



**CD001: SOCIAL WORK AND DEVELOPMENT**

**Module 2**  
**Community Development**



**State Resource Centre, Kerala**

# Credits and Copyright

## CERTIFICATE IN COMMUNITY DEVELOPMENT

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# About the Module

## Module Introduction

Community Development is the second module in the course on Social Work and Development. This module deals with the concept, challenges, policies and programmes related to community development. As you are aware, various activities are undertaken both at the national and the state levels to contribute towards the overall development of communities. These activities can be labelled as ‘community development’ programmes. We can define community development (CD) as a process that seeks to strengthen and empower communities to develop their full potential. It seeks to equip individuals and groups of people with the skills they need to bring about progressive change in their own communities.

This module is divided into four units. In Unit 5, you will learn about the concept of community development. Unit 6 will give you a detailed description of the development policies and programmes that support community development in rural and urban areas. Unit 7 describes the local self-government institutions and other developmental agencies in your locality, and Unit 8 examines the importance of adult and continuing education programmes in community development.

## Module Objectives

After going through this module, you should be able to:

- Describe the conceptual framework of community development
- Describe the development policies and programmes that support community development in both rural and urban areas
- Identify the institutions initiated by both government and non-government agencies that support community development
- Explain the importance of adult and continuing education programmes in community development.

## Units in the Module

Unit 5: Development- A Community Perspective

Unit 6: Community Development Programmes

Unit 7: Local Self -Government Institutions (LSGIs) and other Development Agencies

Unit 8: Adult and Continuing Education Programmes





# Unit 5: Development - A Community Perspective

- 5.1 Introduction
- 5.2 Learning Objectives
- 5.3 Definition of Community Development
  - 5.3.1 What is Community Development?
  - 5.3.2 Historical Background of Community Development
- 5.4 Components of Community Development
- 5.5 Steps for Initiating Community Development
- 5.6 Sustainable Community Development
- 5.7 Summary
- 5.8 Model Answers to Activities
- 5.9 Unit End Questions



## 5.1 Introduction

In this unit, we shall take a closer look at the term ‘development’ from a community perspective. Every social worker who desires to bring about social transformation must understand the concept of development. The meaning of the term ‘development’ varies from person to person, depending on their socio-economic background and the demographic conditions they have been exposed to. Development is about local people taking control of their own lives, expressing their own demands and finding solutions to their problems. It relates to the needs and wants of the society, along with the actions taken to satisfy those needs and demands. Such actions are known as developmental activities.

According to UNESCO’s definition, developmental activities are ‘conscious and scientific processes that involve five elements: population, social setup, environment, resources and technology; which when used proportionately and in a qualitative manner ensure quality of life at the macro and micro levels’. It is very important for you, as a community development worker (CDW), to have a thorough understanding of all the developmental needs and activities of a community.

In this unit, we shall start by looking at the meaning of community development and its historical development. Next, we shall consider the components of community development and the steps for initiating community development activities. Lastly, we shall discuss the meaning of sustainable community development. You might require approximately ten (10) hours to complete this Unit.



## 5.2 Learning Objectives

After going through this unit, you will be able to:

- Define the term ‘community development’
- Describe the scope of community development
- Identify the steps for initiating community development activities
- Discuss the concept of sustainable community development.

## 5.3 Definition of Community Development

In this section, we shall look at the meaning of the term ‘community development’ and its historical background.

### 5.3.1 What is Community Development?

Let us start with your thoughts on the definition of the term ‘community development’. Before you read on, complete the following activity.



### Activity 5.1

In your own words, write down the meaning of the term ‘community development’ in the space provided.

Compare what you have written with what you read in the following definition.

Community Development is a wide and important subject. It can be defined as a continuous process, through which community members come together to take collective action and generate solutions to their common problems. Community development ranges from small initiatives within a small group to large initiatives that involve the broader community. Community development produces self-reliant and self-sustaining communities that mobilize resources for the benefit of their members.

The local government plays a major role in community development. Their role is to build and maintain networks of relationships among people in a community so that they can achieve economic and social progress.

As a CDW, you also play an important role as an 'activist' for development. To be effective in your work, you need to understand the major challenges and opportunities of the community where you work. This is important for strategic planning and implementation of community development plans.

Community development has the following elements:

- Active participation against unhealthy social taboos and social isolations
- Development of self esteem, sympathy, empathy and confidence building
- Creative thinking and practical action
- Social adjustment and mutual support
- Involvement in the theory and practice of community development
- Mobilising funds to meet emerging needs
- Identification of priority areas by the community.

We hope you now understand the meaning of the term 'community development' and its key elements. Next let us look at how it has evolved over the years.

### 5.3.2 Historical Background of Community Development

The concept of community development has undergone drastic changes over the years since primitive society. These changes have been caused by the ever-changing needs and wants of communities. Let us look at how community development has evolved from the primitive and pre-industrial period right through to the modern society.

#### *Primitive Period*

In the primitive period, the aim of community development was to protect communities from enemies or other communities. The first priority then was to establish a defence or a strategic plan for community protection. Customs, traditions and taboos were the major guiding factors in community development. A few people guided and took leadership for community development. The vast majority of members of the community were supporters of the leaders and managers who stood for community development.

#### *Pre-industrial Period*

During the pre-industrial period, communities mobilised resources for community development by capturing the resources of other communities.

The main focus of community development was therefore, mainly for manpower development, self- defence and for conquering other communities for resource mobilisation.

### **Industrial Period**

During this period, the main agenda for community development was infrastructural development and resources mobilisation for industrial growth. The role of the manager in community development was identified during this period. However, environmental issues were not properly addressed.

### **Modern Society**

In the modern society, the focus of community development is people and the positive elements in their social well-being. There is greater involvement and participation of people in the planning and implementation of community development programmes. Communities are also empowered to make the best use of available resources for community development.

Human resource development is another change associated with the modern society and one that is viewed as the ultimate goal in community development. It is considered important to have people in the right roles and to build their knowledge, skills and abilities. Human beings are seen as the most important resource. Education, health and the quality of life of people, both at the micro and macro levels are also important in the present context of community development. This shift has resulted in vast changes in the theory and practice of community development. Peace and the ability to meet basic needs, such as food are other essential requirements of a sustainable community.

## **5.4 Components of Community Development**

Community development covers a wide range of activities and programmes. These differ from one community to the other, and depend on the priorities, issues, plan, problems and solutions of a community. The following are the major components of community development:

- Child development programmes
- Adolescent development programmes
- Youth development programmes
- Women development programmes
- Welfare of the senior citizens
- Health and family welfare programmes
- Family life education
- Agricultural and allied activities

- Co-operative Service Society
- Education
- Communication

Let us consider each component one by one.

### ***Child development programme***

Children are the future wealth of any nation and therefore it pays to invest in their development. The child development programme may be viewed as a support service for families with children from birth to age four. It has also been found that the ability of parents to support and foster the healthy and lifelong development of their children is enhanced by the provision of early intervention resources.

### ***Adolescent development programme***

Adolescence is an important period of growth and human development, in terms of physical, mental and emotional maturity. It is a period when adolescents are expected to acquire adequate capacity, capability and skills for future life. If adolescents are not well taken care of, they can develop negative attitudes and behaviour that can affect the development of a community. It is therefore, the responsibility of the community and CDWs to carry out programmes that promote the all-round development of adolescents.

### ***Youth development programme***

Youth are a priceless gift to any society. Being a productive age group, they can contribute a lot in the process of community development. Investing in youth development in a holistic and comprehensive manner will pave the way for sustainable community development.

### ***Women development programme***

Women are the silent but effective contributors of community development. Their contributions in domestic and non-domestic fields are of great importance in community development. It is the responsibility of a community to nourish, care and promote the total development of women, including their reproductive health.

### ***Welfare of senior citizens***

Ageing is a natural phenomenon and a part of our life cycle. The expertise and experience of senior citizens should be utilized for community development initiatives. Protection and social security of the aged population should be the responsibility of the community. Reorganization, acceptance, caring and rearing are part and parcel of community development.

### ***Health and family welfare programme***

The health and family welfare programme is an important activity under the community development programme. It includes the physical, mental and social well-being of individuals. Reproductive and child health activities are also important components of a community development programme.

### ***Family life education***

Family life education is another important area which needs much attention in the present context of our social system. The traditional Indian family system is very strong and has laid the foundation for our cultural and family life. Family life education teaches individuals, their duties and responsibilities in the family. It also covers the role of the family in community development and societal empowerment.

### ***Agricultural and allied activities***

Agricultural and allied activities provide healthy food for the community. As part of community development activities, a community should produce most of its essential food items. It should address nutritional deficiency by enhancing agricultural production in the community. The community should also promote the use of organic and eco-friendly agricultural initiatives in order to achieve sustainable agricultural production. In addition, there should be development of agro-based industries and initiatives to protect the fertility of land, such as, the use of organic manure. The community should also maintain the essential vegetables and meats log.

### ***Co-operative Service Society***

The health co-operative service societies are the backbone of community development. The co-operative sector touches all fields of community development. The community development worker can acquire the capacity and capability to run and manage co-operative service societies in different fields. This would help community development through group intervention. Another aim of the co-operative sector is resource mobilisation and the proper utilisation of resources for community development.

### ***Education***

Education is an important tool for community development. There are three main types of education: formal, non formal and informal. Formal education is a classroom-based activity provided by trained teachers and guided by a structured curriculum leading to certification. Non-formal

education is a loosely organized learning activity may or may not be guided by a formal curriculum. This type of education may be led by a qualified teacher or by a leader with more experience. Whereas informal education is the learning happens outside of a formal learning environment. Here the teacher is simply someone with more experience such as a parent, grandparent or a friend as well as the community and the environment he/she lives in. Each of these types of education has its own importance in community development. Non formal education can address the issues of adult illiteracy as well as vocational and other skill development needed to support community development. Formal education produces thinkers, planners, managers, policy makers and other professionals needed for community development. Indeed, as we mentioned earlier, Human Resource Development (HRD) is an essential component of community development. Education plays a pivotal role in human resource development.

Education also helps to develop skilled manpower who can either generate employment or be deployed in various sectors of the community. For example, the skilled and qualified labourers can be utilised for the production of manpower for community development. The CDW should collect data from the community on unemployment, underemployment and employment. The concept of a labour bank and its effective use is very helpful in utilising manpower for community development.

### **Communication**

Effective communication is another important aspect in community development. Communication in this context is not merely verbal communication, but includes various other forms that bring people together, physically and ideologically. For example, the construction of roads, transportation and communication facilities helps to link members of the community with each other and with the globalised world. Communication and infrastructural development helps the process of community development in two ways: by creating awareness on global opportunities; and increasing the scope for marketing, HR and other products.

You have come to the end of this section on the components of community development. In the next section, we shall discuss the steps for initiating community development. Before you move on to the next one, complete the following activity.





## Activity 5.2

### I. Fill in the blanks.

1. The three components of education are .....  
and .....
2. .... and ..... are the connecting channels to link  
the community with the globalised world.
3. The silent and effective contributors of community development are .....  
.....
4. Family life education provides ..... and  
..... for individuals in the family.
5. .... is a priceless gift to any society.

Compare your answers with the ones given at the end of this unit.

## 5.5 Steps for Initiating Community Development

Each community has its own special characteristics which makes it different from another community. The differences may take the form of availability and utilisation of resources, culture, attitude, behaviour and social development needs. The following are the major steps for initiating community development.

### *Step 1: Goal setting*

Goal setting is the first step in the initiation of community developmental activities. It comes before planning and implementation. During goal setting, the CDW should consider the socio, economic, cultural and demographic aspects of the community. In addition, they should also look at availability of resources like, manpower, planners and implementers. The goal should be “simple” in nature.

### *Step 2: Understanding the people in the community*

Before planning and implementing a community development programme, it is important to learn about the people in the community. You can do this by finding out the following information:

- their needs,
- educational levels and requirements,
- cultural and religious compositions,
- the problem and issues they face,
- their history,
- political setup and political leaders,

- attitude of the society,
- issues relating to health,
- quality of life,
- socio-economic situation,
- employment opportunities,
- availability of co-operative sectors,
- self help groups.

### ***Step 3: Identify the opportunities, problems and issues on community development***

The information you gather about the community will also help you identify the opportunities, problems and issues related to community development. It is important to list them out before you plan and implement developmental activities.

### ***Step 4: Prioritize issues and problems***

Once you prepare a list of issues and problems in the community, the next step is to identify the ones that need to be tackled first. This should be done in consultation with the community. The issues that demand urgent attention should be addressed first. Thus, prioritizing the needs and problems of the community according to their necessity and urgency is an important step in community development.

### ***Step 5: Resource mapping***

Once you have identified and prioritized the needs and issues, the next step is resource mapping. What is resource mapping? It is the identification of all the available resources, such as, manpower, material and finance, required for particular development plans. It is very important to analyse the quality and quantity of each resource and how it can be used to address community development needs.

### ***Step 6: Plan and prepare the activity***

Once the goals have been set, the needs identified and resources mapped, the CDWs should plan and prepare activities for the achievement of the goals. They can do this with the help of social workers, decision makers, policy makers, implementers and organizers, who are supposed to play an active role in the planning and preparation of community development activities.

### ***Step 7: Prepare the Design for implementation***

This process will help the planners and implementers to understand the theory and practicability in implementing the activities/programmes. Special focus is to be given to the strategies of implementation while

preparing the design. Environment creation, ensuring resource support and people support will become the part and parcel of the design.

### ***Step 8: Prepare Time and cost estimates***

Time and cost estimates are two important aspects that you should consider when planning and implementing community development activities. A reasonable timeframe should be given for each sub-activity and main activity. The cost estimate should be prepared carefully and you can seek help from people who have the expertise and experience. By utilizing community support and other resources, the cost of implementation can be reduced to the maximum.

### ***Step 9: Implementation of community development activities and programmes***

After planning, preparing activities, designing and preparing your workplan and budget, the next step is implementation. The aim of this step is to tackle the priority problems and issues that you had identified. This requires effective coordination and preparation of the important activities in implementation. The process of implementation should be systematic, scientific and time bound.

### ***Step 10: Documentation of the activity***

Documentation simply means creating a record of all the processes involved in the programme, from the beginning to the end. You should remember to document the successes and challenges of the programme as clearly as possible. This will be circulated to community people and experts for collecting feedback and opinion. It will help you get the support of the people and to develop a positive attitude among community members.

### ***Step 11: Monitoring***

Monitoring is another important step in community development. During monitoring, you continuously track the progress of the activities you are implementing in order to ensure that they are going as planned. Monitoring enables you to analyse the challenges and successes of the activities you are implementing, so that you can take corrective measures in good time. Monitoring involves the following tasks:

- Recording what is happening as well as what is not happening
- Checking or observing the activities
- Collecting facts and figures on activities and results
- Assessing whether implementation is going in the right direction or is achieving the desired results.

### Step 12: Evaluation

Evaluation allows you to make a judgement about a project's achievements. It measures how well the program's activities have met the aims, goals and objectives of the project. Proper evaluation demands:

- Accuracy and attention,
- External – outside agency, the external evaluation is nothing but the evaluation carried out by someone who is not directly involved in the process implementation
- Internal– implementing agency, the evaluation carried out by some from the actual project team.

Table 5.1 compares monitoring and evaluation.

