prosperity*

Planning in India has often been criticised for being too prospective in character and ineffective in meeting the present needs of the people. The planners have repeatedly emphasised that the present generation has to sacrifice its own comforts and put in hard labour to lay down sound foundations for future prosperity. Most of the respondents indicated that the Five Year Plans are preparing the nation for future prosperity. Disagreeing with the above statement, some have, however, criticised the policy of the planners to depend too much on foreign aid. Foreign aid in the form of loans and subsidies, they feel, has caused a great setback to the proper development of local resources which should have been tapped in greater measure. The need for short-term development schemes is also emphasised by the people lest the policy of long-range programmes may result in a total disintegration of our present social structure. The observation may appear to be somewhat exaggerated but the need to strike a harmonious balance between the present and the future needs of the people can hardly be ignored.

(5) *Creating More Employment Opportunities*

One of the major consequences of the rapid increase in population is the non-availability of employment opportunities to the fresh entrants to our labour force. The estimates for the new additions to the employment seekers during the Third Five Year Plan put the number at about 15 million. An important reason for the increasing rate of unemployment in the

cities is the rapid flow of rural population to the urban areas. The problem is, therefore, very much related with the expansion of employment opportunities and the operation of family planning schemes to check population growth in the villages. Any further increase in the backlog of the unemployment is bound to affect the achievements of the Plan in other respects as well.

Respondents have also shown great concern over this problem. The expansion of educational facilities and the expenses incurred in this connection will go waste if the country is not in a position to make proper use of the educated people. It is, therefore, necessary to examine the possibilities of finding out new employment openings at village level as well and to give priority to labour-consuming schemes.

(6) *Having no Effect on the Life of the People*

It will appear from the above table that people have started realising that Five Year Plans are intimately connected with their life. Their opinion about the effect of the Five Year Plans, however, differs. Some have expressed the opinion that the Plans have not directly benefitted the masses but have been concerned mainly with benefitting certain sections of the society. For the benefit of these classes, the public in general is made to suffer.

(7) *Giving False Hopes to the People*

The Five Year Plans have often been criticised for creating misconceptions in the minds of the people and putting before them false picture of the actual state of affairs. In our own study, 121 people out of 454 opined that the Plans were giving false hopes to the people and 62 expressed no opinion in this regard. The reason for this attitude, it appears, is the partial achievement of some targets of the Plans. People expect something concrete and immediate which they do not see forthcoming. As a consequence of Plan publicity, there has been created in the minds of some people a high degree of expectations which they fail to realise in practice.

(8) *Serving as a Means for Exploiting People in Political Matters*

Some people have also criticised the Plans as being politically motivated. The coincidence of the start of a Five Year Plan period with the approach of the general elections is interpreted as having great significance for the party in power. Votes are extracted in the name of the Plans and the public is misguided by emotional and other approaches. This type of attitude on the part of vote-seekers, asserted some, discourages the Opposition to lend support to the development programmes, and hence the need to keep the Five Year Plans aloof from political influences and to promote them as an all-party affair.

Complaints have also been made by some Congressmen about the role of the other political parties. The Opposition, they say, hinders rather than facilitates the working of the Plans. It is suggested that the various political parties should organise their resources, both human and others, for the uplift of the masses and should try to popularise their ideologies by constructive contribution rather than by propaganda tactics. In no case should the Five Year Plans be associated with any particular political organisation.

(9) *Raising the Prices of Consumer Goods*

It will appear from the above table that the people have hardly any doubt about the overall impact of Five Year Plans on the level of prices. It is estimated by eminent economists that the level of prices have gone up by more than 20 per cent during the Second Five Year Plan period and a further increase of 20 per cent may be caused during the present plan period if suitable action to enforce the price policy is not taken.

(10) *Resulting in Huge Waste of Resources*

Recent incidents of breakdown in, and inefficient working of some of the projects and development schemes have caused some doubt in the minds of the people as to the proper use of

public money. It will be clear from the above table that a good number of respondents in the urban area have opined that the Five Year Plans are resulting in huge waste of our resources. In a country with scarce resources the inefficient and over-expensive execution of a scheme may lead to frustration and disappointment.

The overall opinion of the people towards planning as a technique has been found very satisfactory. People entertain great hopes of planning as a method to solve our urgent problems. Opinions, however, differ when the actual working of the Plans comes to the fore. In our discussions with the respondents in the urban area our attention was repeatedly drawn to the slow pace of development and the absence of adequate programmes to meet the immediate needs of the people.

Active participation by the people, specially in the cities, in the formulation and implementation of Plans is still quite remote. Public representatives associated with various bodies lack proper sense of responsibility and appreciation of their role as members of such bodies. It has been found that non-official members attend these meetings not only very infrequently but also without preparation to help the officials to know the public point of view. It was asserted by some officials that these people continue to hold office although they fail to make any positive contribution. Our discussions with official and non-official members and those with the respondents clearly indicate that the association of some of the non-official members with the formulation of Plans is not for public interest but for partisan considerations. The planners should, therefore, take necessary steps to ensure that incapable and uninterested public men do not find any place on such bodies.

There is a great scope for securing public participation through voluntary organisations working at local and national levels. The National Advisory Committee on Public Cooperation have stressed the need for coordinating and encouraging their activities and for setting up of a permanent Steering Committee for this purpose. The National Seminars at Chandigarh and Hyderabad have also examined the possibility of associating all-India voluntary organisations with the development activities and placing greater reliance on them, and have

recommended some concrete steps. The working of the Bharat Sewak Samaj has proved a great success in helping the official agencies in the performance of their functions and it is expected that proper guidance and programming of these organisations would further help the planners in securing popular support and cooperation during all phases. It is, therefore, suggested that more reliance should be placed on voluntary organisations and people should also be approached through them. However, there is a great need to encourage the establishment of more voluntary organisations and to strengthen the working of the existing ones. Unfortunately, the role of the Lok Karya Kshetra could not be observed in the present study for the lack of one in the area under investigation.

CHAPTER IV

METHODS OF PLAN PUBLICITY

PLAN PUBLICITY is an integral part of the information services of the Government. The publicity programmes are designed firstly, to give information on Five Year Plans and secondly, to change the opinion and attitudes of the people and make them Plan-minded. The efficiency of the various media of communication depends largely on the character and the content of the information, the kind of audience they attract and the degree to which they hold the attention of the audience, the nature and types of appeals employed, and the frequency and extent to which people are exposed to the publicity material. The prestige of the medium and the source from which it emanates also determines the degree of the acceptance of the message conveyed by it. People with different social and educational background attach different measures of importance to the various media and those considered to be most dependable by them are most effective in their case.

The subjects in the urban area were asked to indicate the

TABLE 20

SOURCES OF INFORMATION REGARDING FIVE YEAR PLAN AS INDICATED BY THE RESPONDENTS

Total No. of respondents familiar with the Plan 454

<i>Sources of information</i>						<i>Responses</i>
1.	Newspaper	..	..	..	..	260
2.	Public contact	..	..	..	..	95
3.	Posters and pamphlets	..	..	..	..	50
4.	Books	..	..	..	..	28
5.	Radio	..	..	..	..	24
6.	Government Department etc.	..	..	..	..	22
7.	Cinema	..	..	..	..	16
8.	Speeches	..	..	..	..	8
9.	Exhibitions	..	..	..	..	4

Respondents have indicated more than one response.

various sources from which they get information about the Five Year Plans. Their responses are given in the previous table:

It will appear that newspapers have been mentioned by 260 persons, public contacts by 95, posters and pamphlets by 50, books 28, Radio 24, Government Department and Information Centres by 22, Cinema 16, Exhibition 4 and speeches 8. The responses clearly indicate the extent to which the various media of communication are effective in imparting information to the public. The responses of the rural respondents in this regard are given in the following table:

TABLE 21
SOURCES OF INFORMATION MENTIONED BY THE
419 RURAL RESPONDENTS

<i>Sources of information</i>							<i>Responses</i>
1.	V.L.W.	..	..	..	..	..	203
2.	People including village pradhan etc	..	..	..	..	..	154
3.	Government officials including Block Officials	..	..	..	..	..	82
4.	Newspaper	..	..	..	..	..	46
5.	Radio	..	..	..	..	..	28
6.	Pamphlets and posters	..	..	..	..	..	7
7.	Own observations	..	..	..	..	..	5
8.	Cinema	..	..	..	..	..	2
9.	Exhibitions	..	..	..	..	..	1
10.	Melas	..	..	..	..	..	—

Respondents were allowed to indicate more than one response.

