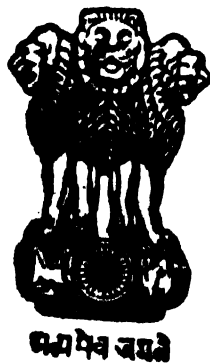


ESTIMATES COMMITTEE

THIRTY-EIGHTH REPORT 1956-57

MINISTRY OF COMMUNITY DEVELOPMENT
(COMMUNITY PROJECTS ADMINISTRATION)
PART I



LOK SABHA SECRETARIAT
NEW DELHI
December, 1956

C O R R I G E N D A

THIRTY-EIGHTH REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF COMMUNITY DEVELOPMENT (C.P.A.) - PART I.

Contents Page (ii), Chapter IV-H, read 'Total Impact of the Programme' for 'Summing up'.

Contents Page (ii), Chapter IV-H(a), read 'Community Projects Administration' for 'New Ministry of Community Development'.

Page 4, Line 20, read 'paper' for 'peper'.
read 'woollen' for 'wollen'.

Page 4, Line 22, read 'rashtra' for 'rahtra'.

Page 10, Para 22, Line 10, read 'known' for 'know'.

Page 12, Para 27, Line 7, read 'financial' for 'final'.

Page 13, Line 1, read 'latter' for 'later'.

Page 13, Para 32, Line 1, delete 'further'.

Page 15, Para 38, Item 3, read '84,113' for '18,113'.

Page 16, Line 1, read 'adjustment' for 'adjusted'.

Page 17, Para 44, delete line '9' and add 'certain tentative conclusions reached'.

P.T.O.

Page 17, Para 45, Last line, read 'Canal' for 'Canad'.

Page 26, Line 19, delete '-----' and insert '=' before 33000.

Page 28, Last line, add 'VI' after 'Appendix'.

Page 29, Para 79, Last line, read '53.7' for '57.3'.

Page 29, Para 80, Last line, delete 'from 2nd October,'.

Page 29, Para 81, Line 3, add 'from' after 'taken up'.

Page 31, Para 86, Item 4, read '11,000' for '1,100'.

Page 31, Para 86, Total, read '106,057' for '105,857'.

Page 44, Para 123, Line 1, read 'improving' for 'improve'.

Page 52, Para 136, Item (vi), read 'illiteracy' for 'literacy'.

Page 64, Para 164, Last but 1 line, read 'all of us' for 'of all us'.

Page 95, Appendix V, Serial No.3, Line 5, read 'Tanikhet'
for 'Tarikhet'.

Page 130, Serial No.21, Line 3, delete 'therefore'.

Page 130, Serial No.22, Line 4, read 'rises' for 'raises'.

Page 131, Serial No.23, Line 4, read 'some' for 'same'.

Page 132, Serial No.27, Line 27, delete 'and' insert 'in'.

Page 133, Serial No.28, Line 3, insert 'to' after 'however'.

Page 133, Serial No.31, Line 6, read 'feeling' for 'felling'.

Page 135, Serial No.33, Line 22, read 'mostly' for 'mainly'.

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1956-57**

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**Died on the 6th October, 1956.

INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Thirty-eighth Report on the Ministry of Community Development (C.P.A.) Part I.

2. In this report, the Committee have given a descriptive survey of the Community Development Programme in India, the set-up and function of the Programme Evaluation Organisation, and a general appraisal of the results achieved so far. The Committee propose to deal with other subjects such as Recruitment and Training, Conferences and Seminars, peoples' participation, Administrative Co-ordination, Planning and Research, as also the results achieved in different fields such as Agriculture, Irrigation, Animal Husbandry, Co-operatives etc. in their subsequent three reports.

3. The Committee wish to express their thanks to the Secretary and other Officers of the Ministry of Community Development (C.P.A.) for placing before them the material and information that they wanted in connection with the examination of the estimates. They also wish to thank the Director, Programme Evaluation Organisation and other officers of that Organisation for giving their evidence and making valuable suggestions to the Committee.

BALVANTRAY G. MEHTA,

*Chairman,
Estimates Committee.*

NEW DELHI;

The 1st December, 1956.

I. INTRODUCTORY

A. Introduction

Community means a body of men living in the same locality and to develop means to bring from a latent to an active or visible state. Community Development may, therefore, be taken to mean the bringing out of the potentialities of a body of men living in the same locality from a latent to an active state. The emphasis here is on activating the latent resources of a particular locality and this is what actually is the underlying idea behind the programme of "Community Development". The term is generally applied to Communities living in rural areas. Now the latent resources are diverse and so the term "Community Development" has often been identified with different programmes such as mass education, social development, social education, rural reform, collective farming and group living. In some countries it stands for such things as work projects, employment programme, resettlement schemes, extension service, welfare centres and many other schemes of social development.

B. Community Development in the World

Context

2. Rapid industrialisation of the various countries brought about large concentrations of human population in cities. It was much easier to confer various benefits arising out of scientific and technological progress on these cities than in the widely dispersed rural Communities. Thus, the urban areas made rapid progress in the economic, social and cultural fields whereas the rural areas lagged behind and remained merely to feed the urban populations and to serve as a dumping ground for the various consumer goods produced in factories in urban areas. The problem has been succinctly stated in the following terms in "Social Progress through Community Development", a U.N. Publication:

"In the world of to-day, there may be from three to five million rural 'Communities'—local groups possessing some cohesiveness and some common Institutions—ranging from nomadic tribes of fifty members upto densely settled agricultural villages of several thousand inhabitants. Such groups comprise up to eighty percent of the people of the so called economically less developed countries. During recent years as the Governments of these countries have assumed wider responsibilities for the promotion of economic development and human welfare, they have found in the rural Communities their most challenging problems. The impact of economic, social and technological changes

(ii) A community development programme is designed to stimulate and promote conditions for social, cultural and economic progress by co-ordinated methods which involve a primary emphasis on responsibility and action at the local level. A community development programme should include the following measures:

- (a) to educate, guide and assist the people for good citizenship by developing amongst other things, their latent potentialities, encouraging their initiative and civic consciousness, and evoking the desire for self-help and community action;
- (b) to secure by total mobilization of available resources, the participation on an essentially self-help basis, of the people whom the programme is designed to benefit;
- (c) to bring to the people of the community the benefits of modern scientific and technical knowledge in a form they can use to meet their own needs; and
- (d) to use democratic methods designed to ensure that progress is directed towards goals valued by the community and is of a character which contributes to the preservation of self-respect and the advancement of human dignity and freedom.

C. Concept of Community Development Programme in India

4. Though the programme of community development in its present form came into existence only in 1952, the concept of this programme is not new to the country.

5. According to the last census, 82.7 percent of India's population consisting of 295,000,000 persons live in 558,089 villages. Agriculture is the main occupation of the people. In the past, the people in the villages lived in harmony. They produced all their requirements and each member contributed to the happiness of the entire community. The villages had their *panchayats* which made laws and saw that they were observed and honoured by all members. Thus there was peace and order, harmony and co-operation and every member had the opportunity to grow in a democratic way and represented the growth of life and culture in India.

6. Gradually under the impact of a foreign rule lasting for more than a century and based on sheer exploitation, the once happy and contented rural community degenerated. The result was that a lethargic, culturally and physically isolated and inert rural community of millions of people was left at the base of the social structure.

7. Mahatma Gandhi for the first time perceived the imperative necessity of the uplift of the rural community in its true perspective and made this work the pivot of his constructive programme. As early as in 1929, he wrote in *Young India*, "To serve our villages is to establish Swaraj. Everything else is but an idle dream". In the

in the world has, by and large, not brought much benefit to these Communities, but has served rather to throw out of balance the traditional subsistence economy of the village and to impair its social and cultural integrity. The rural Communities are subject to overwhelming and disruptive pressures and attractions from within and without, population increases pressing on inadequate and often deteriorating land resources; new demands for consumer goods and social benefits, stimulated by mass communication and the population movements that have accompanied two world wars; wider opportunities to produce goods for the market rather than for subsistence or to migrate to the towns to work for wages. The traditional family and Community relationships tend to break down under these pressures; the rural people may respond with apathy, blank resistance to change, or extravagant hopes and demands."

3. It was, however, soon realised that this process of lop-sided progress of the urban areas at the cost of rural areas could not continue for ever, and that for a stable economy and general prosperity of the nation as a whole, development of rural areas was also equally necessary. This is how the idea of Community Development (with special reference to Rural Population) took roots. The United Nations Regional Conference on Community Development in South and South-East Asia held at Manila in December 1954 defined the aims and objects of the Community Development as under:—

- (i) Community Development must have a basic philosophy that is dedicated to the well-being of the people; that can be expressed in terms that are intelligible to the people, and is capable of inspiring them with the will to better living through their own effort and industry. Such a philosophy will doubtless include many of the aspirations expressed in Article 55 of the Charter of the United Nations, which reads:—

"With a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and self-determination of people the United Nations shall promote:

- (a) higher standards of living, full employment and conditions of economic and social progress and development;
- (b) solutions of international economic, social health, and related problems; and international cultural and educational co-operation; and
- (c) universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion."

Harijan of 29th August, 1936, he reminded the country, if the village perishes India will perish too. It will be no more India. Her own mission in the world will get lost". He brought out the existing and ideal relationship between the urban and rural communities in the following terms:

"We have to make a choice between India of the villages that are as ancient as herself and India of the cities which are creation of foreign domination. To-day the cities dominate and drain the villages so that they are crumbling to ruin. My Khadi mentality tells me that cities must subserve villages when that domination goes. Exploiting of villages is itself organised violence. If we want Swaraj to be built on non-violence, we will have to give the villages their proper place." (*Harijan*, 20th January, 1940).