Table 5.1: *Differences between monitoring and evaluation.*

| Basis                                | Monitoring  | Evaluation   |
|--------------------------------------|---|--|
| Purpose                              | Determine project inputs, activities, outputs                   | Determine the effects and impacts of the project   |
| Data gathering                       | Primarily quantitative data                                     | Primarily qualitative data                         |
| Source of data                       | Project staff   | Project beneficiaries                              |
| Tool for gathering information       | Generally short monitoring form                                 | Generally long questionnaire or interview schedule |
| Time for gathering data              | During implementation   | Generally after implementation                     |
| Frequency of gathering               | More frequent and routine                                       | Less frequent and periodic                         |
| Personnel to gather and analyse data | Monitoring staff of the project                                 | Outsiders  |
| Use of data                          | Primarily for decision making and during project implementation | Primarily for assessing the programme/project      |

### Step 13: Recycle the planning and implementation processes

The feedback you receive from monitoring and evaluation is very important. During this step, you use data from monitoring to address those activities that need adjustment in order to achieve the intended outcomes. Similarly, you use data from evaluation to help you improve the design, planning and implementation of subsequent programmes.



### Activity 5.3

| Find out the statements as  | True | False |
|---|------|-------|
| 1. The culture, attitude and behaviour of one community may differ from other   |      |       |
| 2. Goal setting is an important first step in initiating community development activities   |      |       |
| 3. Before implementing community development activities, the planners and implementers should learn the community people                                    |      |       |
| 4. Prioritizing problems/issues is an important step during initiation of community development programmes.   |      |       |
| 5. Mapping of available resources like manpower, material and money, is not an important activity during the planning of community development initiatives. |      |       |
| Compare your answers with the ones given at the end of this unit.   |      |       |

You now know the steps for initiating community development. In the next section, you will learn about sustainable community development.

## 5.6 Sustainable Community Development

This refers to a stage of development, during which the community is able to meet its present and future needs with its own resources. The primary needs of a community are poverty eradication and community organisation. The satisfaction of community needs and aspiration is a primary objective of sustainable community development.

For sustainable community development to be achieved, a number of things need to be considered. These include:

- standardising the consumption of resources for long-term sustainability;
- creating an environment for equitable access to resources for better quality of life;
- minimising the demographic dividend (A demographic dividend is the freeing up of resources for a country's economic development and the future prosperity of its populace as it switches from an agrarian to an industrial economy) in a community to explore resources in optimum and reasonable way.

Sustainable development emphasizes the maintenance of existing and future resources rather than continued growth.

Equity is a major concern of sustainable development. Equity here means equality. It refers to the impartial sharing and conservation of resources in the community irrespective of region, religion, caste and creed.

For sustainable development to be achieved, the following issues are important:

- Reduced consumption of natural resources and reasonable consumption of consumer goods
- Qualitative change (refers to an increase in subjective personal well-being) for maintaining dynamic equilibrium with environment
- Prevention of environmental risks
- Close monitoring of population growth
- Putting emphasis on human capital development
- Economic development alone cannot ensure sustainable development
- Scientific, systematic and judicious management of resources
- Maintaining desirable climatic condition towards sustainable development.

Thus, sustainable community development is a process that builds a balance between environmental concerns and developmental objectives in the most desirable and progressive manner. Enhancing the quality of life of the local people is just as important as environmental protection.

Regional and national level programmes for sustainable development have their own limitations and obstacles because they serve a wide population with multifaceted issues and problems. However, programmes at the community level are easier to manage.

The active steps towards sustainable community development are:

- increased community self-reliance,
- localising economic production,
- commerce.

Attaining sustainable community development requires the active participation of social workers, constituent actors, groups and associations in the community.

Before you complete this section, here is an activity to remind you what you have learned.



### Activity 5.4

1. Major guiding factors of Community Development are

- a. Customs
- b. Schools
- c. Tradition
- d. Family
- e. Taboos

II. The ultimate goal in Community Development is

- a. Human Resource Development
- b. Man power Development
- c. Industrial Development
- d. Infra structural Development

III. Earlier Community Development is focused mainly on

- a. Self defense
- b. Physical health and infrastructure building
- c. Resource mobilization
- d. Mental health

Compare your answers with those provided at the end of this unit.

You have now come to the end of this unit. Let us review what you have learned.



### 5.7 Summary

In this unit, we have defined the meaning of community development. We have seen that community development refers to a continuous process, through which community members come together to take collective action and generate solutions to their common problems. We have also traced the concept of community development from the primitive to the modern society. We noted that the concept has changed over time depending on the needs of the society. In the primitive society, it was focussed more on self-defence and protection. In the modern society, its focus has changed to Human Resource Development (HRD). We have discussed the scope of community development and seen that its components include: education, communication and child, adolescent, youth and women development programmes. We have also outlined the 13 steps for initiating community

development. Lastly, we have considered the concept of sustainable community development and seen that it refers to a stage of development, during which the community is able to meet its present and future needs using its own resources. In the next unit, you will learn about development policies and programmes in community development.



## 5.8 Model Answers to Activities

### Activity 5.2

I. Fill in the blanks.

1. The three components of education are Formal, Non-Formal, and Informal.
2. Transportation and Communication are the connecting channels to link the community with the globalised world.
3. The silent and effective contributors of community development are Women.
4. Family life education provides Duties and Responsibilities for individuals in the family.
5. Youth is a priceless gift to any society.

### Activity 5.3

| Find out the statements as True or False  | True | False |
|---|------|-------|
| 1. The culture, attitude and behaviour of one community may differ from other   | ✓    | ×     |
| 2. Goal setting is an important first step in initiating community development activities   | ×    | ✓     |
| 3. Before implementing community development activities, the planners and implementers should learn the community people                                    | ✓    | ×     |
| 4. Prioritizing problems/issues is an important step during initiation of community development programmes.   | ✓    | ×     |
| 5. Mapping of available resources like manpower, material and money, is not an important activity during the planning of community development initiatives. | ×    | ✓     |

### Activity 5.4

I. Major guiding factors of Community Development are

- a. Customs
- c. Tradition
- e. Taboos



II. The ultimate goal in Community Development is

a. Human Resource Development

III. Earlier Community Development is focused mainly on

b. Physical health and infrastructure building



## 5.9 Unit End Questions

1. As a CDW, you might have come across various community developmental initiatives undertaken by the government/local bodies in your locality. Make a list of such initiatives and their objectives

# Unit 6: Community Development Programmes

- 6.1 Introduction
- 6.2 Learning Objectives
- 6.3 History of Community Development Programmes in India
- 6.4 Institutions Engaged in Community Development Programmes
- 6.5 Contemporary Community Development Initiatives
- 6.6 Summary
- 6.7 Model Answers to Activities
- 6.8 Unit-End Questions



## 6.1 Introduction

Welcome to Unit 6 which discusses major community development programmes in India. In the last unit, you learned the meaning and scope of community development, as well as steps for initiating it. In this unit, you will learn about the major community development programmes in India and the various agencies engaged in such programmes. We shall also consider contemporary community development activities. You would require approximately twelve (12) hours to complete this unit.

Before you start, let us go over the learning objectives you are expected to cover by the end of this unit.



## 6.2 Learning Objectives

After completing this unit, you should be able to:

- Discuss the history of community development programmes in India
- Describe government and non-governmental agencies engaged in community development programmes in India
- Outline the contemporary community development initiatives in India

## 6.3 History of Community Development Programmes in India

The concept of community development in India was initiated well before independence. Even during the struggle for independence, under the leadership of Mahatma Gandhi, considerable attention was given to rural development and reconstruction. Gandhi advocated for communal harmony, economic equality, social equality, recovery from alcohol and narcotics addition, promotion of 'Khadi' (hand-woven cloth) and village industries, sanitation, health care, education and empowerment of women.

The aim was to generate gainful employment in rural areas and to improve the quality of life that would ultimately lead to community development.

After the independence of India in 1947, community development assumed higher priority. In 1948, a pilot community development project was launched through the Etawah Project in Uttar Pradesh. Community Development (CD) was the first major programme launched in India in the 1950s, which covered all the states. The first Prime Minister of independent India, Pandit Jawaharlal Nehru and the then Central Minister of CD, S.K. Dey, were fully committed and devoted to it. It was a multi-dimensional programme covering all the aspects of development, including human development. For the first time, an infrastructure was created from the village to the state level and from the state to the central level. The CD programme took the shape of a mini revolution in rural India. Its most prominent feature was the establishment of “blocks”, which were made up of 100 villages. Each block had a multi-disciplinary team. It was a huge success on all accounts.

Later in 1952, the Government of India launched 55 Community Development Projects, each covering about 300 villages or a population of 30,000. This programme was multi-dimensional, but emphasis was on agricultural production, as the areas selected for launching the project were located in irrigation schemes or where there was plenty of rainfall.

In 1953, the National Extension Service Project was launched with similar objectives to cover larger areas, including dry regions. This was a three-year project. It demarcated blocks of 150-300 villages as manageable units for initiating community development programmes. The objectives and activities of the Project were modified periodically and continued as a permanent multi-function extension agency in each block. These community development blocks were treated as normal administrative units for planning and development with regular budgetary allocations.

In the year 1957, a three-tier-system of rural local government, called ‘Panchayati Raj’ (Rule by Local Councils) was established. These were Gram Panchayats (village level), Panchayat Samitis (block level) and Zilla Parishads (district level). The aim was to decentralize the process of decision making and encourage people’s participation. As the programme could not fulfil the expectations of the rural poor, the Integrated Rural Development Programme (IRDP) was introduced in 1979, with specific focus on the weaker sections of the society. By mid eighties, the Government was able to meet the minimum needs of the poor, which included elementary education, health, water supply, roads, electrification, housing and nutrition.

In 1987, the Planning Commission decided to consider the Block as the basic unit for development planning. The task of planning at the district level was entrusted to the District Planning and Development Council, which had wider representation of the society. Panchayati Raj reforms were introduced through the 73rd Constitutional Amendment to facilitate planning at the micro-level and to strengthen the Gram Sabha (village assembly).

Poverty has been a major issue in India. Rural Indians depend on unpredictable agriculture incomes, while urban Indians rely on jobs that are usually scarce. More than one-third of India's fast-growing population of over one billion still lives below the poverty line. Large sections of the rural and urban population live in poor and dehumanizing circumstances. A number of excellent projects were planned and implemented by some motivated individuals and NGOs in various parts of India.

In our country, all community development initiatives must establish mechanisms for monitoring and evaluating them. This should include tools to obtain information and feedback from all the major players, namely: participants, staff, community leaders and board of directors. It is important to continuously evaluate all aspects of community development, including community interest, commitment and public participation. The feedback from evaluation should then be used to improve the initiative.

As a way of reflecting on what you have just learned, complete the following activity.



### Activity 6.1

Fill in the blanks

1. In India, under the leadership of \_\_\_\_\_ Khadi and Village Industries were advocated.
2. Community development programme was a first major programme launched in India in the year \_\_\_\_\_.
3. Panchayathi Raj reforms were introduced through the \_\_\_\_\_ constitutional amendment.
4. Integrated Rural Development Programme (IRDP) was introduced in India in the year \_\_\_\_\_.
5. Government of India launched 52 community development projects in 1952 with major emphasis on \_\_\_\_\_.

You now know the history of community development programmes in India. Next let us look at the agencies that are engaged in community development.

## 6.4 Institutions Engaged in Community Development Programmes

There are 6.4 lakh villages in India (2001 Census), deriving livelihood based on agriculture, animal husbandry, horticulture and other land-based and non-land-based activities. Hence, the prosperity of India is primarily the prosperity of the people living in villages. Spontaneous grassroots level initiatives and decentralized community-based organizations are often more successful in engaging community member participation and ownership of progress. This is because of their knowledge of local realities. However, outside agencies can also play an important role in improving the wellbeing of individuals living in poverty.

For any community development strategy to be effective, it must include the provision of, and access to, resources (e.g., human resources, finances) targeted at facilitating grassroots works and local actions. Local action can occur within communities that share a common interest within geographic communities. Thus, community development is a long-term activity that works through building trust and mutual respect among community members and professionals.

Before you read further, complete the following activity.



### Activity 6.2

1. Explain briefly any two governmental institutions engaged in community development in your locality.

2. List out two major activities played by non-governmental organisations in community development.

Compare what you have written with what you read in the following section.

Let us start by looking at specific government institutions and programmes which are engaged in community development.

### ***Panchayati Raj (Rule by Local Councils) Institutions***

In 1957, five years after the launching of the Community Development programme, the Government appointed the Balvantrai Mehta Committee to suggest measures to remove obstacles in implementing the programme. The Committee recommended the formation of a three-tier-system of rural local Government, to be called, 'Panchayati Raj' (Rule by Local Councils). These were Grama Panchayat (Village level), Panchayat Samiti (Block level) and Zilla Parishad (District level). The aim was to decentralize the process of decision making and to shift the decision making centre closer to the people. The system was intended to encourage people's participation and place the bureaucracy under their local control. The picture below shows the Grama sabha meeting which is an example of decentralisation of power (Figure: 6.1)



Figure: 6.1. Gramasabha meeting

However, the Panchayati Raj was not able to fulfil all the expectations of the people and planners. A major reason was the domination by socially and economically privileged sections of the local community, who ignored the welfare of the weaker sections. The other reasons were lack of harmony among the elected members due to political fractions and prevalence of corruption and inefficiency.

In the mid-sixties, the national priority was shifted to agricultural production with emphasis on the use of technology in agriculture. Under the Fourth and Fifth Five Year Plans (1969-74 and 1974-79), the central government introduced independent administrative hierarchies to carry out special programmes, bypassing the Panchayati Raj institutions. The

special programmes were financed and operated directly by the Central Government. They included the following agencies and programmes:

- Small Farmers' Development Agency (SFDA);
- Intensive Agricultural Areas Programme (IAAP);
- Intensive Agricultural District Programme (IADP);
- Tribal Development Agency (TDA);
- Marginal Small Farmers and Agricultural Labourers Development Agency (MFAL);
- Area development agencies, such as, Command Area Development, Drought Prone Area and Hill area Development Programmes.

### *Integrated Rural Development Programme*

Although the special programmes boosted agricultural production in the late sixties and helped to raise food production, their benefits were largely reaped by those who had the necessary resources. Small and marginal farmers were again left behind and did not directly benefit from the Green Revolution. Instead of prospering, their economic conditions worsened as the rich farmers refused to offer their lands for shared cropping. Thus to solve the problems of the rural poor, the government introduced the Integrated Rural Development Programme (IRDP) in 1979. The specific focus of this programme was the weaker sections of the society, particularly those living in poverty. It also aimed at involving them in programme implementation.

The programme emphasised self-reliance and the development of initiatives that built the people's economy with dignity. Paying attention to the criticisms, further changes were made in the programme during the Seventh and Eighth Plans (1985-1990 and 1992-1997), respectively. These changes included:

- establishing a linkage between infrastructure and employment schemes;
- designing the programme as a credit based self-employment activity, rather than a subsidy distribution;
- decentralization of programme implementation through the District Rural Development Agency and block authorities.

Several other sub-schemes were launched to raise the standards of the weaker members of society. These included: Development of Women and Children in Rural Areas (DWCRA), Training of Rural Youth for Self-employment (TRYSEM), National Rural Employment Programme (NREP) and Jawahar Rojgar Yojana (JRY).

By the mid-eighties, the Government was able to meet the minimum needs of the poor, which included elementary education, health and nutrition, housing, water supply, electrification and roads. Between 1993 and 1994, about 32.37% of the population in India was poor. The percentage of the

population living in poverty was the highest, by about 17-22%, among the Scheduled Castes and Scheduled Tribes when compared to the rest of the population. This was mainly due to small land holdings, landlessness and illiteracy.