It will appear from the above table that a large number of respondents have mentioned V.L.W., followed by village people including Pradhan, Block Officials, Newspapers, Radio, Pamphlets etc., and own observations, Exhibitions and the Cinema have been indicated by one and two respondents respectively, while Kisan Melas have been mentioned by none. It will thus be clear that personal contacts are still the most efficient method of disseminating information on development activities to the rural population and the modern media of mass communication, which are more or less of an impersonal nature,

have not been found very successful, whatever potentialities they may possess.

NEWSPAPERS

The press is an important medium of mass communication. It not only takes the message to a large number of people at the appropriate time but is also considered as the best instrument for enlightening the mind of a man and improving him as a rational, moral and social being. The role of the press in contemporary world need not be emphasised here. The press has proved to be the most successful medium for creating, maintaining and changing public opinion in matters of national and international importance. The publishers and editors are obliged to present through their columns ideas and attitudes meriting public attention even though they may be opposed to their own. The existence of an independent and responsible press is the very backbone of a democratic society. It presents an open forum to the people for the discussion of significant public issues.

In the urban sample 260 out of 609 respondents mentioned newspapers as a source of information regarding the development programmes. This number is not very small if we consider the amount of illiteracy still prevalent among the masses. In our own sample 147 persons were illiterate and thus incapable of understanding the written word. Of the 207 literates 144 had reported to be familiar with the Five Year Plans; some of the literates also can not read very well English, Hindi, Urdu or any other regional language. The table on page 58 indicates the number of persons who read different newspapers.

It will appear from the table that English 'dailies' are more popular than others. Hindi and Urdu newspapers are read mostly by those who cannot understand English very well or are unable to subscribe English newspapers themselves and go through whichever newspaper they come across. Hotels, Restaurants, Offices and other places of public meetings are some of the oft-mentioned sources wherefrom non-subscribers get the newspapers.

TABLE 22
NEWSPAPER READING

<i>English</i>		<i>Hindi</i>	
The National Herald	104	Swatantra Bharat	112
The Pioneer	100	Navjivan	79
The Hindustan Times	16	Nav Bharat Times	4
The Statesman	5		
The Times of India	4	<i>Urdu</i>	
The Indian Express	2	Qaumi Awaz	57
		Siasat	31
<i>Bengali</i>		Pratāp	3
Amrit Bazar Patrika	1		

Respondents have given more than one response.

Newspaper reading is a matter of habit as well. Educated non-readers, though few in number, generally argue that poverty is the main cause of their inability to read, rather than lack of interest in or indifferent attitude towards the country and the world.

It has been noticed that, excepting a few, people do not read all that is contained in the newspaper. They have different tastes and attitudes and read only such items as are most concerned with their personal interests. Some respondents have also indicated that they read only specific 'features' of a 'daily' which they regard as the most important items of the newspaper. The following table shows the specific interest indicated by the respondents:

The above categories are not very rigid and only indicate

TABLE 23
NEWS OF INTEREST

Total number of respondents who reported to be reading newspapers 395

National and International News	..	..	..	147
General News .. .. .	..	..	..	130
Local News .. .. .	..	..	..	53
Editorials .. .. .	..	..	..	20
Specific Features .. .. .	..	..	..	15
Others .. .. .	..	..	..	45

Respondents have given more than one response.

the general direction in which the interests of different readers move. News relating to national and international affairs have been mentioned by the largest number and attract all types of readers. 130 persons have not mentioned any specific field of interest and read all that they can. The majority of this group of readers belong to the lower educational level and read and discuss news items in small social groups. 53 have shown interest in district news, particularly those relating to various local bodies and happenings in the district. Only 20 persons have mentioned 'editorials'. Editorials contain the general policy of the newspaper and require a good background on the part of the readers to appreciate it. They make difficult reading for a layman and, therefore, very few people have shown specific interest in them. This also indicates that people are generally interested in being informed about happenings and not in how they are reacted to. This view is further supported by the fact that only 15 persons have shown specific interest in the 'regular features', like 'Letters to the Editor', 'Slings and Arrows', and special articles published in the Magazine Sections. Some respondents have also shown interest in news pertaining to theft, murders, diseases, 'situation vacant', matrimonials etc.

Newspapers have a wide circulation and are more easily available to the expectant reader than any other published document. They have the further advantage of being most up-to-date and giving the latest information to varied and widest groups of readers. The following table indicates the effectiveness of the information regarding development activities it transmits to the readers:

It will appear from the table that the news relating

TABLE 24
NEWSPAPERS AND DEVELOPMENT ACTIVITIES

<i>No. of persons who read newspapers</i>	<i>No. of persons who read about deve- lopment activities</i>	<i>No. of persons who do not read about development acti- vities</i>
395	229	166

to various aspects of planning do not attract the attention of a good number of readers. This indicates that the effect of reading is not very lasting and needs to be supplemented by other methods. It has been noticed that items illustrated with pictures catch the attention of the readers and are more effective. Most of the news items are in the form of simple reports or contain dry figures which the reader cannot assimilate easily.

It is, therefore, suggested that some specific columns be allotted to items pertaining to Five Year Plans and pictures be used to illustrate them, where necessary. Pictures have a psychological effect on the minds of the people and economize the whole process of conveying an idea.

In the rural sample, 46 out of 419 respondents mentioned newspapers as a source of information regarding the development programmes. The number of newspaper reading public in the village is thus really very poor. The main reason for this is the prevalent illiteracy among the masses. Newspaper reading is a matter of habit also which has been found miserably lacking in the literate village people. It has been suggested that for conducting a successful campaign of rural development through the newspaper, a local newspaper specifically published for the rural public, will be of great help. For the present, a weekly newspaper will be enough. The newspaper may well be managed by the Development Block and should be devoted mostly to the rural affairs. The availability of such a paper, on nominal price, if not free, will do away with the reluctance that the village people generally show to the newspapers which do not suit their social and educational background. Such a weekly can also afford an opportunity to the rural people to express their own point of view. Development in other rural parts of the country can also be brought home to the people of a particular region which may arouse a competitive spirit in them.

BOOKS AND MAGAZINES

Books and magazines are another form of published material employed by the publicity agencies to inform the public

on Five Year Plans, and to make them Plan-minded. The following table shows the number of persons who read about planning in books and magazines in the urban area:

TABLE 25
BOOKS AND MAGAZINES READING

Total No. of respondents	..	..	..	..	609
Non-readers	..	..	..	..	528
Readers	..	..	..	..	81
<i>Books and Magazines</i>					
Non-Government publications	..	..	..	..	6
Magazines and Periodicals	..	..	..	..	14
Government Publications	..	..	..	..	25
Five Year Plan Books and Drafts	..	..	..	..	19
Pamphlets and Posters	..	..	..	..	11
Not mentioned	..	..	..	..	17

The table contains more than one response from an individual respondent.

It will appear that the use of books and magazines is very limited. Persons engaged in the teaching profession, associated with development departments, or having special taste for reading are more interested in books and journals. It has been found that the literature on planning is more or less of a technical nature and does not suit the educational achievement of the common man. Moreover, the bulk of the published material is in the English language and contains a number of words and phrases which are unfamiliar to an ordinary reader. It is, therefore, essential to publish the necessary literature in simple regional languages, in larger quantity and to make it available to the public at nominal price. It should not be forgotten that the form and method of presentation employed for highly educated people cannot be very effective in the case of a layman. If the publications in simple language are available at a nominal price, they will have wider circulation and will be read by large number of people. If, on the other hand, they are meant for profit, they will attract only a few who have special interest in the contents of the publications and can afford to spend money on them.

In order to achieve the above end, these publications should

be supplied to all the libraries, and Information Centres, whether public or institutional, associations and clubs. Such agencies can maintain statistics of persons who use these publications and ascertain their opinion. This will further enable the Publicity Departments to assess the effectiveness of the medium.¹ Since these publications are meant for propaganda purposes, they become outdated very soon. Therefore, they should be revised from time to time.