The eighteen items which Gandhiji included in his programme for the emancipation of the villagers are: communal unity; removal of untouchability; prohibition; use of Khadi; promotion of village industries such as paddy husking, *gur* making, oil crushing, weaving, production of neem oil, the utilization of dead cattle; manufacture of hand-made paper, wollen blankets, etc., basic and adult education; rural sanitation; uplift of backward tribes; uplift of women; education in public health and hygiene; propagation of *rahtra bhasha*; love for the mother-tongue; organisation of *kisans*, labour and students; use of nature cures and promotion of economic equality.

8. To further elucidate his ideas on village work, in the '*Harijan*', dated July 26, 1942, Gandhiji wrote: "Every village's first concern will be to grow its own food crops and cotton for its cloth. It should have a reserve for its cattle, recreation and playground for adults and children. Then if there is more land available it will grow useful money crops, thus excluding *ganja*, tobacco, opium and the like. The village will maintain a village theatre, School and Public Hall. It will have its own water works, ensuring clean water supply. This can be done through controlled wells or tanks. Education will be compulsory up to the final basic course. As far as possible, every activity will be conducted on the co-operative basis. There will be no castes, such as we have today with their graded untouchability. Non-violence with its technique of *Satyagraha* and non-co-operation will be the sanction of the village community. There will be compulsory service by village guards who will be selected by rotation from the registers maintained by the village. The Government of the village will be conducted by the *panchayat* of five persons, annually elected by the adult villagers, male and female, possessing minimum prescribed qualifications. They will have all the authority and jurisdiction required. Since there will be no system of punishments in the accepted sense, this *panchayat* will be legislative, judiciary and executive combined to operate for its year of office. Any village can become such a Republic today without much interference even from the present Government whose sole effective connection with the villages is the exaction of village revenue. I have not examined here the question of relations

with the neighbouring villages and the centre, if any. My purpose is to present an outline of village government. Here there is perfect democracy based upon individual freedom. The individual is the architect of his own government."

9. Here is from a Master Mind, more or less a complete framework of a Community Development Programme which can hardly be improved upon.

10. It will thus be seen that the newly launched Community Development Programme in India has its foundation in the evolution of the Gandhian philosophy and concept of life, which the disciples of Gandhiji attempted to implement in numerous experiments. A number of voluntary projects of Community Development have been in existence in India for as long as thirty years. Many of those experiments served as testing grounds for methods in this field and familiarised the public at large with the significance of the local community in the National Life. Of equal significance as fore-runners of the nation-wide programme were the multi-purpose projects organised on a larger territorial scale at Etawah in the Uttar Pradesh and the even more extensive Firka Development Scheme in Madras. They became the proto types of the Community Projects contemplated in the First Five Year Plan.

11. The Planning Commission, in the First Five Year Plan defined the purpose of the Community Development and rural extension programme as under:

"Community Development is the method and Rural Extension, the agency through which the Five Year Plan seeks to initiate a *process of transformation of the social and economic life of the villages.*"

12. What is more significant is the following observations of the Planning Commission in respect of Community Development:

"There has to be a dominant purpose round which the enthusiasm of the people can be roused and sustained, a purpose which can draw forth from the people and those who assist them on behalf of the Government, the will to work as well as the sense of urgency. The aim should be to create in the rural population the burning desire for a higher standard of living, a will to live better."

"While the official machinery has to guide and assist, the principal responsibility for improving their own conditions must rest with the people themselves. Unless they feel that a programme is theirs and value it as a practical contribution to their own welfare, no substantial results will be gained."

13. Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission, while explaining the objectives of the Community Projects

and the National Extension Organisation at the Second Development Commissioners' Conference made the following pertinent observations:

"Rural India is making efforts to rebuild itself, transform its economic and its mental outlook. It is to assist in those efforts that the National Extension Organisation and the Community Projects are being established. The basic point is that we cannot solve India's rural problem unless we bring about a change in the mental outlook of the people, instil in them an ambition for higher standard of life and the will and determination to work for such standards."

He further added:—

"The question then arises—in what directions should we seek to bring about a change of outlook? The first direction that I would like to mention follows from what is recognized to be the greatest evil in rural life, *viz.*, the enormous volume of unemployment that exists in it. The main facts are known. Agriculture in India depends on the monsoon except in one-fifth of the cultivated area which is irrigated. In all the areas depending on the monsoon, agricultural operations are possible only for three or four months in the year, and even in those months there are many people engaged on agriculture who are not really needed in it but who stay on as they have nothing else to do. In the irrigated area, agriculture is possible for six or seven months but in other respects the picture is the same. Agriculture has thus to support a much larger population than is needed for effective agricultural operations. Over and above this, there is the fact that year after year about 3 to 3½ million people are added to the rural population. By adding up all this, you can easily realise the enormous amount of unemployment—or under-employment if you like to call it—that grips the countryside. Side by side with this unemployment, there is the fact that we have 'subsistence' agriculture, *i.e.*, land does not produce a fraction of what it can produce if existing scientific knowledge is applied. So, the two most prominent evils—they are really connected—are under-employment and under-production. The first direction in which we must change the outlook of the rural population is in regard to these evils. We have to lead them from chronic under-employment and under-production to full employment and full production.....

"The second direction in which we have to bring about the change is the need for community effort. We must make them realize that it is only by the community helping itself that improvements on the scale needed can be brought about. We all talk about the co-operative movement. I myself believe that it is in the application of the co-operative principle that solution can be found for all the problems facing the countryside..... The question immediately arises of

short-term credit for agriculturists. Without such credit, our idea of every family having a scheme of improvement for which it works cannot be realised. Though we have had co-operative societies in India for nearly forty years, we find after all these years that even in areas where co-operation is best developed only 30 per cent. of the families engaged in agriculture are eligible for obtaining credit on terms on which co-operative societies can offer credit to agriculturists. Only 30 per cent. are 'credit-worthy'. How do the rest—the 70 per cent.—become credit-worthy? The only way is for all the agricultural families in a village to realize how interlinked their interests are and to make joint efforts to improve production and other conditions in the villages. The well-to-do farmers should be made to see that they should assist the others in order that standards may rise in the village as a whole. This is the second point—the need for joint effort by the village-community to solve its own problems, for co-operation in the widest sense.

“The third direction is the need for community effort for work of benefit to the community as a whole. The villages need roads, tanks and so on. The villagers should feel that it is only by their own efforts that they can get all these needs supplied. The Government may assist with grants or loans to some extent but the main effort should be theirs. What I have said about works for community benefit applies also to the more permanent improvements that are needed in community schools, health centres, and so on. Here again the need for utilizing a portion of the vast unutilized energy in the country-side for the benefit of the community should be inculcated.”

14. The Committee have extensively quoted from the above speech, because it clearly brings out the objectives to be attained by the Community Development Programme. These objectives may be briefly summarised as under:

- (1) Leading rural population from chronic under-employment to full employment.
- (2) Leading rural population from chronic agricultural under-production to full production, by application of scientific knowledge.
- (3) The largest possible extension of the principle of co-operation by making the rural families credit-worthy.
- (4) Increased community effort for work of benefit to the community as a whole, such as village roads, tanks, wells, schools, community centres, children's parks etc. etc.

15. The extent to which these objectives are realised in the areas where Community Development and National Extension Service Programmes have been introduced may, therefore, be regarded as the measure of success achieved by these programmes.

II. COMMUNITY DEVELOPMENT PROGRAMME IN INDIA— A DESCRIPTIVE SURVEY

A. Introduction

16. In the past efforts were made by State Governments to improve the conditions in villages but as these efforts were made by different departments like Agriculture, Co-operation, Animal Husbandry, Education, Health etc. independently of one another without having a well-knit co-ordinated programme and common objectives pursued through specially trained agency, no tangible or lasting results could be achieved either in changing the outlook of the village people or in removing the rock of inertia which stood in the way of the betterment of the rural life.

17. Efforts were also made by the constructive social workers trained by Mahatma Gandhi in Sevagram in Madhya Pradesh, Poet Tagore at Shantiniketan, Mr. Spencer Hatch of Y.M.C.A. at Martandam for rural upliftment under a well thought out and comprehensive scheme. Experiments were conducted by Mr. F. L. Brayne in Gurgaon District in Punjab, under Sarvodaya Scheme in Bombay, Etawah and Gorakhpur in Uttar Pradesh and Firka Development Scheme in Madras in the same directions. But as all these efforts and experiments were limited in scope and area covered, no lasting success could be achieved in transforming the social and economic life of the village community as a whole.

18. Thought was also given in the past to the kind of organisation needed for village construction. As early as 1926, the Royal Commission on Agriculture commended the system of village guides devised by Mr. F. L. Brayne for his Gurgaon experiment. The Fiscal Commission in 1949 observed:

“In our view the greatest need at present in India is an Extension Service with the object of bridging the gap between research and the practices of producers, similar to those which have been found so valuable in U.K., U.S.A. etc. What we have in mind is an Extension Officer with the necessary staff for a group of 40 or 50 villages working on a demonstration farm. The officer will be the agent of all the Development Departments in the implementation of the schemes of improvement for the villages in the Centre and the guide and friend of the farmers in the area and in close contact with them.”

19. The Grow More Food Committee further developed the idea of Rural Extension Service and held that it was necessary to set up an organisation for intensive rural work which would reach every farmer and assist in the co-ordinated development of rural life as a whole

similar in conception to the 'Extension' or 'advisory' services in the U.S.A., U.K. and other countries. It recommended that for Extension Organisation the taluka or tehsil—the lowest administrative unit—consisting of 100 to 120 villages would constitute a convenient development block in charge of a Development Officer or Extension Officer. The Sub-Divisional Officer or Revenue Divisional Officer would have to be relieved of his other duties by a special Assistant appointed for the purpose so that he might perform the functions of the Extension Officer in his area. The Extension Officer at the Block level would have to be assisted by Technical Officers dealing with agriculture, animal husbandry and co-operation. This organisation would function as a team constantly consulting one another and exchanging experience. The organisation would establish the closest contacts with agriculturists and be their friend and guide. Below the Block level there would be—

- (1) a group of villages 5 to 10 in number with a population ranging from 5000 to 8000, and
- (2) the village itself.