### ***District Planning and Development Councils***

Based on the Sivaraman Committee report, the Planning Commission issued guidelines to all the State Governments in 1987 to consider the Block as a unit for planning. The task of planning at the district level was given to the District Planning and Development Council or District Planning Board, which had wider representation in the society. This body consisted of elected as well as nominated representatives headed by a Minister, or District Collector or a non-official. The Council was responsible for setting up policy guidelines as well as coordinating, monitoring, reviewing, finalising annual and five year plans and collection of data. At the Block level, officers from different departments prepared the plan as per the guidelines received from their district heads.

This process helps to prepare the plans in consultation with the Gram Panchayats for implementing the development programmes more effectively and economically. Planning at the village level will become more effective as it was now possible to address the problems directly and help development at the grass root level.

### ***Grama Panchayats and Grama Sabhas***

In spite of many drawbacks in launching community development programmes, the Panchayati Raj made significant contribution to the development of the country. It created awareness among the public and developed political leadership. The system also helped in reducing the gap between the bureaucracy and the people. However, one of its major limitations was the centralization of power and non-involvement of people in the process of development. This led to the reform of Panchayati Raj through the 73rd Constitutional Amendment in 1992. The reform empowered the Panchayati Raj institutions to shoulder the responsibility of development and decentralized planning. Before then, the government carried out all the functions and there was no room for participation of the villagers. This had made the people dependent and at the mercy of government officials who dictated terms to them.

Under this constitutional amendment, 29 items of development were transferred to Panchayati Raj Institutions (PRIs). These can be grouped under the following sectors:

- Agriculture;
- Forestry and Environment;



- Industries;
- Infrastructure, minimum needs;
- Social welfare; and
- Poverty Alleviation and Maintenance of community assets.

In view of the weak status of the Grama Panchayats to facilitate village level micro-planning for development, the District Planning Committee was strengthened with members representing various government and non-government organisations. To facilitate planning at the micro-level, it was proposed to strengthen the Grama Sabha (village assembly). The Grama Panchayat used the Grama Sabha as a forum for discussion and finalisation of annual plans. The forum also set the priority for implementing various development programmes. Simultaneously, a suitable mechanism was developed to sustain the interest of the villagers in Grama Sabha activities. To ensure participation by all, community organisations were required to nominate representatives to the Grama Sabha. These representatives safeguarded the interest of the common people and were nominated from farmers' organisations, self help groups, educational institutions and other voluntary organisations.

Presently, through these democratic processes, over 3.3 million elected leaders have assumed positions at different levels of the Panchayati Raj administration covering 227,678 village Panchayats, 5906 Panchayat Samitis and 474 Zilla Parishads. The mandatory provisions which preserve 33% of positions for women and SC/STs have resulted in active participation of these groups. Women have been able to place some priority issues like safe drinking water, girls' education and basic health services on the Panchayati Raj agenda.

### ***Role of Non-Governmental Organisations***

The role of non-governmental organizations (NGOs) and voluntary agencies in the field of rural development is very significant. The major factor influencing the successful implementation of rural development in India is to motivate the poor families to ensure their active participation. The development of people's organizations is also necessary in order to ensure that all including the illiterate and poor benefit from the various schemes. To ensure people's participation in the development process and to gain their confidence, they must be involved in the programme right from the planning stage. Several innovative programmes implemented on a pilot scale have shown that many rational suggestions made by the common man have helped to ensure easy implementation and the success of the programmes. A participatory approach demands flexibility in the programme. The target families should be motivated to assume the responsibility of implementing the programme, while the agencies

involved should play the role of a catalyst. In this task of integrated rural development, voluntary agencies can play an important role.

Voluntary organizations or non-governmental organisations (NGOs), in general, should focus their voluntary action and service to deal with the problems of the common man or to help them face their challenges. The following are some of the main characteristics of voluntary agencies that lead to success in programmes:

- a sympathetic attitude towards those who are suffering,
- organisations with strong voluntarism and professionalism,
- dedication of the volunteers and staff,
- good relationship with the community,
- flexibility in the programme, and
- innovative approaches to solve the problems.

Agencies with deep roots in rural areas serve the community more effectively.

It was not until the 1970s that the government recognized the role of voluntary agencies in supplementing government's effort in rural development. Prior to this, NGOs run by religious institutions and enlightened public operated hospitals and educational institutions.

With assistance from international donor agencies, the Ministry of Agriculture formed an independent organization called 'Freedom from Hunger Campaign' to support voluntary organizations involved in rural development. This organization was re-organized and renamed as 'People's Action for Development-India (PAD-I)'. The PAD-I was merged with the Council for Advancement of Rural Technology in 1986 and renamed as Council for Advancement of People's Action and Rural Technology (CAPART). Since then, CAPART has been providing financial assistance to voluntary agencies engaged in rural development.

In the last two decades, several initiatives of non-governmental organizations have had a significant impact on development. Widespread success of these initiatives have encouraged many state governments to launch schemes to promote people's participation. Several centrally sponsored schemes have also been set up to build the capacity of community-based organizations to plan and implement their programmes.

NGOs are the most suitable agencies to assist in various activities of Panchayats. They provide opportunities for promoting self-employment through investment in agriculture and other small enterprises. They are also good at creating facilities for availing loans from banks and other financial institutions. The Reserve Bank of India issued guidelines to all the bankers not to insist on collateral security for funds up to Rs.25000, drawn

by the poor for investment. As a result, over Rs.250 billion was distributed as rural credit in 1995-96, of which 50% was from the cooperatives and the rest from other banking institutions. Nevertheless, formal banking operations are not always convenient for many villagers because of their rigidity, distance and high cost of operation. Therefore, several innovative banking institutions have been established by the NGOs.

### ***BAIF - A Leading NGO Committed to Rural Development***

BAIF Development Research Foundation is a voluntary organization established in 1967 by Dr. Manibhai Desai, a disciple of Mahatma Gandhi at Urulikanchan, a village near Pune. Its main objective is to provide gainful self employment to the rural poor. BAIF has been promoting integrated rural development through sustainable management of degraded natural resources such as land, livestock, water and vegetation. The programmes address the problems of health, illiteracy, empowerment of women and environmental pollution to ensure quality of life.

BAIF focuses on the weaker sections of the society through a family-based approach. It has demonstrated that a family with three high yielding cows or a hectare of degraded land under horti-forestry can earn an annual income of Rs.20,000–25,000 per year. The shortest period to eradicate poverty through these programmes is 5 to 6 years. BAIF promotes people's participation through formation of Self Help Groups and Local Planning Committees which discuss their problems and come up with suitable solutions. The members of these groups are trained in various agro-based skills to develop them into local resource persons. The training emphasizes the selection and use of appropriate technologies along with optimum use of resources and management aspects of project implementation.

BAIF operates a cattle development programme, which is operated through 725 centres covering 10,000 villages in seven states. It provides breeding services for cattle and buffaloes at the doorsteps of the farmers. The programme has helped over one million farmers to upgrade their livestock and to increase their income through milk production. Dairy husbandry has provided an excellent opportunity for women and small farmers to earn a sustainable livelihood, while promoting eco-friendly practices such as organic farming, bio-gas production and stall feeding.

Another programme run by BAIF is development of wastelands through tree-based farming and water resource management. The programme has been implemented in about 1000 villages by providing technical guidance and critical inputs. It converts 0.5 to 1.0 hectares of degraded land owned by poor families into productive orchards. The families are encouraged to plant species of multipurpose trees on the bunds and borders of the orchard to serve as wind break and a source of green manure, herbal

medicine, fodder, fuel and timber. The land used for growing cereals and vegetables generates regular income while ensuring food security. A tribal development programme covering these components in the Dharampur Block of Valsad district in Gujarat, has rehabilitated over 16,000 families in the recent past. This programme is being widely replicated in other parts of India with necessary modifications to address the local problems.

BAIF's community health programme is an integral part of the overall development strategy. It focuses on the improved health status of the families through promotion of safe drinking water sources, hygiene and sanitation facilities, nutritious diet, immunization, mother and child health care, gardening and health education. It promotes the use of traditional health practices with a wide range of home grown herbs and alternate methods of garbage disposal. BAIF supports the formation of people's organizations in all its development programmes for ensuring sustainable development.

### *People's Initiatives for Progress /Cooperatives and Self Help Groups*

Farmers in several states have established cooperatives for processing sugarcane, oil-seeds, milk, fruits and vegetables. With professional management and application of modern technologies, these organizations have brought economic stability and eliminated exploitation by intermediary traders.

Supply of drinking water is yet another issue. Under a nationwide programme for water resource development, NGOs have been involved as facilitators and water users' organizations have been formed with people in order to implement the project directly. This programme has made a significant impact on the supply of drinking water. It is possible to promote similar organizations in other fields to develop the necessary infrastructure required to enhance economic prosperity.

There has also been efforts to promote self-help groups. In 1999, the Ninth Five Year Plan (1997-2002) through the Swarnajayanti Gram Swarajgar Yojana (SGSY) promoted the development of self-help groups (SHGs) among poor families. These SHGs consist of 10-20 members with poor socio-economic status. They encourage the participants to meet regularly to collect their savings and distribute it as loans to needy members. During this process, they also discuss their problems and find suitable solutions. Finally, it is the people's initiatives that can sustain development. The government has the will to support people's movements and this is the only ray of hope for sustainable development for the rural poor in India.

We hope you now understand the various institutions engaged in community development as well as the role of voluntary agencies. Next, we shall discuss contemporary community development initiatives.

## 6.5 Contemporary Community Development Initiatives

Historically, the goal of any development programme is to develop self-reliance among people, villages or organisations. The Government of India has always supported voluntary action to mobilise the rural people. Several initiatives of non-governmental organisations in the last two decades have had a significant impact on development. As we mentioned in the previous section, NGOs such as BAIF and the Development Research Foundation promote sustainable livelihood through animal husbandry, water resource management, wastelands development and various income generation activities.

Community development relies heavily on local initiative, local involvement and mutual co-operation. For example, the Kudumbasree mission in Kerala (see Figure: 6.2) is a successful example of an area wide project, organized by the Government of Kerala. It relies mainly on local resources and initiatives primarily using the demonstration method of training. The poverty alleviation programme under Kudumbasree has been launched by the Government of Kerala with the active support of Government of India, and National Bank for Agriculture and Rural Development (NABARD) aiming at removing absolute poverty within 10 years with the full cooperation of local self-government institutions (LSGIs). Poverty is a multifaceted state of deprivation and therefore, a multi-pronged strategy alone can hold to eradicate poverty. The programme has 41 lakh members and covers more than 50% of the households in Kerala, which are built around three critical components: micro-credit, microenterprises and women empowerment. Kudumbasree mission initiatives today succeeded in addressing the basic needs of the less privileged women, thus providing them a more dignified life and a better future.



Figure 6.2: *Kudumbasree mission in Kerala*

Community development programmes have three main objectives, namely: economic development, social change and democratic growth. These three objectives are promoted jointly and in support of one another.

In India, the aim of community development programmes is to develop the resources of the people and to assist each village in planning and carrying out integrated agricultural production. The main objectives of such projects are to:

- change the outlook of the people in rural area;
- improve existing village crafts and industries and organize new ones;
- provide minimum essential health services and improve health practices;
- provide the required educational facilities for children and adults;
- provide recreational facilities;
- improve housing and family living conditions of villagers;
- develop a responsive village leadership, village organization and institutions;
- empower village people to become self-reliant and responsible citizens;
- help people to increase their income and quality of life;
- organise or arrange trainings for voluntary local leaders like members of panchayats, village and block advisory committees and professional community development workers, village level workers, extension officers and block development officers.

Although the law requires that 50% of seats in Panchayat be reserved for women, the reality is quite different. It is often found that female PRIs (Panchayati Raj Institutions) members remain to be rubber stamps, while the work is done by their husbands, fathers or brothers. To counter this situation, community development projects have organized workshops and trainings for female PRI members to build their capacity to do the work they have been elected to do. This has changed the behaviour of many of the elected women.



### Note It

In this context, “an empowered community is one in which individuals and organizations apply their skills and resources in a collective effort to address health priorities and meet their respective health needs” (WHO, 1998).

Let us now consider the objectives and functions of some community development initiatives found in India.

### *Swarna Jayanthi Shahari Rozgar Yojana (SJSRY) - (CSS)*

The main objectives of this integrated poverty alleviation programme are to provide self-employment or wage employment to the urban poor by setting

up self-employment ventures. It also aims at improving the skills of the poor to enable them to be gainfully employed.

This programme is being implemented in all the 58 Urban Local Governments in Kerala through the State Poverty Eradication Mission as a part of 'Kudumbashree'. The components of the programme include:

- Urban Self Employment Programme (USEP)
- Urban Women Self-Help Programme (UWSP)
- Urban Wage Employment Programme (UWEP)
- Skill Training Employment Promotion among the Urban Poor (STEP-UP)
- Urban Community Development Network (UCDN).

### ***Integrated Housing and Slum Development Programme (IHSDP)***

Integrated Housing and Slums Development Programme (IHSDP) is for housing and infrastructure development in urban slums. It combines the centrally sponsored schemes of VAM BAY and NSDP. IHSDP is implemented in all towns and cities identified as per 2001 census, except cities/towns covered under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) (Thiruvananthapuram and Kochi corporations). The major components of the scheme are housing, shelter up- grading, sanitation, roads, drainages, footpaths, social amenities like construction of Primary Health Centers, Anganwadi buildings, etc. The IHSDP also provides model demonstration projects, slum improvement and rehabilitation project, adult education, and reorientation activities. The funding pattern of IHSDP is 80:20 shared by Central and State Governments. The State's share (20%) is divided equally between the State government (10%) and the participating Urban Local Self Governments (10%). Kudumbashree is the Nodal or coordinating agency for IHSDP.

### ***Jawaharlal Nehru National Urban Renewal Mission (JNNURM)***

The Jawaharlal Nehru National Urban Renewal Mission is charged with the responsibility of encouraging local initiatives in terms of mobilisation and environment building. Cities and Towns of India constitute the world's second largest urban system. The Government of India has approved a Mission Mode approach for the implementation of urban infrastructure improvement programme in a time bound manner.

The objectives of this Mission are to:

- integrate development of infrastructure services in the cities covered under the Mission;
- secure effective linkages between asset creation and asset management so that the infrastructure and services created in the cities are not only maintained efficiently, but also become self-sustaining over time;

- ensure adequate investment of funds to fulfil deficiencies in the urban infrastructure services;
- take up urban renewal programme, i.e., redevelopment of inner city areas to reduce congestion;
- provide basic services to urban poor.
- Only Thiruvananthapuram and Cochin Corporation come under the scheme in Kerala. During 2010-11, the project proposed to implement the following schemes:
  - water supply scheme,
  - solid waste management scheme,
  - sewage scheme,
  - storm water drainage scheme for both the cities and
  - purchase of buses for transportation in Thiruvananthapuram corporation.

The Nodal Agency of the Scheme is Kerala Sustainable Urban Development Project (KSUDP).

### ***Basic Services to the Urban Poor (BSUP)***

Basic Services to the Urban Poor (BSUP) is a component of JNNURM and is implemented through Kudumbashree. Thiruvananthapuram and Kochi Corporations alone come under the scheme. The funding pattern of BSUP is 80:20 shared by Central and State Governments. The objective of the scheme is to provide the following basic services to the urban poor:

- solid waste management,
- water supply,
- improvement of slums,
- construction and improvements of drains/storm water drains,
- sewage,
- drainage,
- street lighting, and
- health care.