FILMS

In modern urbanised communities, films have become the most popular source of entertainment. They appeal to all types of persons and do not suffer from the handicap of their appeal being limited to any particular class of people. They combine in them the audio-visual properties and approach the audience through eyes as well as ears. The very set-up of the hall creates a psychological atmosphere in which the spectator takes up the role of a passive recipient. The techniques of presentation have advanced much and films as a means of communication are also being increasingly used for educational and publicity purposes. The films shorten the time element of an event and present it to the audience in a real and natural background. Since their length is limited and the audience can not be kept attentive for long, films should be planned very carefully. The producer should be very clear as to what has to be shown. The script must be prepared after due study of the field and the expectant audience. Non-commercial productions have also to take into account the information they want to convey or the effect they want to produce in the minds of the spectators.

Films as a medium of Plan publicity are rendering very

¹ The State Information Centre, Lucknow started a scheme to answer queries from the visitors and maintain a register for the purpose. The response on the part of the visitors was, however, most unsatisfactory. Questions on 'sex' and 'love' predominated. Some pages from the register were also mutilated. The scheme was soon given up. The centre also circulated a questionnaire among the visitors to assess its effectiveness and to ascertain their opinion. This method also did not prove encouraging, as filthy and obscene language was used by a good number of respondents.

useful service in the cities where most of the people visit the cinema quite frequently. In addition to the documentaries and newsreels preceding the show, slides dealing with different aspects of planning are also exhibited. Full length documentaries and newsreels are also shown from time to time by the Field Publicity Organisation in different localities of the city.

The cinema-going habits of the people in the city were studied by asking the respondents if they had seen any documentary or newsreel at any picture house or film show arranged by the Publicity Department. It was found that out of 609 respondents 318 had seen documentaries and newsreels at some commercial cinema house while 291 did not see them at such a house. As regards documentaries and newsreels shown by Publicity Departments of the Government, only 163 out of 609 respondents have reported to have seen them. There were 125 respondents who had seen documentaries and newsreels at commercial cinema houses and also those arranged by Publicity Departments. This may be summarised in the following table:

TABLE 26
DOCUMENTARIES AND NEWSREELS

Total number of respondents 609					
Cinema Houses only	..	..	..	..	193
Cinema Houses and Publicity Departments	..	..	..	..	125
Publicity Departments only	..	..	..	..	38
Documentaries and Newsreels not seen at all	..	..	..	..	253
Total	..	..	..	..	609
Seen at Cinema Houses	..	..	..	..	318
Not seen at Cinema Houses	..	..	..	..	291
Total	..	..	..	..	609
Seen those arranged by Publicity Departments	..	..	..	..	163
Not seen those arranged by Publicity Departments	..	..	..	..	446
Total	..	..	..	..	609

Apparently, the number of cine-goers is not very high. One of the reasons for this appears to be the fact that the cinema is more popular among the young than the old people. The older generation still opposes the cinema and regards it as harmful to public decency and morality. Some of the cinema posters designed after the western pattern and the popularity of the cheap songs further aggravate their feelings against the cinema.

The following table shows the extent to which people remember what they see and the themes of the documentaries and newsreels as indicated by the respondents:

TABLE 27
THEMES OF DOCUMENTARIES AND NEWSREELS

<i>Themes</i>		<i>Shown by Publicity (A) Depts.</i>	<i>Shown by Cinema (B) Houses</i>
Dams and Projects	15	79	
Agriculture & Village	24	32	
Factories and Industries	13	56	
Family Planning	8	15	
Health & Sanitation	46	13	
Railways, Transport & General	5	13	
Others	30	59	
Do not remember	40	91	
A: Total No. of respondents seen 163 not seen 446	609		
B: Total No. of respondents seen 318 not seen 291	609		

Respondents were allowed to indicate more than one theme.

While documentaries and newsreel are shown regularly at every film show, only selected ones are supplied to the Information Department and other official units.

It will appear that the themes of newsreels and documentaries shown by the Government Departments and those supplied to the cinemas are not uniform. Comparison of the themes in the two cases would show that while documentaries

and newsreels dealing with Dams, Projects and Industries have been mentioned by the largest number of cinema-goers (135), comparatively fewer number who witnessed some show arranged by the Government have mentioned them. Health and sanitation have been mentioned by a comparatively larger number who have seen documentaries arranged by Information agencies than the cinema-goers. Similarly, documentaries dealing with agriculture and rural life are more popular with Information agencies than with commercial cinema houses. The reason for this appears to be that the activities of the Information agencies are concentrated mostly in the rural areas, and most of the documentaries supplied to them are meant for the rural public. Agriculture, Sanitation and Health have greater significance for the villages than for the urban communities.

The effect of documentaries is not very lasting. A reference to Table 20 will show that although a good number of respondents had seen documentaries and newsreels at some cinema house or those arranged by Publicity Departments only 16 indicated the cinema as a specific source of information on Five Year Plans. Most of the people come across documentaries shown by the Information agencies 'by the way' and witness the show in a detached mood. These shows are generally arranged without prior information to the residents of the Mohalla. As a result, difficulties are sometimes experienced in the proper exhibition of documentaries. For their undisturbed exhibition to a serious and large audience, prior consultation with the people of the locality regarding time and seating arrangement etc. would be useful. These shows would attract more people if along with documentaries some other film was also shown.

People tend to forget the contents of the newsreels very soon. In our own study about 27 per cent of the respondents who had seen newsreels were unable to recollect the themes at the time of the interview. Newsreels precede the film and are preceded by commercial advertisements. The advertisements are mostly of poor quality and fail to create interest in the audience. This amounts to unnecessary delay in the start of the picture which is the centre of attraction to the spectators. Moreover, newsreels are immediately followed by the

main picture, which obliterates the impression created by the former. It is, therefore, suggested that commercial advertisements should be shown only during the intervals as they are mostly boring rather than appealing to the audience. Documentaries shown by the Government are free from these difficulties, but they have their own limitations.

Another difficulty with regard to the villages is that the cinemas are not shown there regularly. In the course of our survey we found that a good number of respondents had never witnessed any film show. There were others who complained that film shows had not been arranged in their village for years together. Villages situated in the interior are all the more unfortunate in this respect. Out of 419 respondents in the village area, 241 were reported to have seen some film show of whom only 2 mentioned it as a source of information.

In addition to the problem of frequency of such film shows, villagers have also expressed their inability to comprehend the message intended to be conveyed through them. As one of the respondents said, 'It is difficult for me to complete the process of cultivation within a few minutes. It takes me months to sow the seeds and harvest the crop.' It is, therefore, suggested that the contents of the films shown to the villagers should be duly discussed with them and whatever doubts may arise in their minds should be removed.

There is still a great scope for the proper use of movies to transmit information to the people and impress upon them the importance of their cooperation in the development of the country. At present the Films Division of the Ministry of Information and Broadcasting is concerned primarily with the production of documentaries and newsreels. The Division hardly collaborates with private units. It is suggested that the Division should collaborate with private producers and encourage them to base their stories on one problem or the other dealing with national reconstruction. A start has already been made by a few producers. Pictures like 'Naya Daur', 'Insan Jag Utha' and 'Ek-ke-Baad-Ek' have proved a great success in this respect. 'Naya Daur' deals with the problems of local resources and is a clear indication of the fact that people in the villages can face any outside challenge, if they have a

will to do that. It emphasises the force of collective and co-operative action in solving local problems through local initiative and leadership. Similarly, 'Insan Jag Utha' is filmed against the background of new industrial projects and gives a most appreciative and encouraging impression of such projects. 'Ek-ke-Baad-Ek' lays bare the miseries of a family on account of uncontrolled and unplanned births. The picture presents the importance of family planning in a very realistic way and leaves a marked impression on the minds of the people. It is believed that after seeing this picture hardly anybody can miss the idea that births are not controlled by supernatural powers; that by increasing the size of the family, one increases one's own difficulties; and that family planning methods and techniques in no way offend established religious beliefs and practices. It is recommended that the Government should take positive step to encourage the production of such films.