20. So far as the question of success of any plan of rural reconstruction is concerned the Grow More Food Committee observed as under:—

"No plan can have any chance of success unless the millions of small farmers in the country accept its objective, share in its making, regard it as their own, and are prepared to make the sacrifices necessary for implementing it. The integrated production programme has failed to arouse enthusiasm for the reasons we have given. The food problem is a much wider one than mere elimination of food imports. It is the problem of bringing about such a large expansion of agricultural production as will assure to an increasing population progressively rising levels of nutrition. In other words, the campaign for food production should be conceived as part of a plan for the most efficient use of land resources by the application of modern scientific research and the evolution of a diversified economy. In its turn, agricultural improvement is an integral part of the much wider problem of raising the level of rural life. The economic aspects of village life cannot be detached from the broader social aspects; and agricultural improvement is inextricably linked up with a whole set of social problems. The lesson to be derived from the working of the G.M.F. programmes thus confirms the experience of States and private agencies engaged in village development. It is that all aspects of rural life are inter-related and that no lasting results can be achieved if individual aspects of it are dealt with in isolation. This does not mean that particular problems should not be given prominence but the plans for them should form parts of, and be integrated with, those for achieving the wider aims. It is only by placing this ideal—of bringing out an appreci-

able improvement in the standards of rural life and making it fuller and richer—before the country and ensuring that the energies of the entire administrative machinery of the States and the best non-official leadership are directed to plan for its realisation that we can awaken mass enthusiasm and enlist the active interest and support of the millions of families living in the countryside in the immense task of bettering their own condition.”

B. Community Development Programme as Envisaged by the Planning Commission

21. The Planning Commission which was set up in march 1950 by the Government of India charged to formulate a plan for the most effective and balanced utilisation of the country's resources, reviewed the entire question of rural reconstruction in the light of the recommendations of Grow More Food Committee and the past experience and laid down a 'Community Development Programme' in the 'First Five Year Plan' issued in December, 1952.

22. The Community Development Programme laid down by the Planning Commission provided for initiation of work in 55 Community Projects located in select areas in the several States of India. Each Project comprised of approximately 300 villages with a total area of about 450 to 500 square miles, a cultivated area of about 150,000 acres and a population of about 2,90,000. Each Project was further divided into 3 Development Blocks each consisting of about 100 villages and a population of about 97,000. Each Development Block in turn was divided into groups of 5 to 10 villages each, each group being the field of operation for a village level worker now known as 'Gram Sevak'.

(a) Main lines of activity

23. The Planning Commission considered that intensive development of agriculture, the extension of irrigation, rural electrification and the revival of village industries, wherever possible, with the help of improved technique, accompanied by land reform and a revitalised co-operative movement were programmes closely related to one another, and together calculated to change the face of the rural economy and laid down the following as the main lines of activity to be undertaken in a Community Project:

1. Agriculture and related matters.
2. Irrigation.
3. Communications.
4. Education.
5. Health.
6. Supplementary employment.
7. Housing.
8. Training.
9. Social welfare.

(b) *Administrative set up*

24. For the organisation to be set up to tackle the work in Community Development projects the Planning Commission laid down as under:—

*“Centre—*For the implementation of the Community Development Programme, the Central Organisation will consist of a Central Committee (the Planning Commission has been designated as the Central Committee) to lay down the broad policies and provide general supervision, and an Administrator of Community Projects under the Central Committee. The Administrator will be responsible for planning, directing and co-ordinating the Community Projects throughout India under the general supervision of the Central Committee and in consultation with appropriate authorities in the various States. He will be assisted by a highly qualified executive staff to advise him on administration, finance, personnel, community planning and other matters.

*States—*At the State level, there will be a State Development Committee or a similar body consisting of the Chief Minister and such other Ministers as he may consider necessary. There will also be a State Development commissioner or a similar official who will act as the Secretary to the State Development Committee and will be responsible for directing community projects in the State. Where the work justifies it, there may in addition be a Deputy Development Commissioner specially in charge of Community Projects.

*District—*At the District level, there will be, wherever necessary, a District Development Officer responsible for the Community Development Programme in the district. This officer will have the status of an Additional Collector and will operate under the directions of the Development Commissioner. He will be advised by a District Development Board consisting of the officers of the various departments concerned with Community Development, with the Collector as Chairman and the District Development Officer as executive Secretary.

*Projects—*At the Project level, each individual Project unit (consisting of a full project or one or more Development Blocks where there is not a full project) will be in charge of a Project Executive Officer. In the selection of Project Executive Officers, special regard will be paid to experience, general outlook, understanding of the needs and methods of Community Development, capacity for leadership and ability to secure both official and non-official co-operation. Each Project Executive Officer in charge of a full project, will have on his staff approximately 125 supervisors and village level workers, who will be responsible for the successful operation of all activities at the Project Level. This

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

(c) Provision made for People's participation

25. The Planning Commission rightly laid considerable stress on the importance of ensuring right from the start the people's participation, not only in the execution of the Community Development Project but also in its planning. It made provision for the setting up of a Project Advisory Committee which was to be as representative as possible of all the non-official elements within the project area. It also directed that the Community Projects Organisation should avail of all non-official local voluntary organisations in securing participation of the villagers in the execution of the programme.

(d) Criteria for selection of sites for Community Projects

26. The Planning Commission in the programme laid down for Community Development Projects stated that as the increased agricultural production was the most urgent objective, one of the basic criteria in the selection of the first set of project areas was to be the existence of irrigation facilities or assured rainfall. In assessing irrigation facilities and the possibilities of development, irrigation from river valley projects, from tubewells as well as from minor irrigation works was to be taken into account. In States like West Bengal and Punjab with a large population of displaced persons, the selection of project areas was to aim also at helping the resettlement of such persons. Seven areas were selected on the ground of their being inhabited predominantly by Scheduled Tribes.

(e) People's contribution to the Programme

27. The Planning Commission suggested that a qualifying scale of voluntary contribution, either in the form of money or of labour, should be laid down and this contribution would be a condition precedent to development schemes being undertaken under the Community Development Programme. In respect of backward areas and areas predominantly populated by Scheduled Castes and Scheduled Tribes where it may not be possible for the villagers to make any final contribution, the Planning Commission proposed that in such areas, the villagers should be asked to contribute by way of labour effort required for executing the works programme under various heads. The Planning Commission also proposed that if the people were to be trained to be the builders of the future, the works had to be entrusted, even at certain risks, to the people themselves through their representative agencies, the Government furnishing the technical assistance and the essential finance.

C. Application of Programme.

(a) Indo-U.S. Technical Co-operation Programme Agreement

28. In January, 1952 a Technical Co-operation Programme Agreement was entered into between the Governments of India and

U.S.A. under which the later agreed to provide financial and technical assistance for speeding up development projects in India, special attention being paid to the encouragement of co-operative endeavour by the people themselves and to community development schemes. In pursuance of this Agreement an Operational Agreement No. 8 was signed by the two Governments in May 1952 providing for what is known as the "Community Development Programme" for approximately 55 projects of rural development located in selected areas in the several States of India. In December, 1952 a supplement to this Operational Agreement was signed between the Governments of India and U.S.A. whereby 55 additional development blocks were to be started in India. Not more than 6 of these were intended to be of the composite type.

29. A copy of the Operational Agreement No. 8 laying down the 'Community Development Programme' to be pursued in India together with the Supplement thereto is enclosed as Appendix I.

(b) *Organisation at the Centre.*

(i) *Central Committee.*

30. In accordance with the terms of the Indo-U.S. Technical Co-operation Programme Agreement, the Government of India designated a Central Committee consisting of the members of the Planning Commission and under it an Administrator of Community Projects.

31. The Central Committee as per the terms of Technical Co-operation Programme Agreement is to determine the broad policies and provide general supervision of the agreed projects under the Technical Co-operation Programme Agreement. The Central Committee is also responsible for developing, in consultation with the appropriate authorities in the various States in India, the programme of economic development and technical co-operation covered by the Agreement. It is assisted by an Advisory Board consisting of the Secretaries of Central Ministries of Food & Agriculture, Finance, Health, Education, the Additional Secretary of the Ministry of Natural Resources and Scientific Research and the Government of India's nominee of the Indo-U.S. Technical Fund.

32. The Ministry of Community Development further informed the Committee that the Central Committee was kept informed of the progress of work from time to time through periodical reports prepared by the Community Projects Administration. Besides, the Programme Evaluation Organisation, which was an independent organisation outside the Community Project Administration entrusted with the task of an objective evaluation of the working of the programme, also submitted annual reports giving its own assessment of the progress, the manner in which the programme was being implemented together with suggestions for its improvement.

33. As regards reference to the Central Committee the procedure followed was that all important matters were submitted for the approval of the Deputy Chairman, Planning Commission and action was taken

in accordance with his directions. Where, however, the Deputy Chairman felt that the matter should be referred to the Central Committee, the necessary orders were issued by him. Approval of the members of Central Committee was generally obtained through circulation of papers. Formal meetings of the Central Committee especially held to discuss any problem relating to Community Projects and N.E.S. programme were not very frequent. The Community Project and N.E.S. programme being a part of Five Year Plan came up occasionally for discussion in the meetings of the Planning Commission.