### ***Indira Awas Yojana (IAY)***

This scheme is a component of the Rural Landless Employment Guarantee Programme (RLEGP), of 1985-86. It aims at providing free housing to SC/STs and for bonded labourers. Between 1993-94, 10% of Jawahar Rojgar Yojana (JRY) funds were allocated for this purpose. This scheme has been extended to non-SC/ST also. Priority in allotment is given to households affected by flood, fire, earthquake and other natural calamities. Between 1985, when the programme was started and November 1994, it had constructed 18.43 lakh houses with an expenditure of Rs. 2197.49 crores.



### ***Kerala Sustainable Urban Development Project (KSUDP) (Externally Aided Project)***

The objective of the project is to achieve sustainable development and poverty reduction in five Corporations. It receives technical assistance from the Asian Development Bank (ADB). It has the following components:

- Promoting good governance in Municipal Management
- Developing and expanding urban infrastructure
- Formulating support programmes for improving urban social services for the elderly destitute women and street children.

KSUDP improves, upgrades and expands existing urban infrastructure facilities and basic urban environmental services in the five Municipal Corporations. The funding pattern of the project is 70:19:11 shared by ADB, Government of Kerala (GOK) and Municipal Corporations respectively.

### ***EMS Total Housing Scheme***

The ultimate goal of this scheme is to provide land and housing to all those who are landless and homeless in the state. This is a purely state funded Scheme. Its funding comes from the Plan Fund, loans from Banks especially Co-operative Banks by ULBs, and contributions from Non Resident Indians (NRI's), Government Servants, and NGOs.. It is a total subsidized Scheme to the beneficiaries.

The Unit cost of household beneficiaries is as follows:

- General : 75000/-  
S.C Category : 100000/-  
S.T. Category : 125000/-

The government meets the total interest of the loan raised by the ULBs for the implementation of this scheme. The new rates will be applicable for renovation of MN Lakshamvedu Houses, Indira Awas Yojana (IAY) and all other housing schemes implemented by Local Self Government Institutions (LSGIs). Financial aid is not given in lump sum, but is given in four instalments after getting the stage certificate from the concerned village extension officer.

We have discussed quite a number of contemporary community development initiatives found in Kerala and elsewhere. Before you proceed further, complete the following activity.



### Activity 6.3

| Find out the statements as:  | True | False |
|--|------|-------|
| 1. Belvanthrai Mehta Committee recommended the formation of a three-tier-system of rural local government, to be called Panchayathi Raj. |      |       |
| 2. Integrated Rural Development Programme (IRDP) do not focus on weaker sections of society particularly living in poverty.              |      |       |
| 3. Kudumbasree mission in Kerala receives active support from Central Government and NABARD.   |      |       |
| 4. KSUAP is not a project for sustainable development and poverty reduction in five corporations of Kerala.                              |      |       |
| 5. EMS Total Housing Scheme aims to provide land and housing to all those who are landless and homeless in Kerala.                       |      |       |
| Compare your answers with the ones given at the end of this unit.  |      |       |



### Activity 6.4

Of all the community development schemes and programmes you have learnt about, which initiative do you think is most beneficial to the downtrodden or rural mass in your locality and why? It will take you 15 minutes to complete this activity.



### Activity 6.5

Match the following

|        |  |
|--------|--|
| SJSRY  | - Free housing to SC/ST and for bonded labourers |
| JNNURM | - Infrastructure development of housing slums    |
| BSUP   | - Urban infrastructure improvement Programme     |
| IAY    | - Poverty alleviation through self-employment    |
| IHSDP  | - Component of JNNURM                            |

You have now come to the end of this unit on community development programmes. Let now review what you have learnt.



### 6.6 Summary

In this unit, we have traced the history of community development in India from the pre-independence period to the present. We have seen that community development has always been inspired by the desire to eradicate poverty and uplift the standards of people in society. We have discussed various institutions involved in community development, such as local councils, integrated rural programmes and Grama Panchayat and Grama Sabhas. We saw that they target development at different levels with the aim of promoting community participation and self-sufficiency. Lastly, we considered contemporary community development initiatives such as Swarna Jayanthi Shahari Rozgar Yojana (SJSRY) and Integrated Housing and Slum Development Programme (IHSDP). In the next unit you will learn about local self government institutions and development agencies.



### 6.7 Model Answers to Activities

#### Activity 6.1

Fill in the blanks

1. In India under the leadership of Mahatma Gandhi Khadi and Village Industries were advocated.
2. Community development programme was a first major programme launched in India in year 1950.
3. Panchayathi Raj reforms were introduced through the 73rd constitutional amendment.
4. Integrated Rural Development Programme (IRDP) was introduced in India in the year 1979.
5. In the year 1952 Government of India launched 52 community development projects with major emphasis on Agriculture Production.

**Activity 6.3**

| Find out the statements as:  | True | False |
|--|------|-------|
| 1. Belvanthrai Mehta Committee recommended the formation of a three-tier-system of rural local government, to be called Panchayathi Raj. | True |       |
| 2. Integrated Rural Development Programme (IRDP) do not focuses on weaker sections of society particularly living in poverty.            |      | False |
| 3. Kudumbasree mission in Kerala is receives active support from Central Government and NABARD.  | True |       |
| 4. KSUAP is not a project for sustainable development and poverty reduction in five corporations of Kerala.                              |      | False |
| 5. EMS Total Housing Scheme aims to provide land and housing to all those who are landless and homeless in Kerala.                       | True |       |
| Compare your answers with the ones given at the end of this unit.  |      |       |

**Activity 6.5**

| Match the following |  |
|---------------------|--|
| SJSRY               | - Poverty alleviation through self-employment    |
| JNNURM              | - Urban infrastructure improvement Programme     |
| BSUP                | - Component of JNNURM                            |
| IAY                 | - Free housing to SC/ST and for bonded labourers |
| IHSDP               | - Infrastructure development of housing slums    |

**6.8 Unit-End Questions**

1. Analyse the major objectives of various community development programmes in India.
2. Conduct a survey of various community development programmes on various agencies in India.

# Unit 7: Local Self -Government Institutions (LSGIs) and other Development Agencies

- 7.1 Introduction
- 7.2 Learning objectives
- 7.3 The Origin, Role and Functions of Local Self- Government Institutions
  - 7.3.1 Origin and Development
  - 7.3.2 Functions of Local Self-Government Institutions
  - 7.3.3 Role of Local Self-Government Institutions in Local Development
- 7.4 Programmes Implemented Through Local Self- Government Institutions
  - 7.4.1 Self-employment Programme
  - 7.4.2 Wage Employment Programme
  - 7.4.3 Area Development Programme
  - 7.4.4 Social Assistance Programme
- 7.5 Impact of Local Self-Government Institutions in Community Development
- 7.6 Other Agencies Involved in Community Development
- 7.7 Summary
- 7.8 Model Answers to Activities
- 7.9 Unit End Questions



## 7.1 Introduction

In the previous unit, you learned about the history of community development programmes and the various institutions and initiatives involved in community development. In this unit we will discuss about the origin, role and functions of Local Self-Government Institutions (LSGIs). These institutions are composed of Panchayat, Municipality and Corporations. It is important for all community development workers to understand the important role that Local Self-Government Institutions play, the schemes they implement and their impact on community development. You are expected to complete this unit in twelve (12) hours.

Before we start, let us have a quick look at our learning objectives.



## 7.2 Learning Objectives

After going through this unit you should be able to:

- Discuss the origin, role and functions of local self-government institutions in India.

- Describe community development programmes that are implemented through Local Self-Government Institutions.
- Analyse the impact of Local Self-Government Institutions in community development.
- List other agencies involved in community development.

### 7.3 The Origin, Role and Functions of Local Self-Government Institutions

The administrative functions of the Government are administered through a three-tier system made up of Local, State and Central levels. The local administrative level is known as the Local Self-Government. It is charged with the responsibility of collecting revenue through local taxation and spending it on services provided to the village and towns.

A Local Self-Government system is made up of three main institutions, namely:

- Panchayat,
- Municipality, and
- Corporation.

These three constitute the Local Government system of Kerala. Kerala has a total of 1200 local self-government institutions. These are: 941 grama panchayats (village panchayaths), 152 block panchayats, 14 district panchayats, 87 municipalities, and 6 corporations.

Let us take a look at Table 7.1 which shows the types of Local Self-Government Institutions in Kerala.

Table 7.1: *Types of Local Self-Government Institutions in Kerala (2015)*

| Sl.No. | Name of local government | No   |
|--------|--------------------------|------|
| 1.     | Grama panchayat          | 941  |
| 2.     | Block panchayat          | 152  |
| 3      | District panchayat       | 14   |
| 4.     | Municipality             | 87   |
| 5.     | Corporation              | 6    |
|        | Total                    | 1200 |

Source: [www.lsg.kerala.gov.in/htm/localbodies.php](http://www.lsg.kerala.gov.in/htm/localbodies.php)

The three-tier system came in to existence in India during the 73rd and 74th amendments of the constitution. Local self-government institutions in Kerala are empowered in terms of both resources and administrative powers. They are charged with the implementation of developmental programmes. Developmental programmes are identified and implemented through Grama sabhas. With the decentralisation of power, the local administration department has gained an important role in the formulation

and implementation of developmental programmes at the grass root level. The main departments of local administration are:

- Panchayat Directorate
- Town and Country planning Department
- Directorate of Urban Affairs, and
- Commissionerate of Rural Development

The Panchayat department, Urban Affairs department and Commissionerate of Rural Development are under the control of them. Figure 15.1 shows the structure of local self-government institutions..

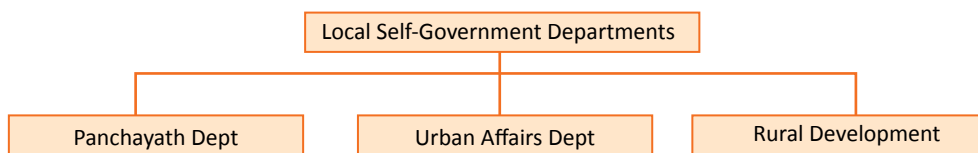


Figure 7.1: Structure of Local Self-government Institutions

There are also different allied institutions and training centres working under local self-government institutions.

We hope you now understand the local self-government institutions. Before you move on to the next section, complete the following activity.



### Activity 7.1

Fill in the blanks

- 1 Government and its functions can be classified into .....,  
..... and .....
- 2 Local Self-Government is divided into three categories viz .....,  
....., .....
- 3 The number of Block Panchayath in Kerala is  
.....
- 4 The number of Grama Panchayat in Kerala is .....
- 5 Revenue is collected through .....

Let us now consider the origin and development of Local self-government institutions.

### 7.3.1 Origin and Development

During the period of Rig-Veda, village bodies were called Sabhas. These bodies became panchayats (Council of five persons). The word ‘panchayat’ is derived from the Sanskrit word “Pancha” which means five, i.e, council of five members. The village panchayat had a large number of executive

and judicial powers. Land was distributed by the panchayat. It also collected taxes from them the villages. The Caste and feudalistic system of governance under Mughal Rule reduced the role of the self-government in villages. Zamindars and Feudal chiefs emerged between the ruler and the people. This led to the stagnation and decline of self-governments in villages.

Later, the concept of panchayat was totally destroyed by the East India Company. It cancelled the village land record office and created a company official called Patwari. The Patwari became the official record keeper for a number of villages.

The reign of the Patwari led to the worst famine in Bengal. It disrupted the village community and destroyed the panchayat. The Royal Commission on Decentralisation in 1907 recognized the importance of Panchayats at the village level. The Montague-Chelmsford Reforms in 1919, reintroduced local self-government as a provincial subject. The most significant development of this period was the establishment of village panchayats in a number of provinces. Between 1925 and 1926, 14 provinces had passed panchayat laws. The Government of India Act of 1935, marked the evolution of panchayats in India.

The Indian National Congress emphasized the issue of Indian Swaraj and organised an independence movement under the leadership of Mahatma Gandhi. Gandhi dreamed about the idea of “Grama Swaraj”. He emphasized the importance of self-reliant and self-sufficient villages. He said that the problems of our country could be solved only through the decentralisation of powers, that is, administration at the grass root levels. Dr. B.R. Ambedkar opposed the idea. He believed that the village represented regressive India. The Panchayat Raj Institutions were placed in the Indian constitution.

The 1<sup>st</sup> Five Year plan failed to bring about active participation and involvement of the people in the planning processes. The 2<sup>nd</sup> Five year plan covered the entire countryside with National Extensive Service Blocks. The plan failed to accomplish decentralisation. Hence various committees were formed to advise the centre on different aspects of decentralisation. The main committees were:

- Balwant Rai Mehta Committee (1957)
- K.Santhanam Committee (1963)
- Ashok Mehta Committee (1978)
- G.V.K. Rao Committee (1985)
- L.M. Singhvi Committee (1986)

These committees made the following recommendations:



- Rural development departments should be started in each and every corner of India
- Decentralization should be adopted through village panchayat
- Special preference be given to the development of the rural poor especially SC/ST, deprived women and minority group.

However, the Sarkaria Commission opposed the above views of the committee. The late Prime Minister Rajiv Gandhi introduced the 64th Constitutional Amendment Bill in 1989. This bill was defeated in the Rajyasabha. Then the National Front introduced the 74th Constitutional Amendment Bill. It could not become an Act because of the dissolution of the 9th Lok Sabha. All these suggestions and recommendations were considered later, while formulating the new constitutional Amendment Act. The powers and functions vested in Panchayat Raj Institutions vary from state to state.



Figure 7.2: A Grama Sabha discussing various needs

Before you continue reading, complete the following activities to help you reflect on what you have just read.



### Activity 7.2

| Match the following   |                             |   |                        |
|---|-----------------------------|---|------------------------|
| 1.  | Village bodies              | - | 1919                   |
| 2.  | Panchayath                  | - | Sabhas                 |
| 3.  | Patwari                     | - | 1907                   |
| 4.  | Royal commission            | - | Council of 5 members   |
| 5.  | Montage -Chelmsford Reforms | - | Official record keeper |
| Compare your answers with those provided at the end of this unit. |                             |   |                        |



### Activity 7.3

Fill in the blanks.

1. The word Panchayath is derived from the Sanskrit word .....
2. .... and ..... under Mughal rule declined the Self-Government in villages
3. .... marked the evolution of Panchayaths in India
4. Gandhiji dreamed about the idea .....
5. G.V.K. Rao Committee was constituted in the year .....

Compare your answers with those provided at the end of this unit



### Note it

Mahatma Gandhi advocated for Panchayati Raj, a decentralised form of Government, where each village was responsible for its own affairs, as the foundation of India's political system.

#### 7.3.2 Functions of Local Self-Government Institutions

The main functions of the Local Self Government Institutions are the following

1. Supply of drinking water and drainage facilities
2. Establishment of primary health centres and primary schools
3. Provision of essential services and facilities to the rural people
4. Setting up and running libraries in the rural areas.
5. Generating employment opportunities
6. Implementing plans and schemes for the disposal of solid waste management
7. Development of cottage and small-scale industries and opening of co-operative societies
8. Implementing plans and schemes for the development of agriculture
9. Constructing bridges, roads and other public facilities and their maintenance
10. Establishing youth organisations
11. Executing plans for the development of SCs /STs. Set up hostels for Tribal children
12. Encouraging entrepreneurs to start small-scale industries to implement rural employment schemes
13. Supplying improved quality seeds to farmers etc.



### Activity 7.4

List three major functions of Panchayati Raj Institutions. This may take about 6 minutes for you to complete the answer.

1.

2.

3.

Next we shall consider the role of local self-government institutions.