RADIO

The All India Radio disseminates information on Five Year Plans through news, talks, dialogues, rural programmes, interviews, poems, symposia, plays, skits, feature programmes and discussions broadcast in different regional languages, in addition to special audience programmes dealing with various aspects of planned development. Radio-listening is being increasingly incorporated into the normal life of the city dwellers, and the Central Government has started a Subsidiary Scheme under which Community sets are supplied to the State Governments to encourage their installation in rural areas. Rural broadcasts, popularly known as 'Panchayat Ghar', deal with different aspects of rural life and are designed to enlighten the villagers on Community Development Programmes. Rural Advisory Committees are attached to All India Radio Stations which lay down the general principles for the planning and presentation of rural programmes. To make the programmes interesting and effective, and to encourage radio-listening in villages, a scheme to establish Radio Rural Forums was launched in November, 1958. These forums afford an opportunity to the villagers to discuss these broadcasts and send

their suggestions to the Radio Stations concerned. Rural programmes are at present broadcast from different Radio Stations for a duration of 30 hours a day.

Respondents in the urban area were asked whether they listened to radio broadcasts, and if so, were they regular or casual listeners, and which type of programmes interested them most, and whether they listened to programmes dealing with development activities. Their replies are given in the following table:

TABLE 28
PROGRAMMES OF INTEREST

Total No. of respondents 609

Listeners 282

Regular 58
Casual 224

Non-listeners 327

<i>Film Songs</i>	<i>News</i>	<i>Classical Music</i>	<i>Panchayat Ghar</i>	<i>Speeches</i>	<i>Others</i>
183	109	97	49	19	27

Respondents have given more than one response.

Development Activities

Listeners	146
Non-listeners	136
Total	282

The above table shows that out of 609 persons interviewed 282 listen to radio broadcasts of which only 58 are regular listeners and 224 are casual listeners. This number is too small and suggests that more efforts are needed to popularise radio-listening. Further, if we refer to Table 20 it will appear that although 282 respondents listen to the radio, only 24 indicated it as a specific source of information. It thus appears that the radio is being looked upon not so much as a source of information on Five Year Plans even when they do hear such items being broadcast.

The production of cheaper radio-sets may go a long way to achieve wider use of the radio. The Central Government's subsidy scheme is proving a great success in creating a desire in the villages to have their own community listening sets. It has, however, been noticed that the absence of timely repairs and non-availability of necessary funds to replace batteries keep the sets out of use for months together. It is, therefore, suggested that Government should be more liberal in the case of rural communities and provide them further help to keep their sets in working order.

However, the possession of a radio-set does not necessarily guarantee that people will tune in their radio-sets to listen to programmes dealing with the development work. Broadcasters have no direct control over the attitudes and interests of the listeners who generally listen to selected programmes. Film songs are the most popular and, with a few exceptions, are preferred to other programmes. News is next in order of preference, followed by classical music, 'panchayat ghar', 'mazdoor mandals', programmes for ladies, speeches and others.

In addition to Home Services and 'Vividh Bharati' programmes, which relay film music regularly and at different hours of the day, film music (Hindustani only) is broadcast by Radio Ceylon for seven hours on week days and eleven hours on Sundays. Some foreign stations also broadcast Indian film songs. The net result of these programmes is that film songs are available to listeners practically throughout the day. While it is not suggested to shorten the duration of film music broadcast from Home Services and 'Vividh Bharati', these programmes can certainly be adapted to make Plan publicity more effective. The pattern followed by Radio Pakistan in relaying programmes for South-East Asia from 6 A.M. to 6.45 A.M., and that of Radio Ceylon in broadcasting commercial advertisements are good examples of peoples' listening to items which they otherwise avoid. The 'Vividh Bharati' programme is specially suited for this purpose.

In our survey of the rural area, out of 419 respondents only 28 have mentioned the radio as a source of information. The possession of a radio-set by the villagers is a sign of the urbanized way of life. Although in their radio-listening habits they

tend to follow the city-pattern, a reference to Table 20 will indicate that the radio as a source of information is more effective in the case of the rural people.

Another difficulty with the radio programmes concerns the language policy of the All India Radio, particularly with regard to rural programmes. Complaints have often been made by respondents of the difficult and unfamiliar words and phrases being used by the All India Radio, Lucknow-Allahabad. The purpose of these programmes is to enlighten the rural public on problems of agriculture, health and sanitation, cooperation and social education, and their effect would depend largely on the extent to which they were intelligible to the masses. It is, therefore, suggested that these programmes should be broadcast in simpler language.

It will be more useful if before broadcasting the rural programmes, the All India Radio tests their intelligibility by exposing to them a few representative rural listeners, and sees how far the ideas intended to be conveyed through these programmes are understood by the listeners. Such pre-tests would enable the All India Radio to effect necessary improvements in the planning and presentation of rural programmes.

OTHER MEANS OF PUBLICITY

The Directorate of Advertising and Visual Publicity, Ministry of Information and Broadcasting, Government of India, and the Information Department of the State Government are the main agencies for the publication and distribution of Plan publicity material in the form of posters, pictures and pamphlets, books, magazines etc. These posters etc., deal with different aspects of planning and are intended to produce immediate and lasting effect in the minds of observers.

Pictures and illustrations are more appealing to the eyes and catch the attention of the common man. The observer has not to do any mental calculation to find out the implications of the picture but receives the idea as soon as his eyes come into contact with them. They are self-explanatory and economise the whole process of conveying the idea. Books and pamphlets, on the other hand, require a great deal of concentration on

the part of the reader. The use of pictures, posters etc., therefore, forms an integral part of the Plan publicity methods.

The construction of pictures, diagrams, posters, graphs etc., is as technical and difficult a job as its effect is immediate and lasting. Colour combinations, the size of pictures and letters to be used, nature of appeals made, the approximate distance from which they are to be seen, the places at which they are displayed, and the psychological make-up of the expectant observers are some of the important factors affecting the utility of this medium. The following paragraphs contain an analysis of some of the posters and pamphlets being used by the publicity organisation.

The design and colour of some of the posters are quite appealing and hit the viewer in the eye! Special mention may be made of the following posters:

1. Japni Dhang Se Dhan ki Kheti, U.P. Government.
2. Achchhe Aujar, Adhik Paidavar, Ministry of Information and Broadcasting, Government of India.
3. Kitanuon our Rogon se Apni Fasal Bachaiye, Directorate of Visual Publicity, Ministry of Information and Broadcasting, Government of India.
4. Pariwar Niyojan Dwara Sukh, Directorate of Visual Publicity, Ministry of Information and Broadcasting, Government of India.
5. Kheton me pani, Khalihanon me ànna, U.P. Government.
6. Samradhi ki Rah per, U.P. Government.

It is always advantageous to employ contrasting colours in describing the central idea of the poster so that it might appear distinct from the picture or illustration itself. Captions in the form of slogans, or small sentences and 'catch words' are also used to add to the simplicity of posters and diagrams published by the Government. However, in certain posters the size of the letters and the choice of colour, not being in harmony with the design of the poster, fail to serve the purpose. In certain other cases, the colours of the background which is an essential part of the poster to make it meaningful and against which some human figure is drawn, is so dim that if

seen from even a small distance, the perceiver misses the central theme. In our own study we found that captions written in black were more legible and clear than in any other colour. The following are some of the posters which lack the harmony of colour and captions:

1. Kheti ke unnat aujar, Information Department, Government of Uttar Pradesh.
2. Primary School, "Rashtra ko shikshit banane ke lia," Information Department, Government of Uttar Pradesh.
3. Second Five Year Plan, "Indian Railways", Directorate of Visual Publicity, Ministry of Information and Broadcasting Government of India.

CAPTIONS AND DESCRIPTIONS

As has been pointed out in the preceding paragraph, pictures are generally supplemented by small explanatory phrases or captions. While to an illiterate person their presence or absence, or proper or improper placement matters little, to a literate person they have great significance. However, posters being attractive to the eyes attract the illiterates also to look at them and create in them a desire to know their implication. It has been found that difficult and uncommon words are sometimes used instead of simple and common words. This kind of choice should be avoided as far as possible. Some statistical tables with descriptions in small letters are also added to certain posters. They are, however, displayed indiscriminately, for even when placed at a reasonable distance from the viewer, these tables and their descriptions become very dim. It is, therefore, necessary to take into consideration the mode of their display before including any detailed description in the posters. This has been found particularly true of the posters displayed on Railway Stations, Post Offices and other Government Offices.

The manner in which these posters are distributed and displayed contributes equally to their usefulness. Although distribution sections are attached to the Information Departments, both at the Central and State levels, little attention is paid

to their proper presentation. It has been found that more than 50 per cent of the material supplied to various agencies is not at all put in the proper places. During our survey of the rural area, hardly any poster was to be seen on any wall or a frequently visited public place in any village. Most of them find some place inside the residence of the V.L.W., or are put in some corner of the Pradhan's house, instead of being properly displayed at some of the available public places like Panchayat Ghars, Cooperative Stores, and Village Schools. It is suggested that notice boards should be erected in public places in every village and posters should also be displayed on them from time to time.