34. The representative of the Ministry of Community Development informed the Committee that even with the creation of a separate Ministry of Community Development, the Central Committee would continue to function as before. The representative further added that it was the top most policy making body consisting of the members of the Planning Commission and also the Minister for Food and Agriculture. So far as the formal meetings of the Central Committee were concerned the representative of the Ministry informed the Committee that the Central Committee and the Planning Commission were indistinguishable. The Planning Commission met practically every day or alternate day and whenever odd problems came up, these were included in the agenda of the Planning Commission and there was an imperceptible change over from the Planning Commission into the Central Committee and *vice versa*. They discussed the problems and certain decisions were embodied. On other occasions proposals were put up to the Deputy Chairman of the Planning Commission. He considered them and if he thought that the proposals were such as it would be desirable to obtain the view of other members of the Central Committee, the views were obtained either by circulation or by a specific meeting of the Committee. The Central Committee was, not, however, meeting as a separate Committee.

35. In view of the creation of a separate Ministry for Community Development, the Committee have the following two specific suggestions to offer:

- (1) The Central Committee should meet formally at stipulated intervals to review the progress made in the Community Development Programme and give specific direction in broad policy matters;
- (2) A Central Advisory Committee consisting of officials and non-officials who are economists, sociologists, psychologists and those who have given thought to the problems of Community Development Programme should be formed to advise the Ministry of Community Development in the Centre. Suggestions of this Committee should be given earnest consideration.

(ii) *Community Projects Administration.*

36. The Community Projects Administration was established on 31st March, 1952 to implement the Community Development Projects undertaken in pursuance of the Indo-American Technical Co-operation

Programme. Till recently the Organisation functioned as an independent administrative unit under an Administrator appointed for the purpose. Though the actual implementation of the Community Development Programme is the responsibility of the State Governments the Community Projects Administration is responsible for planning, directing and co-ordinating the Community Projects throughout the country under the general supervision of the Central Committee and in consultation with appropriate authorities in the various States. The Administrator was assisted by a highly qualified executive staff in the field of agriculture, irrigation, education, social education, cottage industries, co-operation, health, training, rural economics and public relations. Further, the Community Programme Administrator is assisted by a team of advisers drawn from the various Central Ministries interested in the different aspects of Community Development work. At the beginning the Community Projects Administration consisted of a very small staff but it has since grown into a big organisation with secretariat staff and technical experts. With effect from the 20th September, 1956 a separate Central Ministry has been created for the Community Development known as the Ministry of Community Development. The post of the Administrator has since been abolished, and its incumbent Shri S. K. Dey has been appointed as a Minister in charge of the new Ministry. It has, however, been decided to continue the term 'Community Projects Administration' as its abolition is likely to create confusion at this stage.

37. A statement showing the existing set up of the community Projects Administration is enclosed as Appendix II.

38. The Committee observe from the Budget figures of C.P.A. that the expenditure on office establishment of C.P.A. has been as under during the last five years.

| | <i>Actual</i> 1952-53 | <i>Actual</i> 1953-54 | <i>Actual</i> 1954-55 | <i>Revised</i> <i>Estimates</i> 1955-56 | <i>Budget</i> <i>Estimates</i> 1956-57. |
|------------------------------|--------------------------|--------------------------|--------------------------|---|---|
| 1. Pay of officers. | 78,638 | 1,82,514 | 2,97,350 | 3,56,000 | 4,74,000 |
| 2. Pay of Establishment. | 57,848 | 1,21,816 | 1,63,101 | 2,26,000 | 3,44,000 |
| 3. Allowances and Honoraria. | 18,113 | 1,64,823 | 2,73,339 | 2,95,000 | 4,75,000 |
| 4. Other charges. | 75,319 | 2,60,785 | 1,50,397 | 7,13,000 | 4,17,000 |
| | <u>2,95,918</u> | <u>7,29,938</u> | <u>8,84,187</u> | <u>15,90,000</u> | <u>17,10,000</u> |

39. The Committee observe that the expenditure has been progressively increasing and recommend that a strict watch should be kept to arrest this trend. It is noticed that there is a sudden and steep rise in the revised estimates for 1955-56 under the heading "Other Charges". This was explained to be due to the provision made

for adjusted of expenditure on film units, station and hand cameras obtained through the T.C.M., Service Postage, telephones, adjustment of cost of staff car, preparation of documentary film "Road to New India", books and publications, furniture, purchase of type-writers, hot and cold weather charges administrative intelligence seminars, cart and coolie hire etc.

40. The Committee also observe that the expenditure under "Allowances and Honoraria" is on the high side. Budget estimates for 1956-57 indicate that expenditure under this head is expected to rise further. The Committee suggest that the position should be reviewed carefully by the Ministry to see whether this expenditure cannot be reduced and brought down to the level of the Revised Estimates for 1955-56 for the same item.

(c) Selection of sites for Community Projects

41. In January, 1952, the Planning Commission addressed the State Governments in the matter and requested them to recommend the names together with the necessary particulars of twice as many areas as the number of community projects that were tentatively allotted to them so as to enable the Planning Commission to select out of the suggested areas a number of areas equal to that allotted to each State. The Community Projects Administration considered the suggestions received from the State Governments regarding sites for community projects in order to determine their suitability from the stand point and the criteria laid down by the Planning Commission as mentioned earlier and prepared a consolidated statement of the suggestions and submitted the same to the Central Committee for selection of the sites for community projects. The Central Committee examined the suggestions carefully, called for the names and particulars of additional areas in the States where necessary and after the examination was complete, finally communicated to the State Governments in March, 1952 their recommendations regarding the areas that should be taken up for development as community projects.

42. The C.P.A. further informed the Committee that in respect of Community Projects of 1952-53 and Community Development Blocks of 1953-54, the State Governments were advised to follow the following criteria in the selection of the areas for location of the Projects:

- (i) Increase in agricultural production;
- (ii) Development of the area inhabited by Scheduled Tribes and other backward classes; and
- (iii) In the case of States like West Bengal and Punjab, resettlement of displaced persons.

(d) Preliminary survey of community project areas

43. Following the selection of sites for community projects in the different States, the Community Projects Administration requested the State Governments in April 1952 to undertake detailed surveys of the project areas allotted to them as a first step to the formulation

of actual schemes of development. For this purpose an elaborate proforma calling for detailed information on the various features of the project areas was prepared by the C.P.A. and sent to the State Governments.

44. In order to promote a concerted approach and to establish uniform procedure for the implementation of the community project scheme in different areas, a week's conference on Community Projects was held in Delhi with the Development Commissioners of the State Governments in May 1952. General problems relating to the community development programme, namely, field operations, training of Officers, financing and accounting procedures, projects and equipment, publicity, people's participation etc. were discussed and Pepsu and the Jamma Canal Headworks, Tajewala in Punjab.

(e) Training for the first batch of Project Executive Officers

45. An orientation and training course for the Project Executive Officers from the different States was held at Nilokheri from July 21 to August 16, 1952. The training programme commenced with an inaugural address by the Prime Minister, by radio from Delhi followed by a talk by the Administrator of Community Projects. The instructional work at the Centre was organised by the Community Project Administration with the assistance of officers of Planning Commission, the Ministries of Government of India, the State Governments, the T.C.A. and the Ford Foundation as also with that of a number of non-officials including Members of Parliament. In addition to attending lectures and participating in discussions, the Project Executive Officers took part in regular work in the villages of the Development Block around Nilokheri and also visited selected projects like Etawah Project in Uttar Pradesh, Bhadson Project in Pepsu and the Jamna Canal Headworks, Tajewala in Punjab.

(f) Community Projects undertaken in 1952-53

46. As already stated, the Operational Agreement No. 8 signed on the 31st May, 1952, provided for starting of work in 55 Projects of rural development in selected areas in the different States. On the 2nd October, 1952, the anniversary of Gandhiji's birthday, the Community Development Programme was inaugurated in the different States of India to mark the commencement of programme on a pilot scale in 55 project areas. The inaugural ceremonies were marked by keen public enthusiasm and consisted principally of various types of community development work such as the construction of roads, the digging of wells, the opening of schools, planting of trees etc. On this occasion the dignity of labour was demonstrated by Ministers and high officials themselves performing manual work. The preliminary work had started earlier during the year after the first Development Commissioners' Conference held in May, 1952.

47. The 55 projects initially allotted to the State Governments were scattered all over the country—each project comprising of roughly 300 villages with a population of about 2.9 lakhs and a total area of about 450-500 square miles. Each project was divided

into 3 blocks of 100 villages each with a population of about 97,000 and a total area of 150 square miles, and thus the 55 projects were made up of 167 development blocks. Of the 55 Projects allotted in the year 1952-53 the development work was actually started on October 2, 1952 in 77 blocks only. The remaining Blocks were taken up during 1953. Expenditure provided for each Development Project was Rs. 65 lakhs and for each Development Block Rs. 21 $\frac{3}{4}$ lakhs for a period of 3 years. Initially the period of 3 years was fixed for completion of work in each Block but as the initial Projects/Blocks suffered from several handicaps in the initial stages which retarded the pace of progress the period of operation was extended by one year on the recommendation of Third Development Commissioners' Conference in May 1954 and they continued to operate upto 30.9.56. A statement showing all Community Projects and Development Blocks allotted for 1952-53 is given in Appendix III.

(g) Community Projects and Community Development Blocks undertaken in 1953-54

48. On October 2, 1952 the day when the Community Development Programme was inaugurated in the country, actual work was started in the first development blocks of the full projects and in the individual development blocks in places where only such blocks were allotted and thus the actual work was started in a total of 77 development blocks on the inauguration day.

49. From April 1953 onwards work was started in the second and third development blocks of the full projects and by June 1953, 67 such blocks started functioning. By October 1953 work was started in another 23 development blocks and so all the 167 development blocks of the first 55 Community Projects were thus covered. These included all the Community Projects and Community Development Blocks allotted for 1952-53 under the Indo-U.S. Operational Agreement, as well as one Development Block for N.E.F.A. and three Development Blocks for Jammu & Kashmir allotted outside that Agreement.