### 7.3.3 Role of Local Self-Government Institutions in Local Development

The role of local self-government is very wide. The Governments at the centre and state has introduced various schemes for the development of rural areas and to improve the standard of living of people in the rural areas.

The local government provides services and maintains facilities for residents and visitors under the Northern Territory (NT) Local Government Act. The main features of this act are to:

- act as a representative and a responsible decision maker in the interest of the constituency;
- develop a strong and well-built social life for its residents;
- allocate resources;
- encourage and develop initiatives for improving quality of life;
- provide and co-ordinate public facilities and services;
- represent the interest of this area to the wider community;
- carry out the powers and functions of local government assigned to the council under this act and other acts.

Apart from training, all the other schemes are implemented through the three-tier Panchayats. Shelter and sanitation are some of the priority areas given attention during programme planning.

The amended Kerala Panchayat Raj and Municipality Acts reduced the power of direct governmental control over Panchayat Raj Institutions. The government can issue general guidelines regarding national and state policies. The government can cancel a resolution of the panchayat only through a process and in consultation with the Appellate Tribunal. To

reduce Government control over local self-governments, the Panchayat Raj Act provided for the creation of independent institutions to deal with various functions of the local government.

We hope you now understand the roles of local self-government institutions. This is particularly important for your work as a CDW.



### Activity 7.5

Write True or False

1. Panchayat, Municipality and Corporation together called as Local Self-Government
2. Shelter and sanitation have been given the secondary importance in the programme planning
3. Kerala Panchayat Raj and Municipality Acts extended the power of direct government control over PRIs.
4. Local Self-Government denotes the right and the ability of local authorities within the limits of the law

Compare your answers with those provided at the end of this unit.

In the next section we shall consider various community development programmes which are implemented by local self-government institutions.

## 7.4. Programmes Implemented Through Local Self-Government Institutions

Since the beginning of this module, we have used the term 'community' from time to time. What does it mean to you? Write your definition in the following activity.



### Activity 7.6

In your own words, write down the meaning of the term 'community' in the space provided below

Now compare your definition with the one in our discussion below

The term 'community' refers to a group of people, who live in the same geographical area and share common interests. A community is a part of a larger social system. It is a dynamic social unit. The main aim of the community development programme is the overall development of rural and under privileged people.

The rural development department deals with the needs of the rural poor in matters of economic development, housing facilities and rural infra structure. With the assistance of self-help groups, a large number of income generating programmes have been organised under the Rural Development Department. It also converts wastelands into cultivable land through projects that are based on watershed approaches and water conservation techniques. Another agency known as District Rural Development Agency (DRDA) is an apex organization that implements various centrally sponsored rural development programmes under the Ministry of Development.

The major programmes under the District Rural Development Agency are:

- Self employment
- Wage employment
- Area development programme
- Social assistance programme

Let us look at each programme in turn.

### 7.4.1 Self-employment Programme

The aim of the self-employment programme is to help families cross the poverty line within three years. The programme achieves this through the following three programmes:

#### 1. Swarnajayanthi Gram Swarozgar Yojana (SGSY)

Under this programme, families living below the poverty line are given assistance for taking up self-employment schemes in order to cross the poverty line within three years. The programme was launched on 1 April 1999

#### 2. Swarnajayanthi Swarozgar Yojana (SSY)

This is a self-employment programme that targets only the rural poor. It was launched on 1 April 1999. It aims at establishing a large number of micro enterprises programmes in the rural areas. At least 50% of the swarozgaries or beneficiaries should be from SC/ST, 40% from women and 10% from the disabled.

#### 3. National Rural Livelihood Mission (NRLM)

The NRLM project is another version of the Swarnajayanthi Grama

Swarozgar Yogana. It has been modelled after Kudumbasree in Kerala and the Society for Elimination of Rural Poverty in Andhra Pradesh. It aims at ensuring that at least one member from a rural poor household, especially a woman, is brought under the self-help group network in a time-bound manner. The main principles of the NRLM are social mobilization through formation of Self Help Groups (SHGs) and creation of SHG federations in cluster of villages, block and district levels. Its goal is to reach all districts and blocks by the end of the 12th Five-Year Plan.

### 7.4.2 Wage Employment Programme

The Wage Employment Programme helps those who are in need of work from poor families to earn wages. Its programmes include the following:

#### 1. Jawahar Gram Samridhi Yojana (JGSY)

The Jawahar Rozgar Yogana was restructured and renamed as JGSY. Its main objectives are:

- Creation of community durable productive assets at village level and creation of productive assets for SC/ST for sustained employment
- Generation of supplementary employment to the unemployed poor.

#### 2. Employment Assurance Scheme (EAS)

This is a need-based programme introduced in 1993 and restructured in 1999. Its main objectives are:

- Creation of additional wage employment opportunities during the period of acute shortage of wage employment through manual work for the people living below poverty line.
- Creation of durable community, social and economic assets for sustainable employment and development.

#### 3. Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

The National Rural Employment Guarantee Act of 2005 helps to enhance the living security of the households in rural areas of the country. It ensures 100 days guaranteed wage employment to every household. An adult member from each household is registered with the Grama Panchayat and gets a job card, issued at the village level. It includes the name, age and address of the household with the photograph. It ensures at least 100 days guaranteed employment to the registered household at a wage rate of not less than Rs. 60/- per day. Every eligible applicant is entitled to get work within 15 days for as many days as he/she applies. A period of employment is a minimum of 14 continuous days with not more than 6 days in a week. The Central Government provides 90% of the fund and State Government will provide the rest of the 10% of the total funds.

### 7.4.3 Area Development Programme

The Area Development Programme helps to conserve natural resources and increase their productivity through their optimum use. Some of the area development programmes are:

#### 1. Desert Development Programme (DDP)

One component of this programme is watershed development. Watershed development was started in the the year 1995. Its objectives are to:

- Promote the economic development of the village community through optimum utilization of watershed natural resources, such as land, water and vegetation
- Develop human and economic resources and to create employment
- Encourage restoration of ecological balance through community action
- Apply single and easy technological solutions and to manage institutional arrangements.

#### 2. Integrated Waste Land Development Programme/Hariyali

The aim of this programme is to involve village communities in the implementation of watershed projects under the area development programmes. The main objectives are to:

- Create sustainable source of income for the village community through irrigation, plantation, fisheries etc.;
- Make provisions for the supply of drinking water to villagers;
- Ensure overall development of rural areas through the Grama Panchayat by creating various sources of income;
- Poverty eradication, community empowerment, employment generation;
- Development of human beings and other economic sources of the rural areas.

#### 3. Pradhan Manthri Grama Sadak Yogana (PMGSY)

The Government of India launched this programme on 25 December 2000. It is a 100% centrally sponsored scheme. The main objectives are to provide:

- Connectivity by way of an all-weather road that can be operated throughout the year;
- Good all-weather road connectivity to the unconnected rural habitations.

#### 4. Rural Water Supply Scheme

Rural drinking water supply is one of the major functions of Zilla

panchayat. Three types of water supply scheme have been introduced to provide drinking water in the rural areas. These are:

- Piped water supply: this type of water supply scheme is taken up for a population of 1,000 population in maidan (plain) area and 600 population in hilly areas.
- Borewells: these are taken up for small populations.
- Mini water supply: this type of water supply is taken up for a population of 500 population.

### **5. Integrated Rural Energisation Programme**

It aims at utilising naturally available and rechargeable energy resources to cater to daily fuel need for cooking and other domestic purposes. This programme is mainly meant for rural people. Facilities are made available to eligible beneficiaries on a subsidiary pattern.

### **6. Biogas**

The Biogas Development Programme is part of the 20-Points programme of the Central Government. The main aim of this programme is to provide fuel for cooking purpose and organic manure to rural households through family type biogas plants. It also aims at improving sanitation in villages by linking sanitary toilets with biogas plants.

### **7. Minor Irrigation**

Irrigation is the process of supplying water and soil for raising crops. The main aim is to control and harness the various natural sources of water by construction of dams and reservoirs, canals, pickups and distributing the water to agricultural fields.

### **8. Western Ghats Development Programme**

The main activities under the Western Ghats programme are social forestry, soil conservation, minor irrigation and horticulture. It has been undertaken on a watershed basis, with an integrated approach.

## **7.4.4 Social Assistance Programme**

Social Assistance Programme helps the community to eradicate social evils. The following are some of its programmes:

### **1. Total Sanitation Campaign (TSC)**

The Government of India launched the Central Rural Sanitation Programme (CRSP) as part of TSC in 1986. It continued to be a supply driven programme with the supply of Rs. 2,000 for individual household sanitary latrines. In April 1999, the Government of India changed the CRSP and introduced Restructured Central Rural Sanitation Programme



(RCRSP) with a reduced subsidy of Rs. 500 per household sanitary latrines. TSC has been sanctioned in 14 districts of Kerala. Its main objectives are to:

- Bring about improvement in the quality of life in the rural area
- Speed up sanitation coverage in the rural areas
- Provide the schools in rural areas with sanitation facilities.

## **2. Indira Awas Yojana (IAY)**

This programme constructs homes of Rs. 20,000 for poor families who live below the poverty line and have no shelter. It also gives Rs. 10,000 for home upgrades, for example, building of a smokeless chulha and a toilet. 20% of the total allocation is spent on this component. A house includes a dwelling unit along with the kitchen, smokeless chulha and a toilet.

## **3. Credit Cum Subsidy Scheme of Rural Housing (CCSSRH)**

This scheme was introduced in 1999. It gives families with an income of up to Rs. 32,000, a bank loan of up to Rs. 40,000 and subsidy up to 10,000.

## **4. Kudumbasree**

This programme was launched by the Government of Kerala to wipe out absolute poverty from the state through community action. It is one of the largest women empowerment projects in the country under the leadership of the local self-government. It has 37 lakh members and covers more than 50% of the households in Kerala.

## **5. Rural group life insurance scheme**

This was introduced by the Life Insurance Corporation of India under the direction from the Government of India. In 1995, it introduced a new scheme known as Rural Life Insurance Schemes to provide social security coverage to rural families. Any person insured under this scheme is eligible for a life cover of Rs. 5,000. There are two types of policies available under this scheme:

- General policy: available to all people in the rural area;
- Subsidised scheme: this is applicable only to households below the poverty line and is restricted to only one policy per household.

The scheme is implemented through grama panchayats and block panchayats.

## **6. Housing schemes**

In rural areas, the government is implementing Ashraya, Dr. Ambedkar and Indira Awas Yojana housing schemes for the economically poor sections in rural and urban areas of the state.

Zilla panchayat is implementing the following schemes in rural areas:

- Indira Awas Yojana: a person whose income is below Rs. 11,800/- is entitled to be a beneficiary under this scheme. The selection of the beneficiary for all the housing schemes is done through grama sabhas.
- Dr. Ambedkar Housing Scheme: the aim of this scheme is to provide a house to a homeless SC/ST person whose annual income is less than Rs. 11,800/-.
- Ashraya Yojana: This scheme provides home to the homeless persons whose annual income is less than Rs. 11,800/-, as well as employment for the unemployed poor in the rural areas.

### 7. Jawahar Gram Samridhi Yojana

This programme is concerned with the development of rural infrastructure at the village level. Village panchayats have the sole authority to prepare and implement annual action plans, including the power to execute works with the approval of the grama sabha. The main aim is to create demand-driven community village infrastructure, including durable assets at the village level. The assets enable the rural poor to increase the opportunities for sustained development and to generate supplementary employment for the unemployed poor in the rural areas.

All these programmes are developed for the well-being of the weaker sections of the rural people. It is advisable that as a CDW you are supposed to be well informed about these programmes so that you can refer different members of your community according to their needs.

Before we move on to the next section, complete the following activities. They are intended to help you reflect on what you have just learned.



### Activity 7.7

#### I. Fill in the blanks

1. .... is an apex organisation implementing various centrally sponsored rural development programme of the Ministry of Rural Development, Government of India.
2. ....helps families to cross the poverty line within three years.
3. .... was launched by the Government of Kerala to wipe out absolute poverty from the state.
4. Pradhanmantri Gram Sadak Yojana was launched in the year .....
5. The Integrated wasteland development programme is otherwise known as .....

Compare your answers with those provided at the end of this unit.



### Activity 7.8

I. Choose the right-word from the following

1. The term community refers to ..... (living, geographical area, group of people)
2. The main aim of Community Development is .....(overall development of rural people, development of urban people, development of rural & urban people)
3. DRDA is implementing ..... (centrally sponsored urban programme, centrally sponsored rural programme, local programme)
4. Self employment programmes help families to cross the poverty line within ..... years (3, 5, 8)
5. .... is the single self-employment programme for the rural poor (Swaranajayanthi Gram Swarozgar Yojana, Swarnajayanthi Swarozgar Yojana, Natural Rural Livelihood Mission)

Compare your answers with those provided at the end of this unit.



### Activity 7.9

Match the following programmes with their activities.

| A   | B                                 |
|---|-----------------------------------|
| 1. National Rural Livelihood Mission            | - 100 days guarantee employment   |
| 2. Wage employment programme                    | - Earn wages                      |
| 3. National Rural Employment Guarantee Act 2005 | - Social mobilisation             |
| 4. Conservation of Natural Resources            | - Area development programme      |
| 5. Centrally Sponsored Scheme                   | - Pradhanmantri Gram Sadak Yogana |

Compare your answers with those provided at the end of this unit.



### Activity 7.10

| Write True or False   | True | False |
|---|------|-------|
| 1. Total Sanitation Campaign has been sanctioned in 8 districts of Kerala                             |      |       |
| 2. Credit-Cum-Subsidy Scheme of Rural Housing was introduced in 1999                                  |      |       |
| 3. Kudumbasree is launched by the Government of Kerala for wiping out absolute poverty from the state |      |       |
| 4. Rural drinking water supply is not a major problem in the state                                    |      |       |
| 5. Integrated Rural Energisation programme is mainly meant for rural people                           |      |       |



### Activity 7.11

| Fill in the blanks.   |
|---|
| <p>1. .... is one of the larger empowering projects in the country.</p> <p>2. Integrated wasteland development programme is otherwise known as .....</p> <p>3. .... is an apex organisation implementing various centrally sponsored rural development programme.</p> |
| Compare your answers with those provided at the end of this unit.   |

Let us now move on to the next section of our unit, which looks at the impact of local self-government institutions on community development.

## 7.5 Impact of Local Self-Government Institutions in Community Development

Local Self-Government Institutions have the right and ability to regulate and manage a large number of public affairs under their own responsibility and in the interest of the local people within the limits of law.

Table 7.2 highlights the achievements of various schemes as at end of March, 2012.

Table 7.2: Achievement of Community Development Schemes under the LSGIs

| Sl. No. | Name of scheme  | Item of activity                       | Achievement (Numbers) |
|---------|---|--|-----------------------|
| 1       | Swarnajayanthi Swarozgar Yojana                       | SHGs formed since 1-4-99               | 72741                 |
|         |   | SHGs formed during current year        | 2790                  |
|         |   | SHGs assisted since 1-4-99             | 22053                 |
|         |   | SHGs assisted during current year      | 3112                  |
|         |   | SHG members covered                    | 36012                 |
|         |   | Individual swarozgaries assisted       | 4299                  |
|         |   | Minority swarozgaries assisted         | 352                   |
| 2       | Indira Awas Yojana                                    |  | 43255                 |
|         |   |  | 11244                 |
|         |   |  | 14                    |
|         |   |  | 54513                 |
| 3       | National Rural Employment Guarantee programme         | No. of job cards issued                | 184830                |
|         |   | Employment generated (Man days)        | 63026144              |
| 4       | Total Sanitation campaign                             | Construction of household latrines     | 2188                  |
|         |   | Construction of sanitary complexes     | 688                   |
|         |   | Construction of school latrines        | 70                    |
|         |   | Construction of Toilets for balawadies | 60                    |
| 5       | Integrated Waste Land Development Programme / Haryali | Area covered                           | 4024 Hectares         |

## 7.6 Other Agencies Involved in Community Development

There are many other agencies working for the welfare of the rural people. Let us look at some of the agencies under the District Rural Development Agency (DRDA).