Posters displayed in public places in the urban areas except the Information Centres, Development Departments and Exhibition Halls, are not replaced at proper intervals even when they become outdated. Faded, torn or otherwise insignificant posters continue to be displayed for months together. Some posters dealing with different aspects of the Second Five Year Plan which should have been replaced by fresh ones are still to be seen at Railway Stations.

EXHIBITIONS

In addition to the exhibitions and Kisan Melas organised by the State Government, the exhibition wing of the Directorate of Advertising and Visual Publicity under the Ministry of Information and Broadcasting organises exhibitions in different parts of the country through its Regional Units. In 1960, the Directorate organised 518 exhibitions. These Units are well-equipped with publicity material like charts, posters, graphs, pictures, models and projectors, and the exhibitions are arranged with close cooperation of the State Information Agencies which also make available to them such publicity material as they may require.

The number of field exhibition units, including the mobile units, is too small in comparison with the area to be covered by them. With the present strength, exhibitions cannot be arranged in every city even once in a Five Year Plan period. Although the number of such units has been increased, it is

expected it would still fall short of the needs. Such exhibitions have little value in big cities like Lucknow, where public libraries and information centres are already functioning. It has been found that only 50 persons had entered their impressions on the remarks book during the first four days of the Five Year Plan Exhibition organised at Lucknow in January, 1961. Only three persons visited the Exhibition between 5.30 P.M. and 6.30 P.M. on the fourth day of the exhibition, in spite of the fact that the exhibition was arranged in the most busy area of the city. This also suggests that exhibitions themselves need some publicity to make the public visit them in larger numbers. In small towns, on the other hand, people are more enthusiastic about exhibitions. It is, therefore, suggested that they should not be organised in big cities at the cost of smaller ones where they can prove of more educative and informative value.

Mention may also be made of the personnel requirements of the Field Exhibition Units. The present practice of employing exhibition guides temporarily during the exhibition days is not very conducive to the purpose of the exhibition. Exhibition guides should have ample knowledge of development schemes and should be able to explain to visitors the objectives of our Plans. They should, therefore, form an integral part of the exhibition team. This may entail some extra expense on staff but economy can be affected in this respect by making inter-unit arrangements to keep the guides engaged in one exhibition or the other.

Publicity material is also supplied to various Government and semi-Government offices. However, only 22 respondents have mentioned such offices as a source of information. Lack of proper disposal of publicity material is apparent here also. It has also been noticed that the Plan Publicity Centres established at various educational institutions and Universities do not receive the literature at reasonable intervals. The case of the Plan Publicity Centre started at the Lucknow University Library is illustrative of the fact.¹ It is suggested that the Information Department should help such offices in organising

¹ The Public Cooperation Division of the Planning Commission under the Planning Forums programmes approached the Library authorities

the publicity work at the official level and the Plan Publicity Unit of the Planning Commission, which helps the establishment of Plan Publicity Centres at various Universities and Colleges, should keep in touch with such institutions and maintain a regular supply of publicity materials to such Centres. Periodical visits by Government Officials to such Centres will be of immense help.

Information about the Five Year Plans is also disseminated informally through social contacts. In our study of the urban area, as many as 95 respondents mentioned them as a specific source of information. It indicates that Five Year Plans are receiving some measure of public attention and are discussed informally as well. Public speeches and addresses have also been mentioned by a few respondents, as the source of their information.

Official Agencies for Publicity in Rural Areas

The problems and methods of Plan publicity in villages differ in many respects from those in the urban areas. In the villages people are mostly illiterate and do not have access to printed literature. They get very few opportunities to witness

for the opening of a Plan Publicity Centre at the Library. The Library welcomed the idea and, in 1959, started a centre with the help of a few books, charts, and pictures received from the Planning Commission. The Commission also promised to give some financial aid to the Library for the purchase of furniture and other equipment for the Centre. The Library authorities deputed one member of the staff for the Centre and, in anticipation of the grant, arranged for the purchase of necessary equipment. However, further material and grants did not arrive.

In the absence of the assured assistance from the Planning Commission the Centre ceased functioning. Now the room placed at the disposal of the Centre, contains nothing except a name plate. Asked why the Centre was not functioning, the Deputy Librarian said, "we have not received further material to display in the Centre. How can we do without that?" When asked about the utility of the Centre, the Deputy Librarian replied "it would have been a nice and useful thing". He also said that they took great interest in the Centre and publicised its establishment in newspapers also.

It appears that the Publicity Department of the Planning Commission did not consult the Library again. The procedure of establishing such Centres needs improvement.

a film show, and can hardly afford to possess a radio set of their own or take advantage of such other media of mass communication as are available to the urban people. The only effective method in the case of our rural population appears to be personal contacts by officials and non-officials engaged in propagating the idea of planned development. In the following paragraphs an attempt is made to evaluate the role of social contacts in Plan publicity with special reference to rural settings.

The V.L.W. is an important instrument in rural development programme. The V.L.W. has been mentioned as a source of information by a large number of people mainly because he remains in constant touch with the people, and consequently develops personal relations with them. However, the very nature of his duties, the large number of villages under his charge, and his position in relation to other Block and Panchayat Officials, place limitations on his role in this respect.

In addition to the V.L.W., other Block Officials also visit the villages frequently and establish personal contacts with the people. In the present study 82 respondents mentioned them as a source of information. However, the frequency of such visits being very limited and being more of a supervisory nature, they can only help the V.L.W. in the discharge of his obligations in this respect.

Informal discussions among the members of the village community also serve as a method of Plan publicity. In the present study, as many as 154 respondents indicated village people and other members of panchayat as a specific source of information. In certain villages, Block Officials and village leaders address the members at formal meetings but their frequency is very limited. This shows that the Community Development Programmes have started attracting the attention of the people and may increasingly become a matter of common interest.

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CHAPTER V

MACHINERY FOR SECURING PUBLIC PARTICIPATION

THE ORGANISATIONAL set-up of the Government provides for the association of public representatives at various levels to gear up public participation in the preparation and execution of development schemes. At the Central and State levels, participation of the public is mostly achieved through the association of its representatives. It is only at the District and Block levels that the organisation provides for the necessary machinery to secure direct participation of the people in development schemes.

At the Central level, people's participation is secured through the Planning Commission's Coordination Committee for People's Cooperation. The membership of the committee consists of the Chairman and the Deputy Chairman of the Planning Commission, as the Committee Chairman and the Deputy Chairman respectively, and top leadership of various groups in the country. It is primarily concerned with matters of general policy in relation to public cooperation. Matters relating to planning are also examined at this level by members of the Lok Sabha and Rajya Sabha when such matters are placed on the table of the House. The national Plan, which is considered at the Central level, includes the State Plans within whose framework the district and village Plans have been fitted.

At the State level, the State Planning Board is, "the chief consultative body to advise the government on the broader questions of planning such as the lines on which a long-term plan for the State should be drawn up, its contents, phases in which it should be executed and the role which non-official agencies can play in the execution of its programmes."¹

The Board consists of the Chief Minister as its Chairman, all the Ministers, non-official representatives nominated by the Government including members of Parliament, members of

¹ Planning Department, G.O. No. 5463-R/DC-617-1950, Dated July 15, 1950.

the Legislative Assembly and the Legislative Council, industrialists, economists from among the professors of universities, editors, and all Secretaries to Government. The Planning Secretary is the Secretary of the Board. There are also working groups which deal with planning in the various sectors of development concerned and allied departments, officials and non-official experts like university professors, heads of technical institutes and persons experienced in the fields of Industry and Management.

In most of the States, District Councils have been established for the formulation and execution of development schemes with full support and participation of the public. In areas where District Councils with an elected President have not yet been established, *ad hoc* Councils have been constituted. In Uttar Pradesh, to facilitate the establishment of Zila Parishad, the Antarim Zila Parishad have been established for the interim administration of Local Self-Government affairs in rural areas in the districts under the provisions of the Uttar Pradesh Antarim Zila Parishad Ordinance 1958. As a result of the establishment of Antarim Zila Parishad, all District Boards in Uttar Pradesh including the Sub-District Board of BHADHU have ceased functioning. The ordinance was later on replaced by the Antarim Zila Parishad Act, 1958.²

The study of district level organisation related to the organisation and working of the Antarim Zila Parishad, Lucknow, but it has not been possible for us to observe the organisation and working of the Antarim Zila Parishad as constituted after the elections of August, 1961.