50. In pursuance of the supplement to the Operational Agreement No. 8 entered into on the 6th December, 1952, it was proposed to start 55 additional Community Development Blocks during 1953-54, each Block consisting of an average of 100 villages and covering an area of 150 to 170 square miles and a population of about 66000 people. Out of 55 development Blocks only 53 were allotted to the State Governments and the work was started in 51 Blocks during 1953-54. In accordance with the decision taken by the Central Committee, the expenditure for these Development Blocks was limited at Rs. 15 lakhs per Development Block for a period of 3 years as compared with an estimated ceiling expenditure of Rs. 21 lakhs per Development Block allotted for the year 1952-53.

A statement showing all the Community Development Blocks allotted for 1953-54 is given in Appendix IV.

(h) Summary of intensive programme for Community Projects and Community Development Blocks.

51. At the time when Community Development Programme was being thought out, food had to be given the top priority because the year 1951 happened to be the year of peak food imports and the country was being drained of a very large volume of worthwhile resources which could be utilised for other purposes. The following activities with top priority were, therefore, included in the programme to be pursued in Community Projects undertaken in the years 1952-53 and 1953-54:—

(a) Agriculture and Allied Fields.—

- (i) Reclamation of available virgin and waste lands;
- (ii) Provision of water for irrigation through canals, tubewells, surface wells, tanks, lift irrigation from rivers, lakes, pools etc. ;
- (iii) Provision of quality seeds, improved agricultural techniques, veterinary aid, improved agricultural implements, marketing and credit facilities, breeding centres for animal husbandry, soil research and manures;
- (iv) Development of inland fisheries, fruit and vegetable cultivation, arboriculture including planting of forests and reorganisation of dietetics.

(b) Communication.—Provision of roads, encouragement of mechanical road transport.

(c) Education.—Provision of compulsory and free education at the elementary stage, high and middle schools, social education and library services.

(d) Health.—Provision of sanitation and public health measures, medical aid for the ailing, pre-natal and ante-natal and midwifery services.

(e) Training.—

- (i) Refresher courses to improve the standard of existing artisans,
- (ii) Training of agriculturists, extension assistants, supervisors, artisans, managerial personnel, health workers and executive Officers for projects.

(g) Employment.—

- (i) Encouragement of cottage, medium and small-scale industries,
- (ii) Encouragement of employment through planned distribution, trade, auxiliary and welfare services.

(g) Housing.—Provision of improved techniques and designs for rural housing and housing in urban areas.

(h) Social Welfare.—

- (i) Provision of community entertainment based on local talent and culture; audio-visual aid, instruction and recreation.
- (ii) Organisation of local and other sports, melas and co-operatives and self-help movement.

(i) Progress of Community Projects during First year upto September 1953

52. The Committee observe that the total expenditure for which Budget approval was given for three years of the programme in respect of Community Projects/Community Development Blocks allotted in 1952-53 amounted to Rs. 21.95 crores. The total target of Government expenditure for 1952-53 at the rate of one-third of the total expenditure for one year ending September 1953, therefore, comes to Rs. 7.74 crores. As against this target, a total expenditure of Rs. 2.45 crores including expenditure on imported equipment was incurred by the Government in the Project areas up to September 1953. Thus the total expenditure incurred amounted to about 24 per cent. of the expected expenditure which shows that there was a heavy short fall in actual Government expenditure. The progress of Government expenditure under the different heads during the year ending September, 1953 considered in relation to the target expenditure is indicated in the following table as published by the C.P.A. in their Administrative Report for 1953-54:

| Head of expenditure | Actual expenditure incurred during the year ending September 1953 expressed as a percentage of the relevant target |
|-------------------------------------|--|
| 1. State and Project Headquarters. | 70.05 |
| 2. Agriculture and Animal Husbandry | 33.20 |
| 3. Irrigation | 18.85 |
| 4. Reclamation | 6.83 |
| 5. Health and Rural Sanitation | 16.43 |
| 6. Education and Social Education | 14.53 |
| 7. Communications | 14.67 |
| 8. Arts and Crafts | 4.65 |

53. The Committee notice that the lowest ratios of the actual expenditure to the target were in respect of Arts and Crafts and Reclamation. The C.P.A. attributed the short-fall in expenditure to the following reasons:

- (a) the first 6 months of the year were spent mostly in the conducting of surveys and in the formulation and approval of programmes and budgets; and

- (b) because the execution of the programme in the initial stages was hampered by the lack of trained personnel.

54. Be that as it may, the heavy shortfall clearly indicated lack of proper advance planning and totally inadequate co-ordination between the Centre and the States.

D. National Extension Service

(a) *Need for National Extension Service*

55. The experience of the first 55 Community Projects and the enthusiasm that they aroused emphasised the need for rapid expansion of rural development Programme to other parts of the country. The Government of India, therefore, decided to launch alongside the Community Development Projects a programme of rural extension which was somewhat less comprehensive in character, called the "National Extension Service".

(b) *Aims and Objects of Extension Service*

56. As stated earlier the Grow More Food Committee had developed the idea of Rural Extension Service and recommended establishment of national extension organisation for interim rural work which could reach every farmer and assist in the co-ordinated development of rural life as a whole. The recommendations of the Grow More Food Committee fall in three broad categories. Firstly, the Committee recommended that there should be an organised National Extension movement covering the entire country within a period of 7 or 8 years. Secondly, it laid down a pattern of the official and non-official organisation at various levels (*viz.* the State level, the District level, the Sub-Division level and the Village level) best suited to the needs of rural development. Thirdly, it recommended Central aid to the establishment of the service in States.

57. The recommendations of the Grow More Food Committee were endorsed by the Planning Commission and it described the 'National Extension Service' as the agency through which the First Five Year Plan sought to initiate a process of transformation of the social and economic life of the villages. The Planning Commission, therefore, made provision in the First Five Year Plan for the Central Government to assist State Governments in establishing extension organisations so as to bring the entire rural area under extensive development within a period of above 10 years. During the period of First Five Year Plan about 120,000 villages were to be brought within the operations of the extension, that is, nearly one-fourth of the rural population.

58. The Planning Commission described the aims and objects of the National Extension Service as under:

"The organisation of extension service with the object of securing increased production and raising the standard of village life is a new undertaking. Extension is a continuous process designed to make the rural people aware of their

problems, and indicating to them ways and means by which they can solve them. It thus involves not only education of rural people in determining their problems and the methods of solving them, but also inspiring them towards positive action in doing so. It is, therefore, of the highest importance that for this task, personnel of the right type should be obtained who will take to their work with zeal and enthusiasm. The qualities required are not only the ability to acquire knowledge but also dedication to the task of serving the rural people and the development of a will to find solutions for their problems. People from village surroundings with experience of practical farming are likely to prove of special value as extension workers."

59. The Deputy Chairman of Planning Commission Shri V. T. Krishnamachari described the basic principles on which the National Extension Service movement lays stress as under:—

"Firstly, all aspects of rural life and inter-related programmes of improvement should be comprehensive though there might be emphasis on special sides of it. Secondly, the motive force for improvement should come from the people themselves. Self-help is at the root of all reform. The State only assists with supplies and services and credit. The vast unutilised energy lying dormant in the country side should be harnessed for constructive work, every family devoting its time not only for carrying out its own programmes but also for the benefit of the community.

Thirdly, the Co-operative principle should be applied, in its infinitely varying forms, for solving all problems of rural life."

(c) *Inter-relations between Community Development Programme and the National Extension Service*

60. The Deputy Chairman of Planning Commission described the inter-relation between Community Development programme and the N.E.S. as under:—

"It is necessary to explain the inter-relation between the Community Development Programme and the National Extension Service. The movements have identical aims. The N.E.S. is a permanent organisation and will cover the whole country. It provides the basic organisation—official, non-official and a minimum financial provision for development. Further funds will be found from the Central Government's assistance to States for different kinds of development and the States' own allotments under different heads. N.E.S. blocks in which successful results have been achieved with the maximum popular co-operation are selected for intensive development for a period of 3 years. These are called 'Community Projects'. In these the works' programme is more comprehensive. How many N.E.S. blocks can be taken up every

year for such temporary intensive development will depend on the available financial resources and local support and enthusiasm.

The aim of National Extension Service is not merely to provide for ample food, clothing, shelter, health and recreational facilities in the village. All these are there. But more important than all this material improvement is the realisation that what is required is a change in the mental outlook of the people, instilling in them of an ambition for higher standards of life and the will and the determination to work for such standards. This is essentially a human problem—how to change the outlook of the 70 million families living in the countryside, arouse enthusiasm in them for new knowledge and new ways of life and fill them with the ambition and the will to live a better life. This is indeed one of the most difficult problems that ever faced a nation in the history of the world."

(d) *Details of National Extension Service Programme*

61. The second Development Commissioners' Conference on Community Projects held in New Delhi from 16th to 19th April under the Chairmanship of Shri V. T. Krishnamachari, Deputy Chairman Planning Commission considered the question of an organisation of National Extension Service and expansion of the Community Development Programme.

62. The C.P.A. addressed all the State Governments on 29th April, 1953, on the question of organisation of a National Extension Service giving an outline of the organisation as under:—

(i) *Coverage of area:*

It was proposed that the N.E.S. be organised to cover about $\frac{1}{4}$ of the country during the First Five Year Plan period from 1951 to 1956. This meant initiation of work in 1200 development blocks each consisting of 100 villages and each covering a population of about 66,000 people. In terms of population this meant that about 74 million people out of a total rural population of 295 millions were to be embraced by the programme during the period concerned. The existing 55 Community Projects and additional 53 Community Development Blocks were regarded equal to 300 Development Blocks and the following programme was laid down for taking up 900 National Extension Service Development Blocks during the rest of the First Five Year Plan period:—

| Year | No of N.E.S. Blocks |
|---------|---------------------|
| 1953-54 | 180 |
| 1954-55 | 270 |
| 1955-56 | 450 |
| | <hr/> |
| | 900 |

(ii) Main contents of the N.E.S. Development Programme:

63. Main contents of the programme for a National Extension Service Development Block were fixed as under:—

- (a) Staff and necessary equipment;
- (b) Administrative buildings (for instance, office accommodation) seeds, implements and stores etc;
- (c) A small 'works' programme forming a nucleus around which the staff would be engaged in productive activities in respect of basic amenities; and
- (d) Medium terms loans for minor irrigation schemes and the short term loans for providing credit facilities to villagers.