District Rural Development Agencies were created under the Indian Societies Registration Act. It is an apex organisation implementing various

centrally sponsored rural development programmes on behalf of the Ministry of Rural development. It has six main departments, namely:

- The State Election Commission
- Kerala Institute of Local Administration (KILA)
- Ombudsman for Local Self-governments
- State Development Council
- Tribunal for Local Government
- The State Finance Commission.

Let us look at the activities of each department in further detail.

### **1. The State Election Commission**

The main responsibility of the State Election Commission is to conduct elections. It is empowered to involve the delimitation of wards as a member of the delimitation committee. It has been given powers to disqualify the defectors.

### **2. Kerala Institute of Local Administration (KILA)**

The aim of the Kerala Institute of Local Administration is to address the emerging issues of decentralised governance at the grass root level. It does this through training, policy advice, research, consultancy and information services. Since it was established in 1990, the institution conducts capacity building activities for local governments in Kerala. It is supported by the Government of Kerala and is the nodal institution for training, research and consultancy for the local government institutions. It was registered as an autonomous institution under the Travancore – Cochin Literary, Scientific and Charitable Societies Act, 1955. KILA is the only institution that functions with the sole aim of promoting decentralised governance both in urban and rural areas.

### **3. Ombudsman for Local-Self Governments**

It is a high-power institution, which has been given vast powers to check malpractices in local governments.

### **4. Rural Development Department**

This department plays an important role in the development of the community along with the Commissionerate of Rural Development. It started in 1987 as a part of the decentralisation of the Rural Development Department. The Collector is in charge at the district level. Overall supervision and control of their activities are entrusted with the Commissionerate of Rural Development. The main activities under this department were started in the state on 2 October 1952.

### 5. State Development Council

It covers the entire cabinet and is made up of the Chief Minister, Chief Secretary, all districts Panchayat presidents, Vice Chairman of the State Planning Board and representatives of other level of local governments. The main responsibility of this council is to take part in policy formulation and in sorting out operation issues.

### 6. Tribunal for local governments

It is constituted at the district/regional level to take care of the appeals made by the people against the decisions of the local governments, in the exercise of their role such as issuing of permits and licenses.

### 7. The State Finance Commission

The State Finance Commissions are constituted by the State Governments under clause 1 of Article 243 (I) and (Y) of the Constitution of India to study the financial position of the Panchayats and the Urban Local Bodies and to make recommendations.

You have now come to the end of this unit on local self-government institutions. We hope you have found it interesting and informative. Before we review what you have learned, complete the following activities.



#### Activity 7.12

| Find out the statements as:  | True | False |
|--|------|-------|
| 1. Kerala Institute of Local Administration is synonymous with decentralisation and local-governance.  |      |       |
| 2. State Development Council is constituted at the district/regional level to take care of the appeals by the people against the decisions of the local governments in the exercise of their role such as grant of permit, issue of licence etc. |      |       |
| 3. Ombudsman is a high-power institution, which has been given vast powers to check malpractices in local governments in the discharge of developmental functions.   |      |       |



#### Activity 7.13

| Match the following agencies with their roles. |                                |   |                   |
|--|--------------------------------|---|-------------------|
| 1.   | KILA                           | - | Ombudsman         |
| 2.   | State Development Council      | - | Research          |
| 3.   | Tribunal for Local Governments | - | Conduct elections |

|   |                         |   |   |
|---|-------------------------|---|---|
| 4.  | The Election Commission | - | Appeal against the decisions of Local-Self Government |
| 5.  | High power institution  | - | Policy formulation                                    |
| Compare your answers with those provided at the end of this unit. |                         |   |   |



## 7.7 Summary

All throughout this unit, we discussed local self-government institutions. We looked at their origin and development, going back to the Panchayati Raj advocated by Mahatma Gandhi. We also considered their functions and roles in community development. We saw that local self-government institutions are legally constituted organisations that operate independently. In addition, we described the community development programmes implemented through LSGIs. These programmes aim at poverty alleviation and capacity building of poor communities. Lastly, we looked at the impact of LSGIs and described the activities of other agencies involved in community development.

In the next unit, you will learn about adult and continuing education programmes.



## 7.8 Model Answers to Activities

### Activity 7.1

Fill in the blanks

- Government and its functions can be classified into Local, State and Central
- Local Self-Government is divided into three categories viz Panchayath, Municipality and Corporation
- The number of Block Panchayats in Kerala is 152
- The number of Grama Panchayats in Kerala is 941
- Revenue is collected through Taxation

### Activity 7.2

Match the following

|    |                             |   |                        |
|----|-----------------------------|---|------------------------|
| 1. | Village bodies              | - | Sabhas                 |
| 2. | Panchayath                  | - | Council of 5 members   |
| 3. | Patwari                     | - | Official record keeper |
| 4. | Royal commission            | - | 1907                   |
| 5. | Montage -Chelmsford Reforms | - | 1919                   |



**Activity 7.3**

Fill in the blanks.

1. The word Panchayath is derived from the Sanskrit word Pancha
2. Casteism and feudalistic system of Government under Mugal rule declined the Self-Government in villages
3. Government of India Act, 1935 marked the evolution of Panchayaths in India
4. Gandhiji dreamed about the idea Grama Swaraj
5. G.V.K. Rao Committee was constituted in the year 1985

**Activity 7.4**

List three major functions of Panchayati Raj Institutions. This may take about 6 minutes for you to complete the answer.

1. Supply of drinking water and drainage facilities
2. Establishment of primary health centres and primary schools

**Activity 7.5**

| Find out the statements as:  | True | False |
|--|------|-------|
| 1. Panchayat, Municipality and Corporation together called as Local Self-Government                          | True |       |
| 2. Shelter and sanitation have been given the secondary importance in the programme planning                 |      | False |
| 3. Kerala Panchayat Raj and Municipality Acts extended the power of direct government control over PRIs.     | True |       |
| 4. Local Self-Government denotes the right and the ability of local authorities within the limits of the law |      | False |

**Activity 7.7**

I. Fill in the blanks

1. District Rural Development Agency is an apex organisation implementing various centrally sponsored rural development programme of the Ministry of Rural Development, Government of India.
2. Self-employment programme helps families to cross the poverty line within three years.
3. Kudumbasree was launched by the Government of Kerala to wipe out absolute poverty from the state.
4. Pradhanmantri Gram Sadak Yojana was launched in the year 2000
5. The Integrated wasteland development programme is otherwise known as Hariyali.

**Activity 7.8**

I. Choose the right-word from the following

1. The term community refers to group of people.
2. The main aim of Community Development is overall development of rural people.
3. DRDA is implementing centrally sponsored urban programme.
4. Self employment programmes help families to cross the poverty line within 3 years.
5. Swarnajayanthi Swarozgar Yojana is the single self-employment programme for the rural poor.

**Activity 7.9**

Match the following programmes with their activities.

|  |   |                                  |
|--|---|----------------------------------|
| National Rural Livelihood Mission            | - | Social mobilisation              |
| Wage employment programme                    | - | Earn wages                       |
| National Rural Employment Guarantee Act 2005 | - | 100 days guarantee employment    |
| Conservation of Natural Resources            | - | Area development programme       |
| Centrally Sponsored Scheme                   | - | Pradhanmantri Gram Saddak Yogana |

**Activity 7.10**

| Write True or False   | True | False |
|---|------|-------|
| 1. Total Sanitation Campaign has been sanctioned in 8 districts of Kerala                             |      | False |
| 2. Credit-Cum-Subsidy Scheme of Rural Housing was introduced in 1999                                  | True |       |
| 3. Kudumbasree is launched by the Government of Kerala for wiping out absolute poverty from the state | True |       |
| 4. Rural drinking water supply is not a major problem in the state                                    |      | False |
| 5. Integrated Rural Energisation programme is mainly meant for rural people                           | True |       |

**Activity 7.11**

Fill in the blanks.

1. Kudumbasree is one of the larger empowering projects in the country.
2. Integrated wasteland development programme is otherwise known as Hariyali
3. Implementation of biogas is an apex organisation implementing various centrally sponsored rural development programme.

**Activity 7.12**

| Find out the statements as:  | True | False |
|--|------|-------|
| 1. Kerala Institute of Local Administration is synonymous with decentralisation and local-governance.  | True |       |
| 2. State Development Council is constituted at the district/regional level to take care of the appeals by the people against the decisions of the local governments in the exercise of their role such as grant of permit, issue of licence etc. |      | False |
| 3. Ombudsman is a high-power institution, which has been given vast powers to check malpractices in local governments in the discharge of developmental functions.   | True |       |

**Activity 7.13**

| Match the following agencies with their roles. |                                |   |  |
|--|--------------------------------|---|--|
| 1.   | KILA                           | - | Conducting Training & Research                         |
| 2.   | State Development Council      | - | Policy formulation                                     |
| 3.   | Tribunal for Local Governments | - | Appeal against the decisions of Local self- government |
| 4.   | The Election Commission        | - | Conduct elections                                      |
| 5.   | High power institution         | - | Ombudsman  |

**7.9 Unit End Questions**

1. Write a short note on Local Self Government Institutions in the context of community development.
2. Briefly explain the role and functions of Kerala Institute of Local Administration as an agency for the capacity and capability building of Local Self Government Institutions in Kerala

# Unit 8: Adult and Continuing Education Programme

- 8.1 Introduction
- 8.2 Learning Objectives
- 8.3 Adult and Continuing Education
  - 8.3.1 What is Adult Education?
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  - 8.3.3 Major Adult Education Programmes
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- 8.4 Saakshar Bharat
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- 8.5 Vocational Education
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  - 8.5.3 Advantages of Vocational education
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  - 8.6.2 Importance of Women Empowerment
  - 8.6.3 Role of Education in Women Empowerment
  - 8.6.4 Barriers to women empowerment
- 8.7 Summary
- 8.8 Model Answers to Activities
- 8.9 Unit-End Questions



## 8.1 Introduction

Community development can attain success only when there is scope for adults to expand their knowledge and skills, and for women empowerment. In the previous unit, you learned about local self-government institutions, their historical background, functions, roles and programmes. In this unit, you will study about adult and continuing education programmes launched after independence for vocational education and women empowerment. As you know, education is a life-long process. It is a powerful tool for social change. It ultimately helps people secure social and economic justice. We shall discuss the Saakshar Bharat scheme launched by the government and examine the importance of vocational education and women empowerment. This unit familiarises you with various programmes for adult and continuing education, and women empowerment. This knowledge is useful to you as a CDW as it will help you create awareness of the many opportunities available for self-improvement. You would require fourteen (14) hours to complete this unit.



## 8.2 Learning Objectives

After going through this unit, you should be able to:

- Explain the various programmes for adult and continuing education prevalent in India.
- Describe the scheme of Saakshar Bharat, launched by the Government of India.
- Outline the need and importance of vocational education.
- Discuss the importance of women empowerment.

## 8.3 Adult and Continuing Education

As you know, adult and continuing educational programmes have been with us for quite some time now. You probably have enrolled in some of the courses available in your locality. In this section, we shall look at the meaning of adult education and continuing education. We shall also trace the evolution of adult education in India and consider the major adult education programmes found in the country.

### 8.3.1 What is Adult Education?

What do we mean by adult education programmes? Before you read on, complete the following activity.



### Activity 8.1

Write down the meaning of the term 'adult education' in the space provided below.

Now compare your definition with the one we discuss in the following section.

Adult education simply means educational programmes or courses for adults who missed formal education during their childhood. Adult education does not only focus on the physical, intellectual, social, economic and aesthetic aspects, but also on the moral and spiritual aspects of an

individual. Its goal is to make the individual educated and cultured in the strictest sense of the term.

The Government of India through its various departments and institutions implement adult and non-formal education programmes for different levels of learners. Various programmes have been launched by the Government to impart literacy and continuing education for illiterates and neo-literates. State Governments and Non-Governmental Organizations (NGOs) implement these programmes.

The concept of 'adult education' has undergone a number of changes through the ages. Adult education does not only mean literacy. It also means awareness about ones surroundings, problems, rights and duties. It is non-formal and meant for adults from the age group of 15 years and above. It is life-long continuing education and hence, life- oriented. It aims at bringing about a positive and a definite change in the knowledge, skill and attitude of the people. It is need-based and dynamic in nature. It emphasizes experiential learning and is multi-disciplinary in nature. Adult education thus consists of all forms of education that treat adult students or participants as people who are capable, experienced, responsible, mature and balanced.

Before you continue reading, complete the following activity.



### Activity 8.2

I. Fill in the blanks. (You It will take you 10 to 15 minutes to complete this activity.)

- a. Adult education is ..... and meant for adults in the age group .....
- b. .... aims at bringing about a positive and a definite change in the knowledge, skill and attitude of the people.

II. Write true or false

- a. Adult education is life oriented.
- b. Adult education does not emphasize more on experimental learning.

III. What do you mean by Adult Education?

Compare your answers with those provided at the end of this unit.

### 8.3.2 Adult Education in India

Let's now look at adult education in India and the major programmes that have been implemented. This will help you to understand the background of Indian education and also how you can tap these resources for your community.

Education in India can be traced back to the period between 2000 BC and 1200 AD. Various educational systems were developed based on social and philosophical relevance. The primary objective was to educate people by making them conscious of their moral and social obligations. When we come to modern India, educational programmes developed with Indian independence. Gandhiji considered illiteracy as a sin and shame and demanded an urgent solution to this problem. He emphasized the teaching of the 3 Rs - reading, writing and arithmetic - to both children as well as adults. After independence the national government realized the importance of adult education. Particularly important was the fact that it enabled the common men to understand their rights and responsibilities and to participate in developmental programmes in the country. The government took this decision due to high illiteracy level and not merely because it saw it as an investment.

### 8.3.3 Major Adult Education Programmes

In a bid to provide education for the vast number of illiterate adults, the Government of India introduced special adult education programmes. Let us look at some of the programmes and see how they sought to address the problem of illiteracy.

#### 1. Social Education

The Government of India introduced social education programmes immediately after independence through community action, in order to promote community upliftment. Their main objective was to educate the common man to understand their rights and duties as a citizen, to improve their productive capacity and to enable them to lead a fuller and richer life. Another important function was to prepare the people to subordinate their personal interest to the interest of their wider group, community and country. For this, different programmes were organized with the support of teachers and literate persons in village schools, youth clubs, mahila mandals, voluntary organizations and community centres. With the introduction of community development programmes in 1952, social education became an important part of the process of community development. As part of this, literacy centres, community centres, libraries and janatha colleges were started all over the country.

## **2. Gram Shikshan Mohim**

The “Grama Shikshan Mohim” was a movement started in 1959 in Satara District of Maharashtra. The programme aimed at imparting basic literacy skills within a period of about four months and by 1963. It later extended to all districts of the state within a period of two years (1961-63). This movement clearly enhanced the literacy rate in Maharashtra.