On June, 25, 1961 the Antarim Zila Parishad consisted of the following members:

1. District Magistrate (Chairman);
2. District Planning Officer (Secretary);
3. All Heads of district level Departments;
4. Two representatives from each of the eight development Blocks in the district; -
5. All non-official members of the District Board;

² A new Act, "The U.P. Kshettra Samitis and Zila Parishads Act, 1961", was passed in December, 1961, after the preparation of this report.

6. The members of Lok Sabha, Rajya Parishad, Legislative Assembly and Legislative Council representing the district;

7. Non-official members of the State Planning Board in the district.

The Antarim Zila Parishad functions through the following sub-committees which include non-official members also:

1. Tehsil Committee
2. Public Works Committee
3. Agriculture Committee
4. Executive Committee
5. Industrial Parishad

In addition to the non-official members associated with the Antarim Zila Parishad and its sub-committees, the officials of the development departments at the district level seek people's participation by establishing direct contact with them.

At the Block level, the Block Development Committee is responsible for the preparation and execution of development schemes of the Development Block. This committee consists of the representatives of Panchayats, Cooperative Societies, a few progressive social workers, members of Parliament and the State Legislature representing the area, Block level officials. The Block Development Officer is the President of this committee. The Block Development Officer is the main figure concerned with the coordination and control of the development work of the various departments. For the implementation of development programmes, he has a team of officials consisting of experts assigned to the Block by various development departments of the State Government as well as a team of Village Level Workers responsible for the development work in some specific villages put under their charge.

At the Block level, public participation is sought through public representatives associated with the Block Development Committee and its sub-committees, and, through personal contacts by the Block officials with the public. It should be noted that the organisation at the Block level is most suited for seeking public participation since the responsibilities of the Block

level officials are limited to smaller areas.

At the village level, the village panchayat is the main agency for the formulation and implementation of village development schemes. The organisation of the village panchayat is based on democratic principles. Its members are elected by the people themselves. However, Village Level Workers and other Block level officials help the panchayat in organising its activities for securing public participation and cooperation.

The need for organisational efficiency in securing public participation in the various phases of planning need hardly be emphasised here. From our own study of the Central, State and Local level organisation, it appears that the Centre and the State provide only a few opportunities to the public to participate in the formulation of the development schemes. At these levels, public representatives come into the picture only when a particular Plan is submitted to the highest planning body. Their role is reduced more or less to that of a formal sanctioning authority which accords its approval to the planners. Sufficient interest in the policy of the Government regarding various aspects of planning is taken only by a few of the non-official members. However, their participation at that stage does not appear to be of much help because of absence of proper scrutiny at the earlier phases of the process.

The problems relating to organisational set-up at district, Block and village levels are of different kinds. At the district level, the District Planning Officer with the assistance of technical staff of different departments, exercises some measure of supervision and control over the working of the development Blocks under his charge and in case of failure to achieve the stipulated targets, he is held responsible. The position of the District Magistrate is not very clear in respect of development programmes in the district.

The Block Development Officer is responsible for the development work in his Block and the Village Level Workers for the work in the villages under their charge. Except for the Village Level Workers, who are reported to approach the villagers in a friendly way, it appears, the officials have not yet been able to give up their bureaucratic ways to any appreciable extent. Most of the officials still prefer to meet only

the influential persons of the area and this shakes the faith of the rest in the administration.

The problem of attendance at the meeting of the Antirim Zila Parishad is similar to that of the State Planning Board. At certain meetings, hardly one fourth of the members are present. It will appear from the following tables that during the period from July 1960 to June 1961, the average attendance at the meetings of the Antirim Zila Parishad, Lucknow, was 36 per cent which is indicative of the fact that the members, both officials and non-officials, are either apathetic towards planning in the areas represented by them or are unable to take an active part because of other obligations. The average attendance at the meetings of the Block Development Committee, Bakshi-ka-talab, Lucknow, is much higher as compared with that of the Antirim Zila Parishad, Lucknow.

TABLE 29
ATTENDANCE AT THE MEETINGS OF ANTARIM ZILA PARISHAD,
LUCKNOW DURING JULY 1960-JUNE 1961

		Total No. of members 107	
		Officials	33
		Non-officials	74
Date of Meeting	Members Present		Total
	Official	Non-official	
July 20, 1960	10	29	39
July 23, 1960	15	30	45
September 29, 1960 ..	7	28	35
November 30, 1960 ..	4	26	30
December 20, 1960 ..	3	21	24
February 11, 1961 ..	12	29	41
March 18, 1961	15	9	24
May 29, 1961	13	26	39
June 24, 1961	13	26	39

The influential and ex-officio members are alleged to have dominated over ordinary members who came as the real representatives of the villages. The dominating members of the Antirim Zila Parishad are said to be the Members of the Parliament and the Members of Legislative Assembly. Provision

TABLE 30
ATTENDANCE AT THE MEETINGS OF THE BLOCK DEVELOPMENT COMMITTEE OF BAKSHI-KA-TALAB,
LUCKNOW DURING JULY 1960-JUNE 1961

Total No. of members	282
Officials	62
Non-officials	220

<i>Months of Meeting</i>	<i>Members Present</i>		<i>Total</i>
	<i>Official</i>	<i>Non-official</i>	
July, 1960	51	27	78
September, 1960 ..	49	51	100
December, 1960 ..	29	80	109
March, 1961	46	136	182
June, 1961	47	55	102

should be made, therefore, that M.P.s and M.L.A.s might not be made ex-officio members of the Antarim Zila Parishad and the Block Development Committees, so that more power may actually rest in the hands of the directly elected representatives of the villages. There was a feeling among the members that as the head of the Antarim Zila Parishad, the District Magistrate was the controlling authority in all the matters and that they had no real powers. One of the members who was regularly attending the meetings of the Antarim Zila Parishad complained that the District Magistrate had been given the power to suspend the execution of resolutions passed by the Antarim Zila Parishad under certain conditions and that nobody dared to raise his voice against the official members. The non-official elected members therefore do not feel that power and responsibility is mainly vested in them.

ROLE OF VILLAGE LEVEL WORKER

Our investigations have brought out in very clear relief the important role played by the Village Level Worker in the execution of the development schemes and in securing public participation in such schemes. The village people regard him as their constant guide, and no other official seems to be in such close contact with them.

It was, however, observed that the Village Level Worker is burdened with too many activities to allow him to perform them satisfactorily for the entire area under his charge. He is a multi-purpose worker and as such he has to look after and give advice on a variety of matters such as agriculture, health and sanitation, poultry, social education, fishing, Plan publicity, Block programmes, organisation of 'shramdan' and recreational activities. He has also to maintain a number of records. The Village Level Worker must also give his time and attention to all important official and non-official visitors to the village. This matter, therefore, requires consideration.

CHAPTER VI

SUGGESTIONS

IT CANNOT be over-emphasised that for the success of democratic planning in India, maximum possible participation by the people, both in the formulation and execution of Plan projects, is essential. This requires improvements in the organisational set-up and the techniques employed at present for securing public participation.

Public participation is directly linked with public awareness of the objectives of planning and the necessity for such participation in their achievement. It can be derived on the basis of the study that in creating such awareness, Plan publicity can play a more significant role than it has hitherto done. Improvements in the methods of Plan publicity would make it more effective without an appreciable increase in expenditure.

A number of suggestions aimed at securing greater public participation have been made in the earlier chapters. These are being summarised below to make reference easier.

(I) FORMULATION OF THE PLAN

1. Inefficient and uninterested publicmen should not be allowed to continue as members of development bodies and should be replaced by capable ones without delay.
2. M.P.s and M.L.A.s might not be made *ex-officio* members of the Antarim Zila Parishads and Block Development Committees to let greater influence be exercised by the directly elected representatives of the villagers.
3. The nomination of non-official members to various development bodies should not be based on partisan considerations, but only on considerations of public interest.
4. The officials of Block and District level should treat non-official members of various levels as friends and guides and not as their subordinates.