(iii) Administrative set-up:

64. It was proposed that the National Extension Service be organised in units of one or more Development Blocks so as to constitute a compact administrative charge under a sub-Divisional Officer or a sub-Collector. Normally an administrative unit under a sub-Divisional Officer would comprise of 300 villages.

65. The existing staff of the various development departments in the area was proposed to be absorbed in the N.E.S. Organisation with such orientation and training as may be necessary. The expenditure on the salaries etc. of such staff would continue to be borne by the State Governments as before. For the purpose of estimating expenditure on an N.E.S. Block it was assumed that one-fourth of the staff required already existed in the area and the financial provision under the scheme was, therefore, required only for the additional staff necessary.

State level:

66. It was suggested accordingly that in the States, there should be a single authority responsible for the implementation of both N.E.S. and Community Development Programme. There should be a State Development Committee or a similar body consisting of the Chief Minister and the Ministers in charge of Development Departments for laying down general principles of policy. The Development Commissioner at the State level would be the Secretary of this Committee. At the official level the Development Commissioner would be the leader of the team consisting of the Heads of Departments or Secretaries to Government in the various Development Departments. He would act as the co-ordinating officer for all these departments and would be responsible to see that the work in different departments proceeded along the lines indicated in the overall plan for the State. In view of the difficult nature of the work with which the Development Commissioner will be entrusted, it was considered necessary for him to be a very senior and competent officer. In some States it might be possible for the Chief Secretary to exercise these functions, he being relieved

of some of the normal duties of the Chief Secretary by a Special Officer. In other States the Chief Secretary might go on discharging his normal functions, entrusting the development functions to an Officer who would be of the rank of an additional Secretary.

District level:

67. To achieve co-ordination at District, sub-Divisional and Block level functions similar to those of the Development Commissioner were to be entrusted to the Collector, sub-Divisional Officer and the Block Development Officer respectively. The technical officials belonging to different development departments were for purposes of co-ordination subject to the supervision of the General Administrative Officer of the appropriate level, namely, a Block Development Officer at the Block level, the sub-Divisional Officer at the sub-Division and the District Officer at the District level.

68. In each District there was to be a District Planning Committee with the Collector as its Chairman and the District Planning Officer as its Secretary. All the District Heads of Development Departments were to be represented on the Committee and the Chairman and Vice-Chairman of the District Board were also to be included.

Village level:

69. The multi-purpose village level worker (now known as Gram Sevak) was to be the last link in the administrative set-up who was to look after 5 to 10 villages.

70. The significant thing about the proposed Administrative arrangement is that it aims at transformation of the existing general administrative cadre of the Government into welfare cadre rather than the establishment of a separate welfare cadre distinct from the normal machinery of the Government. This means that the machinery devised for revenue collection and maintenance of law and order is being changed into a welfare Administration and the resources of all the Development Departments of the Government are being co-ordinated to the maximum advantage for a concerted approach to the problem of rural development.

(iv) Pattern of staff and expenditure for each N.E.S. Development Block

71. The estimated expenditure of a N.E.S. Development Block is of the order of 7.5 lakhs for a period of 3 years. The staff consist of one Block Development Officer, three Extension Officers (for agriculture, animal husbandry, co-operative and panchayats), two Social Education Organisers (one man and one woman), one overseer and 10 village level workers. This staff is inclusive of the existing staff of the various Development Departments in the area.

72. Following are the details of staff and the expenditure for a N.E.S. Development Block—unit of 100 villages—for a period of 3 years:—

(i) *Personnel:*

| | Rs. |
|--|-------------------|
| 1 Block Development Officer to assist the S.D.O. (250—400) at Rs. 350/- p.m. | 4,200 per annum |
| 3 Extension Officers (for agriculture animal husbandry, cooperation and Panchayats). | 9,000 „ „ |
| 2 Social Education Organisers (One man and one woman) at Rs. 125/- p.m. | 3,000 „ „ |
| 1 Overseer with public health bias at Rs. 250/p.m. | 3,000 „ „ |
| 10 Village Level Workers at Rs. 100/- p.m. | 12,000 „ „ |
| 1 Accountant-cum-Storekeeper, 1 typist-clerk and 3 Class IV Staff. | 6,000 „ „ |
| Maintenance of Jeep, including pay of driver | 3,500 „ „ |
| TOTAL FOR ONE YEAR | 44,000 „ „ |

It is assumed that one-fourth of staff already exists. Therefore the cost of additional staff required for one year :

44,000—11,000—33,000

Cost of staff for three years 99,000 or
1,00,000 (rounded)

| | |
|--|-----------------|
| II. Transport (one jeep with trailers) Office equipment, cycles, furniture, fixtures, fitting, building for office, seeds, implements and stores | Rs. 50,000 |
| III. Local Works (including roads, culverts public health, sanitation, drainage, etc., | 1,50,000 |
| IV. Social Education (including prizes, etc. for farmers and miscellaneous schemes) | 25,000 |
| V. Grants in-aid in respect of recurring expenditure for schools, hospitals, and other local institutions | 25,000 |
| VI. Loan in respect of minor irrigation schemes | 1,00,000 |
| VII. Loan for providing short-term credit facilities | 3,00,000 |
| TOTAL COST | 7,50,000 |

i.e. 7½ lakhs

Analysis of cost:

| | |
|---|-------------|
| Total cost for three years. | 7.5 lakhs |
| Recurring expenditure. | 1.5 lakhs |
| Non-recurring expenditure | 2.0 lakhs |
| Loan. | 4.0 lakhs. |
| Share of Central Government (50% of recurring and 75% of non-recurring expenditure plus loans other than short-term loans) Rs. 2.25 plus 1.0 lakhs | 3.25 lakhs. |
| Share of States. | 1.25 lakhs |
| Short-term loans to be provided through the Reserve Bank of India, Co-operative Societies and State Governments. | 3.0 lakhs. |

The resources available with the State Governments under G.M.F. Scheme, minor irrigation schemes, schemes relating to education; health, communication etc., which were in the State Governments' Five Year Plan were to be applied to this programme to the maximum extent possible.

(v) Selection of areas for N.E.S. Development Blocks

73. These blocks were mainly to be concentrated in areas with the largest potentiality of food production and for alround development. Backward areas were, however, to receive a fair share of these blocks. The Community Projects Administration further informed the Committee that as regards N.E.S. Blocks the criteria for selection of sites were as under:—

- (i) The blocks should be so sited as to constitute a compact administrative charge under a sub-divisional officer or a sub-Collector. Whenever possible the new blocks are to be sited contiguous to those taken up previously;
- (ii) The Blocks should not cut across the normal administrative boundaries viz. Thana, Tehsil, or Taluka.
- (iii) The special needs of the areas inhabited by Scheduled Tribes and other backward classes to be kept in view.

(vi) Selection of N.E.S. Blocks for intensive development

74. It was also proposed that about 400 Development Blocks should be chosen from the National Extension Service Blocks for intensive development on the lines of the Community Projects as under:—

| Year | Community Project/Development Blocks. |
|---------|---------------------------------------|
| 1954-55 | 150 |
| 1955-56 | 250 |

75. The pace at which the N.E.S. Development Blocks were to be taken up for intensive development on the lines of the Community Development Programme was to depend on available resources both external as well as internal, and response of the people. The selection of areas for such development was to be made on the basis of proposals received from State Governments and certain criteria determined in consultation with the State Governments. The object in general would be to select only those blocks which in their working showed good results and where people's participation was in abundance.

E. Inauguration of National Extension Service

(a) N.E.S. Blocks taken up during 1953-54

76. The scheme for the organisation of a National Extension Service and the expansion of the Community Development Programme was finalised in April, 1953 and in a communication dated 29th April, 1953 forwarding the details of this scheme, the Community Projects Administration requested the State Governments to examine the scheme, having regard to the trained personnel available and other factors and to indicate how many N.E.S. Blocks they would be able to take up during each of the three years 1953-54, 1954-55 and 1955-56. On the basis of the replies received from the State Governments, the Central Committee conveyed its approval to the allotment of 252 N.E.S. Blocks (including 10 Blocks for Jammu and Kashmir) for the year 1953-54 among the different States except Bilaspur and Manipur. No N.E.S. Blocks were allotted to Bilaspur because the entire State had already been covered by the two Community Projects Blocks allotted in 1952-53 and 1953-54 and none was allotted to Manipur as the State did not propose to take up any additional blocks during the year 1953-54.

77. The National Extension Service was inaugurated on October 2, 1953 when work was started in 172 N.E.S. Blocks. Further 27 Blocks were taken up later and thus by the end of 1953-54, 199 N.E.S. Blocks were in operation.

A statement showing the N.E.S. Blocks allotted for the year 1953-54 is given in Appendix V.

(b) N.E.S. Blocks taken up during 1954-55

78. For the year 1954-55, 254 N.E.S. Blocks (including one for N.E.F.A.) were allotted to different States except Coorg, Ajmer, Delhi and Tripura. No blocks were allotted to Coorg as the entire State was already covered by the two Community Development Blocks allotted in 1952-53 and 1953-54 and one N.E.S. Block in 1953-54. The work in these blocks was taken up on 2nd October, 1954.