## **3. Farmer’s Education and Functional Literacy (FFLP)**

The concept of functional literacy emerged during the 1960s. The FFLP was implemented between 1967 and 1968. The main objective of the programme was to provide a well-organized functional literacy programme for illiterate and semi-literate farmers involved the High Yielding Varieties Programme (HYVP). It enabled the farmers to obtain both literacy and agricultural skills, which they could apply immediately to improve their lives. The beneficiaries were mostly from relatively well-off and enterprising farmers who wanted to introduce new agricultural practices.

## **4. Rural Functional Literacy Programme (RFLP)**

The Farmer’s Functional Literacy Programme (FFLP) was renamed by the government as the Rural Functional Literacy Programme (RFLP). This took place immediately after the launching of National Adult Education Programme (NAEP). The target of RFLP was to eradicate rural illiteracy and train farmers. The programme was organized by the State Education Departments in some states or by the Rural Development Department. Adult Education Centres were started in rural areas.

## **5. National Adult Education Programme (NAEP)**

This was an ambitious adult education programme launched on 2 October 1978. The main objective of this programme was to provide adult education to 10 adults between the age of 15-35, within five years. The three main objectives of the National Adult Education Programme (NAEP) were to:

- impart literacy skills to persons belonging to the economically and socially deprived sections of the society;
- create an awareness by helping them to overcome their helplessness and to achieve self-reliance; and
- raise their functional capabilities in their occupation and management skills as a group.

## **6. Mass Programme for Functional Literacy (MPFL)**

What is mass movement? Mass movement is a unified attempt by a large number of individuals to effect social change by working as a group. The Mass Programme for Functional Literacy (MPFL) was really a people’s programme designed to ensure community support and assistance. It also



aimed at involving teachers for eradication of illiteracy. The programme involved teachers and students from universities, colleges and schools, as well as workers from trade unions, panchayat raj agencies and voluntary agencies. The programme also engaged volunteers from National Service Scheme (NSS) and National Cadet's Corps (NCC). Through this approach, it could cover quite a large group of the illiterate population.

### **7. National Literacy Mission (NLM)**

The 'Technology Mission for Eradication of Illiteracy' was renamed as the 'National Literacy Mission' (NLM). It was developed in 1988 as a comprehensive central programme in the field of adult education. The NLM focuses on people belonging to 15-35 age group, who are crucial in country's development. The essential factors for the success of the NLM are national commitment, motivation of learners and teachers, mass mobilization, people's involvement, techno-pedagogic inputs, efficient management and monitoring.

The NLM sought to correct both the distortions and imbalances of earlier programmes by converting its status from a government funded, government controlled programme to a people's programme or movement. The three major programmes undertaken under NLM are:

- Total Literacy Campaign
- Post Literacy Programme
- Continuing Education Programme.

Let us look at the essential features of each of these programmes in turn.

#### **Total Literacy Campaigns**

The total literacy campaign model is one of the dominant strategies for eradication of adult illiteracy in India. These campaigns are area-specific, time-bound, volunteer-based, cost-effective and outcome-oriented. The thrust of the campaign is the attainment of functional literacy through literacy and numeracy. The programme is delivered through volunteers without any expectation of reward or incentive. To enable every learner to achieve measurable levels of literacy, a new methodology known as "Improved Pace and Content of Learning (IPCL). This methodology uses a set of multi-graded and integrated teaching/learning materials.

#### **Post Literacy Programme**

The post literacy programme is considered as a 'bridge' between primary school or its equivalent and further study. The basic elements of the post literacy programme are, identification of learning needs of neo-literates, provision of learning opportunities to meet the needs, creating a socio-economic, political and cultural environment to sustain the learning

environment. Post literacy campaigns have done well in ensuring a successful transition of neo-literates from guided learning to self-learning and finally to lifelong learning.

You now know the major adult education programmes in India. Let us now shift our focus to continuing education programmes.

### 8.3.4. Continuing Education Programmes

Any country whose population has a large number of illiterate people cannot flourish or achieve meaningful development. The various measures initiated by the government of India have achieved a desirable impact on the literacy status of the country. An important component in the current initiative is promotion of continuing education programmes.

#### *What is Continuing Education?*

UNESCO (1993) defines continuing education as a “broad concept which includes all of the learning opportunities that people want or need outside basic literacy and primary education. This definition implies the following:

- continuing education is for literate youth and adults
- it is responsive to the needs and wants
- it is an opportunity to engage in life long learning after the conclusion of primary schooling or its equivalent”

The continuing education scheme of India was created on the following principles:

- That basic literacy, post-literacy and continuing education is one sustained, coherent learning process.
- Continuing education is a responsive and alternative structure for lifelong learning.
- Continuing education responds to the needs of all sections of society.
- Learning not to be seen as a function of alphabets, but as all modes of human capacity building.
- Continuing education addresses the socio-economic situation of the community to provide infrastructure for larger development initiatives.

Continuing education is established through Continuing Education Centres (CECs) and Nodal Continuing Education Centres (NCECs). The centres follow an area-specific, community-based approach.

A continuing education centre serves as:

- a library and reading room
- a teaching-learning centre for continuing education programmes
- a vocational training centre

- an extension centre for facilities of other development departments
- a discussion forum for sharing ideas and solving problems
- a composite information window for the community
- a cultural centre
- a sports and recreation centre.

Besides establishing CECs, the scheme also undertakes the following programmes:

- **Equivalency Programme:** this is an alternative education programme that is equivalent to existing formal, general or vocational education.
- **Income-Generating Programmes:** the participants acquire or upgrade their vocational skills and take up income generating activities.
- **Quality of Life Improvement Programme:** equips learners and the community with essential knowledge, attitude, values and skills to raise their standard of living.
- **Individual Interest Promotion Programme:** it provides opportunities for learners to participate and learn about their individuality and specific social, cultural, spiritual, health, physical and artistic interests.

The continuing education scheme is seen as a mechanism for achieving integrated human resource development.

Well, its time once again for you to reflect on what you have read. Before you continue to the next section, complete the following activity.



### Activity 8.3

- I. Match the statements in column A with corresponding information in column B. To do this exercises you may require 20 minutes)

| Column A                              | Column B       |
|---------------------------------------|----------------|
| 1. Illiteracy is a sin and shame      | 1988           |
| 2. National Literacy Mission          | Mahatma Gandhi |
| 3. Gram Shikshan Mohim                | 2 October 1978 |
| 4. National Adult Education Programme | Maharashtra    |

- II. Fill in the blanks:

- Farmer's Functional Literacy Programme was renamed and reshaped as ..... by the Government of India.
- ..... now known as the 'National Literacy Mission' was set up in 1988 as a comprehensive central programme in the field of adult education.
- Establishment of ..... and ..... are the principal modes of implementing continuing education programmes.

III. Complete the following table of the major programmes implemented in India after independence.

| No. | Name of Programme | Objectives | Major Features | Achievement |
|-----|-------------------|------------|----------------|-------------|
|     |                   |            |                |             |

IV. What are the salient features of Continuing Education envisaged under National Literacy Mission? Write your answer in the space provided below.



Let us now move on to the next section on the Saakshar Bharat.

## 8.4 Saakshar Bharat Programme

The Saakshar Bharat Programme is a centrally sponsored literacy scheme that aims at promoting and strengthening adult education, especially of women. It was launched by the Prime Minister on 8 September 2009, during the International Literacy Day. Through this scheme, the government expects that increased female literacy would have a multiplier effect on all other social development programmes.

### 8.4.1 Objectives of Saakshar Bharat Programme

The scheme has four broad objectives, namely to:

- impart functional literacy and numeracy to non-literate and non-numerate adults;
- enable the neo-literate adults to continue their learning beyond basic literacy and acquire equivalency to formal education system;
- impart non and neo-literates with relevant skills to improve their earning and living conditions;
- promote a learning society by providing opportunities for neo-literate adults to access continuing education.

### 8.4.2 Education Programmes under Saakshar Bharat Programme

To respond to the demand for literacy and the diverse needs of the non and neo-literate adults, a variety of teaching and learning programmes were designed. These include

- Functional Literacy Programme,
- Basic Education Programme,
- Vocational Education and
- Continuing Education Programme .

Let us look at each programme in turn.

#### *Functional Literacy Programme*

The main objective of this programme is to impart functional literacy to non-literate adults. Functional literacy means achieving self-reliance in reading, writing, arithmetic (numeracy) and becoming aware of the causes of one's deprivation. It also aims at imparting skills to improve the economic status and general well-being of a person.

The programme uses four main approaches to deliver its programmes. These are:

#### *Volunteer-based Mass Campaign Approach*

Under this approach, volunteer teaching takes place on a mass scale. A volunteer acts as a mobiliser, trainer and teacher and is responsible for imparting literacy to an average of 8-10 learners.

#### *Centre-based Approach or Resident Instructor*

Qualified instructors are engaged from outside the village or community to provide instruction. This approach is engaged when qualified volunteers are not available within a particular village.

#### *Residential Camps*

The residential camps are organized, especially for adolescents and young adults in the age group of 15-25 years. It targets adults who completed primary education (Standard IV/V) but later became illiterate due to lack of follow up. It also considers those who dropped out of the school system and are now too old to rejoin school as well as those who were excluded from formal education due to various reasons.

#### *Part-residential Camp*

This approach is suitable for group-specific learners, such as non-literate members of self-help groups, women's groups, members of gram panchayats, or persons who join together for a common cause.

### **Basic Education Programme**

This programme is designed to achieve the second objective of the Saakshar Bharat scheme. That is, to enable the neo-literates to continue their learning beyond basic literacy and acquire equivalency to formal educational system. It enables young adults to continue their learning until they achieve equivalent levels with Grade III, IV, V, VI, VII, VIII and beyond, through the conventional or open learning system.

### **Vocational Education (Skill Development) Programme**

This programme aims at equipping non and neo-literates with vocational skills to improve their living and earning conditions.

### **Continuing Education Programme**

Continuing Education Programme (CEP) aims at establishing a learning society by providing opportunities to neo-literates and other targeted beneficiaries for lifelong learning. We hope you remember that this is the fourth objective of the Saakshar Bharat Scheme. CEP, as the very name suggests, does not have a fixed timeframe compared to the other three programmes. It is organized on a continuous basis. The approach is to create a sustainable learning environment so that learners are encouraged to continue with their literary aspirations.

### **Lok Shiksha Kendras (Adult Education Centres)**

Lok Shiksha Kendras (Adult Education Centers) were established in grama panchayats of the districts. They act as centres for registration of learners for all teaching and learning activities. The Kendras are the operational arm of the scheme at the grass root level. They are responsible for delivering the entire range of activities under the scheme. The activities include literacy, basic education, vocational and continuing education. The basic education and continuing education programmes are centre based. These centres are equivalent to a school in the formal sector. They are managed by voluntary literacy educators/resident instructors.

Before you read further, reflect on what you have read in this section and then complete the following activity.

## **Activity 8.4**

I. What are the objectives of the Saakshar Bharat Programme?

II. What are the major approaches suggested in Saakshar Bharat Programme?

III. What are the characteristics of Basic Education Programme?



IV. Explain the role of Lok Shiksha Kendras.

V. Prepare a chart (Male, Female, Total) showing the percentage of literacy in Kerala from 1951 to 2011.

| No. | Year | Total | Male | Female |
|-----|------|-------|------|--------|
|     | 1951 |       |      |        |
|     | 1961 |       |      |        |
|     | 1971 |       |      |        |
|     | 1981 |       |      |        |
|     | 1991 |       |      |        |
|     | 2001 |       |      |        |
|     | 2011 |       |      |        |

We hope you now understand the adult and continuing education programmes that have been developed by our government. Next let us look at vocational education.

## 8.5 Vocational Education

Vocational Education is not a new concept. We are sure you know of several technical schools or colleges that provide vocational education. In this section, we shall define the term 'vocational education' and then discuss its key principles, importance and advantages.

### 8.5.1 What is Vocational Education?

Vocational Education refers to Education that equips people with the knowledge and skills they need to perform a particular trade, craft or career. It is a craft-oriented education that prepares a person to work more efficiently.

### 8.5.2 Principles of Vocational Education (VE)

The following are the main principles of vocational education:

- it enables each individual to make the best of his interest, aptitudes and intelligence to the highest possible degree;
- it requires that the environment in which the learner is trained should be as close as possible to the environment in which he or she will subsequently work;
- it should be carried out in the same way and with the same operations, tools and mechanisms as in the occupation itself;
- it trains the individual directly and specifically in the thinking habits and the manipulative habits required in the occupation itself;
- it can only be given to a select group of individuals who need it and can profit by it.
- the experiences for forming the right habits of doing and thinking are repeated to the point that these habits become fixed to the degree necessary for employment.
- the instructor should have experience in applying knowledge and skills to the operations and processes they undertake to teach.
- it should meet the specific training needs in such a way that the learner can most effectively profit from the instruction.
- it is socially efficient as it takes into consideration the individual characteristics of the learners which it serves.

#### Activity 8.5

Answer the question below in the space provided. It will take you 8 minutes to complete this activity.

I. Write down five principles of Vocational Education.

1.

2.

3.

4.

5.

Compare your answers with those provided at the end of this unit.

You now know the meaning of vocational education and its main principles. Next let us look at its importance.

### 8.5.3 Advantages of Vocational Education

The National Policy on Education of 1986 emphasized the importance of vocational education. Vocational education is related to the age-old apprenticeship system of learning. At the post-secondary level, vocational education is provided by institutes of technology or by community colleges. Vocational education institutes impart specialized and practical knowledge to a person. Many private institutes offer vocational training with accreditation from recognised industry bodies.

The following are some of the advantages of vocational education:

- prepares the youth for a vocation of their choice;
- builds up a formidable workforce of international quality;
- reduces unemployment by supplying world-class skilled people;
- reduces cost and improve the productivity of services by providing skilled manpower of international standards.

Vocational education, both formal and non formal, helps to produce a skilled society which in turn promotes social development.

We hope you have understood the principles and advantages of vocational education. Let us now proceed to the last section of this unit which looks at women empowerment.

## 8.6 Women Empowerment

Women constitute almost 50% of the world's population. Yet, as far as their social status is concerned, they are not treated equally with men in many spheres of life. Empowerment of women is a necessary pre-requisite to reduce this gender discrimination.

Education and economic participation are the key elements needed to ensure women empowerment. The economic empowerment of women is a vital element of strong economic growth in any country. Empowering women enhances their ability to influence change and to create a better society. Women are naturally gifted with the power to create, nurture and transform. Today, women are emerging as leaders in various fields. Education provides women with the skills and knowledge that they need to overcome obstacles in life.



### Note It

Consider women as the motherhood of the nation. Then the nation will be strong and alert.

### 8.6.1 Concept of Women Empowerment

A person is said to be powerful when he or she has control over a large portion of resources in the society. Women empowerment is the creation of an environment where women can make independent decisions on their personal development as well as shine as equals in society. The involvement of women in decision making enables them to become important agents of social change.

Empowerment of women includes the following capabilities:

- The ability to make decisions about personal/collective circumstances
- The ability to access information and resources for decision-making
- The ability to consider a range of options from which to choose from
- The ability to exercise assertiveness in collective decision making
- Having positive-thinking about the ability to make change
- The ability to learn and access skills for improving personal/collective circumstance
- The ability to inform others' perceptions through exchange, education and engagement
- Involvement in the growth process and changes that is never ending and self-initiated
- Increase in one's positive self-image and overcoming stigma
- Increase in one's ability in discreet thinking to sort out right and wrong.

### 8.6.2 Importance of Women Empowerment

Women's empowerment increases the social, economic, religious and political strength of women. Women are able to lead an active life and participate in reshaping their society. The empowerment of women in all spheres of life brings about the necessary balance in nature. Economic empowerment of women is the first step towards social progress.