(II) IMPLEMENTATION OF PLAN SCHEMES**(A) *Agriculture and related fields***

5. New scientific agricultural implements should be made available locally to the village people.
6. The village artisans be trained in the repair of these implements.
7. The distributive societies for fertilizers and seeds etc., should be made more efficient.
8. Special measures should be taken to meet the problems of flood affected areas.
9. The conditions governing the working and membership of the cooperatives should be made more liberal.
10. Veterinary services and medical facilities should be intensified.
11. The possibilities of better fodder supplies should be explored.
12. Fair and just implementation of the land consolidation schemes should be ensured.

(B) *Other fields*

13. Efforts for the improvements of village sanitation should be intensified.
14. Educational facilities should be extended to every village.
15. Every University student should be required to serve village schools for a few months on a nominal salary to qualify himself for a Graduate degree.
16. Family Planning programmes should also render service in the fields of sex and moral education, inter-and intra-family relations, child upbringing, marriage counselling and other matters concerning the well-being of the family.

(III) PLAN PUBLICITY

17. Some specific columns in the newspapers should be al-

lotted to items pertaining to Five Year Plans and pictures be used to illustrate them, wherever necessary.

18. Publicity programmes should also include items relating to various phases of Plan formulation with special reference to popular support and participation.
19. A weekly newspaper, specifically meant for rural public, should be started under the auspices of the Development Block.
20. Plan publicity literature in simple regional language should be published in larger quantity and be made available to the public at a very nominal price.
21. Before arranging a film show the publicity agencies should consult the members of the mohalla or village.
22. Contents of documentaries etc. shown to the villagers should be duly explained to them before and after the show.
23. The frequency of film shows in the villages should be increased.
24. Commercial advertisements at cinema houses should be shown only during intervals.
25. Private producers of films should be encouraged to incorporate some aspects of planning in the themes of the pictures.
26. Production of cheap radio sets should be intensified.
27. More efforts should be made to keep the community listening sets in working order.
28. 'Vividh Bharati' and other programmes relaying film music should be adapted for purposes of Plan publicity after the pattern of Radio Ceylon broadcasting commercial advertisements, and Radio Pakistan in relaying programmes for South-East Asia.
29. The intelligibility of rural programmes should be pre-tested by exposing them to some representatives of rural listeners.
30. Unfamiliar and difficult words and phrases in the posters and pamphlets etc. should be avoided.
31. More attention should be paid to the proper display of posters etc.

32. 'Five Year Plan' exhibitions should be arranged mostly in small towns where public is more enthusiastic about them.
33. The number of the Field Exhibition Units should be increased.
34. Exhibition guides should be on the permanent staff of the units.
35. Officials of the Plan Publicity agencies should keep in touch with the Plan Publicity Centres established at various educational institutions and maintain a regular supply of publicity material.
36. Local speakers should be encouraged to address formal meetings of the villages.

(IV) GENERAL

(A) Objectives

37. In addition to Village, Block, District, State and National Plans, every family should be encouraged to have its own development programme.
38. More emphasis should be laid on the development of Cottage Industries.
39. Short-term development schemes to meet the immediate needs of the relatively under-privileged sections of society should be intensified.
40. Labour-consuming schemes to utilise the available labour force should be encouraged.

(B) Organisation

41. The Panchayats should be given greater powers to deal with village problems so that they may create a spirit of initiative in the people.
42. Government grants to the village panchayats should be increased in proportion to the increase in their functions.
43. Voluntary organisations should be strengthened and

people should be approached through them.

44. Five Year Plans should not be associated with any political party.

(C) *Personnel*

45. Corrupt and dishonest workers should be severely dealt with.
46. Greater care should be taken in the appointment of the personnel.
47. The personnel must have faith in the programmes otherwise they will fail to achieve their objectives to secure public participation.
48. The officials and workers for Community Development Programme should be recruited from the villages rather than cities.
49. Better training should be given both to the official and non-official members of the rural area for their better participation in the rural programme.
50. The officers and workers of other Departments like Police, Revenue etc. should also be given short-term courses of training in the work of Community Development.
51. The service conditions of the personnel should be reformed and the services of Panchayat Secretaries and V.L.W.s should be made permanent.
52. The work-load of the V.L.W. is too heavy. Paper work may be minimised for the success of his field work.

APPENDIX I

(i) Rural Schedule

Serial No. _____

Interview Schedule [Rural]
Confidential

RESEARCH PROJECT ON PUBLIC PARTICIPATION
IN PLANNING

Sponsored by

RESEARCH PROGRAMMES COMMITTEE, PLANNING COMMISSION
GOVERNMENT OF INDIA

DEPARTMENT OF POLITICAL SCIENCE,
LUCKNOW UNIVERSITY.

Name of the Investigator.....

Date

Time

1. a. Name of the Respondent
- b. Name of the Head of the family
(If other than the respondent)
2. Full Address.
 - a. Village.....
 - b. Gram Sabha.....
 - c. Nyaya Panchayat.....
3. Age.....
4. Sex.....
5. Membership and office held in,

- | | |
|--------------------------------------|-------------------------|
| I. Membership | II. Office
(specify) |
| a. Political Party.....
(specify) | |
| b. Gram Sabha..... | ..... |
| c. Nyaya Panchayat..... | ..... |
| d. Cooperative Society..... | ..... |
6. Occupation
- a. Agriculture
 - b. Service
 - c. Any other (specify)
7. Income and Property
- a. Income in Rs. P.M.
 - b. Area of land under cultivation
 - c. Orchards (No. & size)
 - d. Other property (specify)
8. Religion.....
9. Caste.....
10. Marital status
- | | | |
|-------------------|------------------|---------|
| a. Married | No. of children: | Male: |
| | | Female: |
| b. Unmarried..... | | |
| c. Widowed..... | No. of children: | Male: |
| | | Female: |
11. Educational Level.....
-
1. Do you feel that the people in general have been benefited by the Development Block of your area? Yes/No.
- a. If Yes, what general improvements have been brought about by the Development Block in your village during the last ten years in
 - i. Agriculture
 - ii. Irrigation
 - iii. Education
 - iv. Co-operative
 - v. Panchayat

- vi. Animal Husbandry
 - vii. Public Health
 - viii. Cottage Industries
 - ix. Any other (specify)
 - b. If No, please explain your answer and give reasons.
2. What is the machinery responsible for the development work in your area?
3. Are you satisfied with the working of the Block in your area?
Yes/No.
If No, please give reasons for your dissatisfaction.
4. Are you familiar with your 'Village Plan?' Yes/No.
 - a. If Yes, give the details of the work done so far under the Second Five Year Plan in your Village
 - b. Third Five Year Plan
5. Do you think that the 'Village Plan' is in keeping with the needs of the villagers? Yes/No.
 - a. If Yes, please explain, how?
 - b. If No, please explain why?
6. Have you been participating in the preparation of your 'Village Plan'? Yes/No.
 - a. If Yes, in what ways?
 - b. If No, give reasons for your non-participation.
7. Which of the following statements, in your opinion, describes the formulation of the 'Village Plan'.
 - a. The 'Village Plan' is made by the Govt. Officials.
 - b. The 'Village Plan' is made by the Govt. Officials and some influential persons.
 - c. The Village people make the 'Village Plan'.
 - d. The 'Village Plan' is made in collaboration by the Govt. Officials, the influential persons of the village, and the village people in general.
8. Do you think that you would feel freer and consider it more worthwhile to participate in the discussions if influential people did not always dominate?
9. What improvements, if any, would you suggest in the process of the making of the 'Village Plan'?
10. Are you satisfied with the working of your Village Panchayat?
Yes/No.