A statement showing the N.E.S. Blocks allotted for the year 1954-55 is enclosed as Appendix.

79. The following table shows the number of Community Projects/Blocks, Community Development and N.E.S. Blocks in operation at the end of 1954-55 together with the number of villages and population covered thereunder:—

| | No. of Blocks allotted and operated | No. of villages covered by Blocks indicated in Col. (2) | No. of persons covered by Blocks indicated in Col. (2) (in millions). |
|--|---|---|--|
| 1. Community Projects Blocks 1952-53 | 167 | 25,264 | 16.4 |
| 2. Community Development Blocks 1953-54 | 53 | 7,693 | 4.0 |
| 3. National Extension Service Blocks 1953-54. | 252 | 25,200 | 16.6 |
| 4. National Extension Service Blocks 1954-55. | 254 | 25,400 | 16.7 |
| TOTAL | 726 | 83,557 | 57.3 |

(c) *Conversion of N.E.S. Blocks into Community Development Blocks*

80. In December, 1953, decision was taken to convert 150 of the N.E.S. Blocks taken up during 1953-54 into Community Development Blocks. The criteria adopted for conversion of N.E.S. Blocks into intensive Development Blocks on the lines of Community Projects were progress of expenditure, staffing position of trained extension personnel and the extent of people's participation in cash, kind and voluntary labour in the programme during the N.E.S. stage. State Governments were addressed in the matter in September, 1954 and in the light of the information furnished by them 152 C.D. Blocks (142 out of 252 N.E.S. Blocks started during 1953-54 plus 10 from 254 N.E.S. Blocks taken up during 1954-55) were allotted in March, from 2nd October, 1955.

(d) *N.E.S. Blocks taken up during 1955-56*

81. During the year 1955-56, 223 Blocks were allotted and the programme of work in these Blocks was taken up from 1st April, 1955 except that in case of 120 N.E.S. Blocks the work was taken up 2nd October, 1955.

A statement showing the N.E.S. Blocks allotted in 1955-56 is enclosed as Appendix VII.

F. Progress of Expenditure

82. As already pointed out by the Committee the ratio of actual Government expenditure to the target expenditure during the first year ending September, 1953 was only 24% in respect of Community Projects/Blocks allotted in 1952-53. This was a very low figure and was due to the difficulties experienced at the initial stage of the programme as mentioned earlier. During the period of next 1½ years from October, 1953 to March 1955 the ratio of actual Government expenditure to the target expenditure was 47% and 58% in respect of Community Development Blocks and N.E.S. Blocks allotted in 1953-54 respectively. During the period of 2 years ending September 1955 the ratio of actual Government expenditure to the target expenditure in respect of Community Development Blocks and N.E.S. Blocks allotted in 1953-54 increased in both the cases to 64% from 47% and 58% respectively.

83. So far as the Community Projects/Blocks allotted in 1953-53 are concerned the ratio of actual Government expenditure to the target expenditure increased from 24% in the first year ending September, 1953 to 56% in the year ending September, 1954. It increased to 74% as calculated for the period of 2½ years from October, 1952 to March, 1955, and to 81% as for the period from October, 1952 to September, 1955.

84. The following statement will show the progress of expenditure under different heads of the programme:—

| Head of Expenditure | Government Expenditure expressed as percentage of target expenditure | | |
|--------------------------------------|---|---|---------------------------------------|
| | October, 1952 to March, 1955 | October, 1952 to September, 1955 | October, 1952 to March, 1956 |
| 1. State and Project Headquarters. | 121 | 122 | 129 |
| 2. Agriculture and Animal Husbandry. | 81 | 82 | 80 |
| 3. Irrigation. | 57 | 65 | 65 |
| 4. Reclamation | 48 | 51 | 60 |
| 5. Health & Sanitation. | 59 | 65 | 74 |
| 6. Education. | 68 | 76 | 86 |
| 7. Social Education. | 87 | 92 | 104 |
| 8. Communications. | 58 | 64 | 69 |
| 9. Arts & Crafts. | 40 | 46 | 68 |
| 10. All fields. | 74 | 81 | 84 |

Summary of Government Expenditure up to March, 1956.

| | Government Expenditure | |
|---|------------------------|-------------------------------|
| | Rs. crores | Percentage of pro-rata target |
| Community Projects/Blocks | | |
| 1. 1952-53 series Oct. 52 to March, 56. | 23.45 | 84 |
| 2. 1953-54 series Oct. 53 to March, 56. | 4.18 | 68 |
| 3. 1955-56 series converted C.D. Blocks. | 4.66 | 58 |
| NES Blocks | | |
| 4. 1953-54 series Oct. 54 to March, 56. | 3.86 | 74 |
| 5. 1954-55 series Oct. 54 to March, 56. | 4.42 | 75 |
| 6. 1955-56 series April, 55 to March, 56. | 1.15 | 57 |
| TOTAL | *46.02 | 76 |

85. From the above the Committee observe that whereas the increase in expenditure over staff and office equipment has been quick the same tendency is not discernible in other items of expenditure. The expenditure on "Arts and Crafts" and "Reclamation" has been low particularly upto September, 1955 which shows that these items in the programme had not been receiving the attention they deserved in view of their importance to the under-privileged people in rural areas.

86. The following table shows the number of Community Projects/Blocks, Community Development and N.E.S. Blocks in operation at the end of year 1955-56.

| | Number of blocks allotted and operated | Number of villages covered by blocks indicated in Col. (2) | Number of persons covered by blocks indicated in Col. 2 (in millions) |
|---|--|--|---|
| 1. Community Projects/Blocks 1952-53. | 167 | 25,264 | 16.4 |
| 2. Community Development Blocks 1953-54. | 53 | 7,693 | 4.0 |
| 3. Community Development Blocks 1955-56 (Conversion). | 152 | 15,200 | 10.0 |
| 4. N.E.S. Blocks 1953-54. | 110 | 1,100 | 7.3 |
| 5. N.E.S. Blocks 1954-55 | 244 | 24,400 | 16.1 |
| 6. N.E.S. Blocks 1955-56. | 225 | 22,500 | 14.8 |
| TOTAL | 951 | 105,857 | 68.6 |

*This includes a sum of Rs. 4.3 crores as cost (tentative) of imported equipment upto 31-3-56.

87. Besides the above, 163 N.E.S. Blocks were allotted to the States in January, 1956, the programme of work in which was scheduled to be taken up from 1st April, 1956. The States were authorised to undertake preliminary work therein out of their own resources up to a ceiling of Rs. 10,000/- per block which was to be debited to the respective block budget in April, 1956.

88. The C.P.A. informed the committee that the target coverage of one-fourth programme as laid down in the First Five Year Plan was practically achieved as about 1,200 blocks were actually in operation in the country on 1st April, 1956, covering nearly 1,57,347 villages and a population of 88·8 millions.

G. Programme for the Second Five Year Plan

89. A decision has been taken that during the Second Five Year Plan period, the whole country should be covered with National Extension Service Blocks and that not less than 40% of the N.E.S. Blocks should be converted into Community Development Blocks for the purpose of intensive development. This means undertaking of work in 3,800 additional N.E.S. Blocks of which at least 1,120 are to be converted into Community Development Blocks during the Second Five Year Plan period. This programme was originally estimated to cost Rs. 263 crores. In view of the difficulty experienced during the First Plan in incurring the target expenditure per Block, the sanctioned expenditure per block (N.E.S.) has been reduced to Rs. 4 lakhs and that for a Development Block to Rs. 12 lakhs. Thus, a total of Rs. 200 crores have been allotted for the Community Development Programme. Details of the total proposed outlay of Rs. 200 crores during the Second Five Year Plan period is as under:

| | Rs. in crores |
|---|---------------|
| 1. National Extension Service Blocks. | 93·70 |
| 2. Community Development Blocks. | 70·20 |
| 3. Spillover (1st Plan to 2nd Plan) | 41·50 |
| 4. Training Schemes directly administered by Community Projects Administration. | 2·50 |
| 5. Special Schemes—like model villages sample surveys, Pilot Projects, etc. | 5·00 |
| 6. Social Education & Local Works for blocks which will have completed operation as Community Development Blocks. | 5·10 |
| 7. Less 7½ % probable shortfall in expenditure and/or efficiency cut. | 16·40 |
| | <hr/> 201·60. |
| or say | Rs. 200·00 |

NOTE: Amount of Foreign Aid anticipated to be made available on the basis of provision for dollar expenditure in the new Schematic Budget is approximately Rs. 3·8 crores which is included in item 2 above.

90. The representative of the Ministry was confident that with the reduced allotment of funds and the experience gained, there would be no difficulty in incurring the allotted expenditure of Rs. 200 crores for Community Development during the Second Plan.

91. The tentative distribution of the total provision between different heads of development would be somewhat as follows:

| | Rs in crores. |
|--|---------------|
| 1. Personnel and equipment—Block headquarters. . . , . . . | 52 |
| 2. Agriculture (Animal husbandry and agricultural extension, irrigation and reclamation) | 55 |
| 3. Communications | 18 |
| 4. Rural arts and crafts | 5 |
| 5. Education | 12 |
| 6. Social Education | 10 |
| 7. Health and rural sanitation | 20 |
| 8. Housing (for project staff and rural housing) | 16 |
| 9. Community Development—Miscellaneous (Centre) . . . | 12 |
| Total : | 200 |

92. The tentative programme of the Community Projects Administration contemplates that National Extension Service Blocks and their conversion into Community Development Blocks may be taken up during each year of the Second Plan as follows:

Number of Development Blocks

| Year | National Extension Service | Conversion into Community development Blocks |
|---------------|----------------------------|--|
| 1956-57 . . . | 500 | 250* |
| 1957-58 . . . | 650 | 200 |
| 1958-59 . . . | 750 | 260 |
| 1959-60 . . . | 900 | 300 |
| 1960-61 . . . | 1,000** | 360 |
| | 3,800 | 1,120 |

*Excluded from the total as these were allotted towards the end of 1955-56 with the stipulation that the programme would be taken over on or after 1st April 1956. These would, therefore, be regarded as spillover from the First to the Second Five Year Plan.