### 8.6.3 Role of Education in Women Empowerment

Education and training play a major role in changing the life of poor women. Several institutions are now extending all types of vocational training, income generating activities and self-employment activities for poor women.

Women empowerment is mainly related to their participation in decision making with regard to raising and distribution of resources, i.e., income, investments and expenditures. Empowering the poor women in rural

areas to sustain their surrounding ecology not only stops the ecological degradation but also ensures the physical survival of poor people.

#### 8.6.4. Barriers to Women Empowerment

Many women have become accustomed to being treated as inferior to men. Empowering should enable them to acquire and possess power resources, in order to make decision on their own or resist decisions that are made by others that affect them.

It is now widely believed that empowerment of women i.e., by providing equal rights, opportunities and responsibilities to them will decrease the existing gender discrimination.



#### Activity 8.6

Answer the following questions in the space provided. You would require 8 minutes to complete this activity.

1. What is the meaning of Women Empowerment?

2. Why is women empowerment important?

Congratulations! You have now come to the end of this unit. Let us review what you have learned.



## 8.7 Summary

In this unit, we have looked at the meaning of adult education and discussed major adult education programmes in India such as, social education and National Literacy Mission. We have also discussed the meaning of continuing education, the principles that guides continuing education schemes in India and the programmes offered in continuing education centres. Lastly, we have looked at the concept of women empowerment and discussed its importance.

Congratulations! You have completed all the 4 units of this module. Before you take a well-deserved break, please complete the end of unit questions.



## 8.8 Model Answers to Activities

### Activity 8.2

I. Fill in the blanks. (You It will take you 10 to 15 minutes to complete this activity.)

- Adult education is non-formal and meant for adults in the age group 15 years and above
- Adult education aims at bringing about a positive and a definite change in the knowledge, skill and attitude of the people.

II. Write true or false

- |  |       |
|--|-------|
| a. Adult education is life oriented.                                 | True  |
| b. Adult education does not emphasize more on experimental learning. | False |

III. What do you mean by Adult Education?

Adult education comprises all activities with an educational purpose carried on by people in the ordinary business of life who use only a part of their time and energy to acquire intellectual equipment towards solving short term and long term problems. Adult education includes all experiences that help mature men and women to acquire new knowledge, understanding, skills, attitudes, interests or values.

### Activity 8.3

I. Match the statements in column A with corresponding information in column B. To do this exercise you may require 20 minutes)

| Column A                              | Column B       |
|---------------------------------------|----------------|
| 1. Illiteracy is a sin and shame      | Mahatma Gandhi |
| 2. National Literacy Mission          | 1988           |
| 3. Gram Shikshan Mohim                | Maharashtra    |
| 4. National Adult Education Programme | 2 October 1978 |

| II. Fill in the blanks:   |                                       |   |   |  |
|---|---------------------------------------|---|---|--|
| <p>a. Farmer's Functional Literacy Programme was renamed and reshaped as <u>Rural Functional Literacy Programme</u> by the Government of India.</p> <p>b. <u>Technology Mission for Eradication of Illiteracy</u> now known as the 'National Literacy Mission' was set up in 1988 as a comprehensive central programme in the field of adult education.</p> <p>c. Establishment of <u>Continuing Education Centres</u> and <u>Nodal Continuing Education Centres</u> are the major institutions for implementing continuing education programmes.</p> |                                       |   |   |  |
| III. Complete the following table of the major programmes implemented in India after independence.  |                                       |   |   |  |
| No  | Name of Programme                     | Objectives  | Major Features  | Achievement  |
| 1   | Social Education                      | To educate the common man/women to understand the rights and duties of a citizen and to improve his/her productive capacity and to enable him/her to lead a fuller and richer life. | It is a comprehensive programme of community upliftment through community action.                     | Social Education Centres were established and Literacy drives were undertaken. Cultural and recreational activities were promoted. |
| 2   | Gram Shikshan Mohim                   | To reduce the illiteracy level of Maharashtra State.  | Started in 1959 in Satara district of Maharashtra and later extended to all districts of Maharashtra. | Literacy level has increased.  |
| 3   | Farmers Functional Literacy Programme | To provide a well organised functional literacy programme for illiterates.  | Mainly three components. Training of farmers Functional Literacy, Farm broadcasting.                  | Established National Board of Adult Education and Krishi Vijnan Kendras.   |

|   |   |  |  |   |
|---|---|--|--|---|
| 4 | Rural Functional Literacy programme       | To cover all rural illiterates and wider coverage of Rural population including farmers.   | FFLP was renamed as RFLP. Programmes organised by State Education Departments and Rural Development Departments.   | Adult Education Centres were stated in rural areas. Linked developmental programmes.                |
| 5 | National Adult Education Programme (NAEP) | The main objective of NAEP was, <ol style="list-style-type: none"> <li>1. imparting literacy skills to persons belonging to the economically and socially deprived sections of the society,</li> <li>2. creating an awareness in helping them to overcome their helplessness achieve self-reliance; and</li> <li>3. raising their functional capabilities in their occupation and skills.</li> </ol> |  |   |
| 6 | National Literacy Mission                 | Impart Functional Literacy to 80 million illiterate's person by 1995.  | A comprehensive central programme in the field of adult education. National commitment and motivation of learners and teachers/ mass mobilization people involvement techno pedagogic input and efficient management and monitoring. | Undertaken Total Literacy Campaigns, Post literacy Programmes, and Continuing education Programmes. |



IV. What are the salient features of Continuing Education envisaged under National Literacy Mission? Write your answer in the space provided below.

Continuing education is regarded as any education which adults voluntarily undertake, and it provides literacy to youth and adults. It is based on their needs and wants and it includes experiences provided by all education sub-sectors. It can be defined in terms of opportunity to engage in life-long learning.

Continuing education stresses the unity of the concept of education, both child and adult. It continues throughout life.

The continuing education scheme is postulated on the principles of:

- treating basic literacy, post-literacy and continuing education as one sustained, coherent learning process
- establishing a responsive and alternative structure for lifelong learning
- responding to the needs of all sections of society
- learning not to be seen as acquiring of alphabets, but as all modes of building human capacity
- addressing the socio-economic situation of the community to provide infrastructure for larger development initiatives

The continuing education scheme is therefore, multi faceted and enjoys supreme flexibility to allow community participation and managerial initiative grassroot level. The scheme also undertakes the following programmes.

- **Equivalency Programme:** It is designed as an alternative education programme equivalent to existing formal, general or vocational education.
- **Income-Generating Programme:** Under this, the participants acquire or upgrade their vocational skills and take up income generating activities.
- **Quality of Life Improvement Programme:** It aims at equipping learners and the community with essential knowledge, attitude values and skill to raise their standard of living.
- **Individual Interest Promotion Programme:** It provides opportunities for learners to participate and learn about their individuality and chosen social, cultural, spiritual, health, physical and artistic interests.

Thus continuing education scheme is visualized as a mechanism for integrated human resource development. Well-organized and coordinated infrastructure for continuing education can advance the course of literacy in India leading to the emergence of a learning society.

**Activity 8.4****I. What are the objectives of the Saakshar Bharat Programme?**

The SB Mission has four broad objectives, namely:

- Impart functional literacy and numeracy to non-literate and non-numerate adults
- Enable the neo-literate adults to continue their learning beyond basic literacy and acquire equivalency to formal educational system
- Impart non and neo-literates relevant skill development programmes to improve their earning and living conditions
- Promote a learning society by providing opportunities to neo literate adults for continuing education.

**II. What are the major approaches suggested in Saakshar Bharat Programme?**

The Mass Campaign Approach is the dominant strategy. To ensure that basic literacy is provided through a variety of context specific and group specific approaches, innovation would be encouraged and flexibility in sanctioning projects within a broad range of approved costs will be exercised. The major approaches are:

**Volunteer-based Mass Campaign Approach**

Under this approach, volunteer teaching takes place on a mass scale. A volunteer acts as a mobiliser, trainer and teacher and is responsible for imparting literacy, on an average, to 8-10 learners. Literacy kits will provide the learners and volunteers, keeping track of the progress made by each learner-volunteer group, ensuring that the momentum of learning is not lost, while simultaneously ensuring that learning takes place at the pace suitable to the learner.

**Centre-based Approach- Resident Instructor**

Instructors may be engaged from outside the village or community to live with the community and provide instructional teaching to the learners and assist them in completing basic literacy course. On an average, one Resident Instructor will be required to teach at least 30 learners in a period of one year.

**Residential Camps**

The residential camps are meant especially for adolescents and young adults in the age group of 15-25 years. The adolescents might have already completed primary education. Identified young adult and adolescents will be motivated to participate in residential camps, which would be organized at a suitable location in the block with support of a team of Resource Persons. Residential camps may be organised through NGOs, SRCs, JSSs etc. provided they have experience and expertise in this field.

**Part-residential Camp – Part-volunteer-based Approach**

This approach may be suitable for group-specific learners, such as non literate members of self-help groups, women's groups, or members of grama panchayats, or persons who may have joined together for a common cause. It would provide basic literacy in camps conducted for a suitable period, keeping in view the convenience of the beneficiaries, interspersed with guided learning in volunteer mode. These camps would enable learners to

acquire literacy skills of pre-determined levels, simultaneously, providing opportunity for discussion and debate on issues relevant to their living and working conditions.

### III. What are the characteristics of Basic Education Programme?

The basic education programme is designed to achieve the second objective of the scheme, namely, Enable the neo-literates to continue their learning beyond basic literacy and acquire equivalency to formal educational system. Arrangements will be made to enable young adults to continue their learning till they are able to achieve equivalency levels. The Open Basic Education (OBE) programme initiated by the National Institute of Open Schooling (NIOS) and other Open Schools will be taken as the starting point. While formulating equivalency programmes, the life experience and local knowledge systems of the adult learners will be taken into consideration

### IV. Explain the role of Lok Shiksha Kendras

Lok Shiksha Kendras (Adult Education Centers) are established in selected Grama Panchayat of the districts covered under the programme. A Lok Shiksha Kendra will act as a centre for registration of learners for all teaching learning activities in their jurisdiction. The LSK will be a centre for literacy campaign including identification of the learners and volunteers, batching and matching of the learners with suitable volunteers as well as their training, providing literacy kits to learners and volunteers. Keeping track of the progress made by each learner-volunteer group; Nodal centre for mass mobilization activities; Technology centre; Centre for thematic courses on behalf of other departments. Based on local demand; Library and reading room; Venue for group discussion; Vocational and skill development and extension facility for other departments; Center for promoting sports and adventure and recreational and cultural activities; A composite information window and Data centre for Adult education besides any other activity related to the mission should also be entertained.

### V. Prepare a chart (Total Male, Female,) showing the percentage of literacy of Kerala from 1951 to 2011.

*Kerala-Percentage of Literacy*

| No | Year | Total | Male  | Female |
|----|------|-------|-------|--------|
| 1  | 1951 | 47.18 | 58.35 | 36.43  |
| 2  | 1961 | 55.08 | 64.89 | 45.56  |
| 3  | 1971 | 69.75 | 77.13 | 62.53  |
| 4  | 1981 | 78.85 | 84.56 | 73.36  |
| 5  | 1991 | 89.81 | 93.62 | 86.17  |
| 6  | 2001 | 90.92 | 94.20 | 87.86  |
| 7  | 2011 | 93.91 | 96.02 | 91.98  |

**Activity 8.5**

I. Write down five principles of Vocational Education.

1. VE enables each individual to capitalise upon his interest, aptitudes and intrinsic intelligence to the highest possible degree.
2. Vocational Education (VE) will be efficient in proportion as the environment in which the learner is trained is a replica of the environment in which he/she must subsequently work.
3. Effective VE can only be given where the training jobs are carried out in the same way with the same operations, the same tools and the same mechanism as in the occupation itself.
4. VE trains the individual directly and specifically in the thinking habits and the manipulative habits required in the occupation itself.
5. Effective vocational education for any profession, calling, trade, occupation or job can only be given to the selective group of individuals who need it, and can profit by it.

**Activity 8.6**

1. What is the meaning of Women Empowerment?

Empowerment means "to authorize". In this context, the people have to be authorized to have control over their lives. When applied in the context of development, the particular segment of population, the poor, the women, the vulnerable, the weak, the oppressed and the discriminated have to be "empowered" to have control over their lives to better their socioeconomic and political conditions. Empowerment often addresses members of groups that social discrimination processes have excluded from decision-making processes. "Empowerment is not giving people power; people already have plenty of power, in the wealth of their knowledge and motivation, to do their jobs magnificently. It encourages people to gain the skills and knowledge that will allow them to overcome obstacles in life or work environment and ultimately, help them develop within themselves or in the society.

Women empowerment generally has five components : firstly, women's sense of self-worth; secondly, their right to have the power of control in their own lives, both within and outside home; and lastly, their ability to influence the direction of social change to create a just social and economic order nationally, internationally and universally.

2. Why is women empowerment important?

Women's empowerment should focus on the holistic manifestation of womanhood. Women's empowerment should transcend the gender. The primary requirement is the social, economic, religious and political empowerment of women. Women have to come out of their homes and actively participate in reshaping the society. Women should be empowered in all spheres of life with an equal opportunity to lead an active public life. Then a collective change will occur in the society. Women empowerment in all spheres of life shall bring the necessary balance in nature. Economic empowerment of women is the first step towards progress.



## 8.9 Unit-End Questions

1. Explain the adult education movements in India after independence.
2. Describe the major functions of continuing education centres.
3. List the main characteristics of Lok Shiksha Kendras?
4. Explain the concept of vocational education.
5. Women employment leads to social development. Explain.



## 8.10 Additional Readings

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## Glossary

**Administration:** Rule/Reign

**Community development:** Bringing people together to explore their lives and issues and understanding the root causes of their concerns. Community development aims at promoting and developing socio-cultural and economic condition of a particular community.

**Continuing Education:** Life long education which adults voluntarily undertake.

**Decentralization of powers:** Administration at grass root level

**Empower:** To give strength and confidence

**Equivalency Education:** An alternative education programme equivalent to existing formal education

**Five Year Plans:** A government plan for economic development that covers a period of five years and specifies the goals to be reached within that period.

**Gramaswaraj:** Village self-governance

**Kudumbasree Mission:** Kudumbasree mission means prosperity of the family. It is the name of the women oriented, community based, state poverty eradication mission of the Government of Kerala.

**Literacy:** Ability to read and write alphabets and arithmetic.

**Lok Shiksha Kendra:** Adult Education Centre

**Non-Governmental Organisations:** It is a legally constituted organization created by natural or legal persons that operates independently from any form of government.

**Ombudsman:** An official appointed to investigate individuals complaints against an organisations, especially a public authority.

**Sustainable Development:** It is a pattern of economic growth that uses resources to meet the present needs without compromising the ability of future generations to meet their own needs.

**Panchayati Raj:** It is a system of governance with a three-tier-system of rural local Government which aims to decentralize the process of decision making and to shift the decision making centre closer to the people.

**Zilla Parishads:** It is an institution in the local government system at the district level in India and the third tier of the Panchayati Raj System. It looks after the administration of the rural area of the district and its office is located at the district headquarters



## Questions for Reflection

1. Conduct a field survey of 50 houses of your surrounding and prepare a report about the educational aspects of the householders.
2. Prepare a chart (Male, Female, Total) showing the percentage of literacy in Kerala from 1951 to 2011.
3. Assess the implications of Rural Development programmes through Local Self-Government Institutions.
4. As a social worker you have to visit Local Self-Government Institutions and explain different programmes and its impact on society.



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