- a. If Yes, please let us know the work done by the Panchayat for the benefit of the village.
 - b. If No, please give reasons for your dissatisfaction.
11. Do you think that the present system of Panchayat should be continued? Yes/No.
 - a. If No, can you suggest any other system?
 12. Have you taken any Aid/Grant/Taqavi from your Development Block? Yes/No.
 - a. If Yes, its purpose.
 - b. If No, why?
 13. Have you been taking part in the constructive programmes in your area? Yes/No.
 - I. If Yes, please indicate the following:
 - a. The nature of programme
 - b. The nature of participation (Cash, kind, labour)
 - c. How did you agree to participate?
 - d. Number of Projects in which you participated.
 - II. If No, give reasons for your non-participation.
 - a. Nature of programme
 - b. Method of approach
 - c. Direct benefit
 - d. Inability
 14. Do most of the people in the village co-operate in such programmes? Yes/No.
 - a. If Yes, why do people participate?
 - b. If No, give reasons for their non-participation
 15. Is there any Co-operative Society in your area? Yes/No.
 - a. If Yes, are you a member of that Co-operative Society? Yes/No.
 - b. If No, why?
 16. Do you get the following:
 - a. Seeds
 - b. Manure
 - c. Better agricultural implements
 - d. Medicine
 - e. Irrigation facilities
 - f. Loan
 - g. Any other facility (specify)
 17. Do you know that the above facilities and requirements are provided to you under the Five Year Plan? Yes/No.

- a.
- i. If Yes, which Five Year Plan is running at present?
 - ii. What else do you know about Five Year Plan?
 - iii. In what manner is the Five Year Plan benefiting the country as a whole?
- b. If No, have you ever heard of the Five Year Plan?
Yes/No.
If Yes, what do you know about it?
18. From where do you get information about:
- a. The Five Year Plan
 - b. Development Programmes in your area
19. Have you seen any cinema films, shown by the Government?
Yes/No.
If Yes, please indicate the following
- a. Place,
 - b. Number of times you have seen films during the last six months
 - c. Benefit
20. Have you attended any Kisan Mela? Yes/No.
- a. How many Kisan Melas have you attended so far?
 - b. Please describe the last Kisan Mela seen by you
 - c. Benefits, if any (specify)
21. Have you seen any exhibition during the last six months?
Yes/No.
- a. Place
 - b. Please describe the last exhibition seen by you
 - c. What benefit, if any, have you gained?
22. Do you approve of land consolidation? Yes/No.
- a. If Yes, why?
 - b. If No, why?
23. Have you been benefited by the Development Programmes undertaking during the last ten years? Yes/No.
If Yes, the nature of benefit
24. Have you in any way suffered, because of the various programmes introduced during the last several years? Yes/No.
If Yes, nature of the loss
25. Do you like to tell me anything more about these development schemes?
-

APPENDIX II

Investigator's Note:

Serial No.

Interview Schedule [Urban]
Confidential

RESEARCH PROJECT ON PUBLIC PARTICIPATION IN PLANNING

Sponsored by
**RESEARCH PROGRAMMES COMMITTEE, PLANNING COMMISSION
GOVERNMENT OF INDIA**

DEPARTMENT OF POLITICAL SCIENCE,
LUCKNOW UNIVERSITY.

Name of the Investigator

.....

Date

Time

A.

1. Name of the Respondent.....

Name of the Head of the family.....
(If other than the respondent).

2. Full Address

a. House No. b. Mohalla

c. Block d. Ward

3. Age

4. Sex

5. Religion

6. Caste

7. **Membership and the office held:**

- | | |
|---|--|
| <p>I. Membership</p> <p>a. Political Party (specify) Ordinary Member/Active Member/
Sympathiser.</p> <p>b. Other organised groups.</p> | <p>II. Office
(specify)</p> |
|---|--|

8. **Occupation**

- a. Service (i) Govt. (specify).....
- (ii) Private (specify).....
- b. Business (mention nature).....
- c. Shop (mention nature).....
- d. Any other source of income.....
- e. If unemployed at present, please mention.....

9. **Socio-economic Status.**

- a. Income in Rs. P.M. (Total)
- b. Property: (i) Nature of Property.....
- (ii) Valuation in Rs.

10. **Marital Status.**

- | | |
|---|---|
| <p>(a) Male</p> <p>(b) Female</p> <p>(a) Male</p> <p>(b) Female</p> | <p>a. Married No. of children</p> <p>b. Unmarried</p> <p>c. Widower No. of children</p> |
|---|---|

11. **Education level.**

B.

1. What improvements, if any, have taken place during the last ten years in our country?
2. How have these improvements been brought about?
3. Are you familiar with the Five Year Plans of our country?
Yes/No.
If Yes, what do you know about them?
4. Which Five Year Plan is running at present?
5. Have you ever heard of the "Socialistic Pattern of Society"?
Yes/No.
 - a. If Yes, what do you understand by it?.....
 - b. Does Five Year Plan help in bringing about such a society?
Yes/No.
If Yes, how
If No, why not.....
6. How is the Five Year Plan formulated?.....
7. Do you think that the Plan is in keeping with the needs of the people?
Yes/No.
 - a. If Yes, please explain how.....
 - b. If No, please explain why.....
8. What improvements, if any, would you suggest in the process of the formulation of the Plan?
9. Have you in any way participated in
 - a. the formulation of the Plan at any level? Yes/No.
If Yes, please give details:.....
 - b. the implementation of any of the programmes under the Plan? Yes/No.
If Yes, please give details:
10. Do you think that people's cooperation is necessary for the execution of the Plan? Yes/No.
 - a. If Yes, (i) in which forms: Cash/Kind/Labour/Consultation
(ii) Do you think that officials approach people for it? Yes/No.
(iii) Are people in general willing to give their co-operation? Yes/No.
 - b. If No, why not?.....

11. Have you purchased Small Savings Certificates and/or Prize Bonds? Yes/No.
 - a. If Yes, (i) How do they benefit you?.....
 - (ii) How do they benefit the Government and the country?.....
 - (iii) How have you come to know of them?.....
 - b. If No, why not?
12. Have you ever heard of "Family Planning"? Yes/No.
 - If Yes, (i) How have you come to know about it?.....
 - (ii) Are you convinced of the utility of "Family Planning"? Yes/No.
 - (iii) Do you get advice on "Family Planning"? Yes/No.
 - If Yes, indicate source
 - (iv) What significance has it for the country?
13. From what source do you get information about Five Year Plans?
14. Have you seen any documentary shown by the Government? Yes/No.
 - a. If Yes, please indicate the following:
 - (i) Themes with which the films dealt.
 - (ii) Place
 - (iii) No. of times you have seen such films during the last six months.
 - (iv) Benefits
 - b. If No, give reasons for your not seeing.
15. Have you seen any newsreel at any Cinema depicting the development activities in our country? Yes/No.
 - a. If Yes, please indicate the following:
 - (i) Themes with which the films dealt.
 - (ii) Place.....
 - (iii) No. of times you have seen such films during the last six months.

(iv) Benefits.....

16. Have you seen any exhibition during the last six months?
Yes/No.

a. If Yes, please indicate the following:

(i) Place.....

(ii) Description of the last exhibition seen.

(iii) Benefits.....

b. If No, please give reasons for your not seeing.....

17. Have you visited any Information and/or Plan Publicity
Centre during the last six months? Yes/No.

If Yes, please indicate the following:

(i) Place.....

(ii) Description of the Centre.....

(iii) Benefits.....

18. Do you listen to Radio programmes regularly/casually?
Yes/No.

If Yes, (a) Indicate the nature of programmes and reasons
for your interest in them.

(b) Do you listen to programmes dealing with de-
velopment activities in our country? Yes/No
If Yes, what information do you get?

19. Do you read newspaper? Yes/No

If Yes, (i) please name the newspaper.....

(ii) What types of news interest you most?

(iii) Do you read news about development acti-
vities in our country? Yes/No

If Yes, indicate some of the information gathered by you.

20. Have you ever read about Planning in books and magazines?
Yes/No.

If Yes, what books, magazines and pamphlets?

21. Do you get information about Planning from some other
source also? Yes/No

If Yes, indicate (i) the source

(ii) Nature of information.....

22. Do you think that the people are being properly informed about planning in our country? Yes/No
If No, What improvements would you suggested in it?
23. Do you agree/disagree with the following statements:
The Five Year Plans are
- | | Agree | Disagree | Don't know |
|--|-------|----------|------------|
| a. Making India a strong nation | | | |
| b. Are raising the standard of living of the people in general | | | |
| c. Leading to a more equitable distribution of wealth | | | |
| d. Preparing India for future prosperity | | | |
| e. Providing more employment opportunities | | | |
| f. Having no effect on life of the people | | | |
| g. Giving false hopes to the people | | | |
| h. Serving as means for exploiting people in political matters | | | |
| i. Raising the prices of consumption goods | | | |
| j. Resulting in huge waste of resources | | | |
24. What else would you like to tell about planning?
-

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