**Not taken into account for the purpose of conversion into C. D. Blocks as these would hardly complete one year's period of operation on 31-3-61.

93. Here, the Committee would suggest that the Ministry of Community Development should seriously examine the feasibility of covering the entire country by N.E.S. blocks during the first four years of the Second Plan. With the experience gained so far, reduced allotment per block and proper advance planning, this should not be an impossible task. This arrangement will have two great advantages:

- (a) The entire rural area will actually come under the impact of the Community Development Programme, for at least one year during the Second Plan.
- (b) Any remote possibility of funds lapsing or being spilled over in the Third Plan will be eliminated.

94. If the above suggestion is not found feasible on examination, then efforts should be made to increase the number of N.E.S. blocks in the earlier years and the last of the N.E.S. blocks must be allotted positively on 1-4-1960. It is necessary to ensure that the benefits of the National Extension Service are derived by the entire rural population during the Second Plan, in actual practice and not merely on paper.

III. PROGRAMME EVALUTION ORGANISATION

A. Introduction

95. Whatever the work may be, big or small, systematic and periodical evaluation of the progress made assists in ensuring that the means employed are right and that the work is proceeding on right lines till the goal is reached. In case of a big task vitally concerning the common man, it is absolutely essential that the means adopted and the results achieved are simultaneously evaluated to inspire confidence and to avoid retracing of any wrong steps, which, if carried too far, might result in failure to achieve the objectives. The programme of Community Development in India is a gigantic effort to rebuild the rural economy and culture in all its aspects and has, therefore, to be watched vigilantly to ensure that it proceeds on right lines and to detect in time any methods or techniques which are not successful. Such an assessment, appraisal or evaluation rightly becomes an integral part of the programme itself. The Committee, therefore, feel that the setting up of the 'Programme Evaluation Organisation' by the Planning Commission has been a wise step.

B. Organisational set-up of the Programme Evaluation Organisation

96. The Programme Evaluation Organisation was set up as a unit working under the general direction of the Planning Commission to evaluate the working of the Community Projects and other development programmes. It was felt that the careful assessment of the results of the vast and expanding programme of rural development should be made simultaneously with the operation of the programme and the experience gathered in that way should be pooled together and made currently available to the development workers. It was also felt that in order to maintain the requisite standards of objectivity and of accepted techniques and in order to organise this activity in a sufficiently intensive manner, evaluation should be organised as a separate unit, though it would be closely associated in its working with the Community Projects Administration at all levels.

97. At the head of the Programme Evaluation Organisation is a Director. The Headquarters' organisation consists of a Director, two Deputy Directors, eight Research Officers and other staff. In the field there are three Regional Evaluation Officers to guide and supervise the work of Project Evaluation Officers: one for Eastern zone with headquarters at Calcutta, a second for Southern zone with headquarters at Bombay and the third for Northern zone with headquarters at Delhi. Under the Regional Evaluation Officers, there are 20 Project Evaluation Officers approximately one in each of the major States. The Centres where Projects Evaluation Officers are posted were selected by dividing the country into major economic and agricultural regions. These Centres were chosen from among

the Community Projects and the Pilot Extension Projects as these were the two principal types of rural development projects at the time. The choice of the particular centre was guided by the objective of obtaining areas representative of the different environmental, agricultural and economic conditions in different regions of the country so that the rural development programme might be studied under varying conditions.

98. The Director took charge of his post in October, 1952, but the Project Evaluation Officers and other staff of the Organisation joined only in April, 1953.

A statement showing the expenditure of the Programme Evaluation Organisation for the last three years is enclosed as Appendix VIII.

C. Functions of the Programme Evaluation Organisation

99. The main tasks of the Programme Evaluation Organisation as specifically outlined by the Planning Commission are as under:—

- (i) Current appraisal of progress being made towards accomplishing programme objectives;
- (ii) Pointing out those extension methods which are proving effective and those which are not;
- (iii) Helping explain why some practices are adopted while others are rejected by villagers; and
- (iv) Furnishing the insight into the impact of the Community Development Programme upon rural economy and culture.

100. The Director of the Programme Evaluation Organisation in his evidence before the Committee further elucidated the duties and functions of various officers in the Programme Evaluation Organisation as under:—

- (a) *Project Evaluation Officers.*—Each Evaluation Centre is staffed by a Project Evaluation Officer selected through the U.P.S.C. on the basis of his social science background and experience of rural survey and analysis. Their duty is to keep themselves posted with developments in the Community Projects or N.E.S. Blocks in which they are posted, that is, their work is mainly general evaluation. The second part of their duty which is even more important is to conduct surveys. These surveys are not all statistical surveys. Some of them are statistical, while others are non-statistical surveys. These surveys are all specifically designed to find out the economic and social impact of the Community Development Programme upon the rural people. For assistance in these surveys, the Project Evaluation Officers are provided with investigation staff, but it is the duty of

the Evaluation Officers themselves to carry out a portion of these surveys. The work of measuring the impact of the Community Development Programme cannot be entrusted to less qualified or lowly placed staff. Further, certain minimum measure of intelligence, experience and integrity is required for this work in order that the reports of the surveys and evaluation can be relied upon. For technical and administrative purposes the Project Evaluation Officers are under the Director, Programme Evaluation Organisation. They, however, work in close co-operation with the Project staff, helping them as much as they can without being drawn into any executive responsibility.

(b) *Regional Evaluation Officers.*—As stated earlier there are three Regional Evaluation Officers located one each in Bombay, Calcutta and Delhi. Each of these Regional Evaluation Officers has got about 6 to 7 Project Evaluation Officers under him. The Regional Evaluation Officers tour and guide the Project Evaluation Officers in their work on current evaluation and the surveys which they conduct they also maintain effective contact with the State Governments.

(c) *Research Officers in Headquarters.*—The functions of the Research Officers are two-fold. One category of Research Officers is in charge of tabulation units and the other in charge of processing. The Headquarter Office has to deal with a great deal of data which are entrusted for machine tabulation to the Army Statistical Organisation which has a well-equipped statistical unit with modern mechanical aid. But the pre-tabulation, coding of schedules, scrutinising etc. has to be done by the staff in the office of the Programme Evaluation Organisation under the charge of the Research Officers. The other category of Research Officers entrusted with processing have to put together all the reports coming from the field, scrutinize them and prepare final reports.

In each of the Evaluation reports valuable information is given which helps in great detail to appreciate the progress made in each of the Community Projects/Blocks. This is all based on the reports from the Project Executive Officers.

D. Adequacy of the existing Evaluation Effort

101. The Director of Programme Evaluation Organisation informed the Committee in reply to a question whether the existing set up was equal to the task entrusted to it, that the task was progressively increasing and set up would also have to be progressively increased and the Planning Commission and the Community Projects

Administration were considering actively the need of adequately strengthening the evaluation effort in the country. The Director, however, suggested that the strength improvement would have to be done at various levels. For instance there should be self-evaluation of Projects/Blocks to see how much more developed they were than in the past and this could be done by more frequent inter-States, intra-States and inter-Districts Seminars and meetings. The other way of doing the same was at the village level where it could be more extensive and also more intensive. For this purpose the Director informed the Committee that Community Projects Administration was asked to draft a manual of village level workers records according to which the records of accomplishments could be more systematically and properly kept. Secondly the other level at which evaluation was to be greatly strengthened was stated to be University level. The Director stated that in his opinion a purely official organisation could not do all the thinking and could not conduct all the research which was needed for the development programme and it was, therefore, necessary to draw the Universities more and more into the picture specially on the research side. For the present it was stated that some research had been conducted in collaboration with the Poona University and some work was also entrusted to Lucknow University. So far as the existing set-up of Evaluation Organisation was concerned, the Director informed the Committee that the Organisation needed strengthening on sociological side specially because the social changes which were occurring in the country were extremely important and it was necessary that the Evaluation Organisation charged with the task should provide more information of what was happening. At present the difficulty in enlisting the support of Universities, the Director added, was that Universities were pre-occupied with the other programmes which the Planning Commission Research Programme Committee had given them.

102. The Committee endorse the views of the Director that the Programme Evaluation Organisation should be progressively strengthened. With the reorganisation of the States and considerable increase in the activities of the Community Development Programme an overall review and expansion of the Programme Evaluation Organisation seems to be necessary. The Committee suggest that the feasibility of setting up five Regional Offices, instead of the present three, for each of the five zones—North, South, East, West and the Centre—with Headquarters at Delhi, Madras, Calcutta, Bombay and Nagpur or Bhopal—might be carefully examined. Speaking generally, the Committee would suggest for the consideration of all the Central Ministries that for various activities requiring the setting up of zones, the above pattern of five zones—Northern, Southern, Eastern, Western and Central—should normally be adopted.

103. The Committee, however, feel that all that is possible has not been done to enlist the support of the Universities or other Institutions of Social Sciences in the country to help in research on the social problems which are on the increase due to rapid social changes

occurring in the country. The Committee, therefore, recommend that the Community Projects Administration in consultation with the Programme Evaluation Organisation should systematically contact all the Universities and other Institutions of social sciences in the country who are capable of undertaking research in social problems and enlist their support to help the organisation to bring to bear an independent outlook on the existing development programme so far as its social aspect is concerned.

104. The Committee feel that it should be possible for Programme Evaluation Organisation even to indicate the courses to be prescribed for the Research scholars who are desirous of taking rural problems for their study and thesis. Results of such studies will not only be of purely academic interest, but will also be of practical use to the field workers, actually engaged in the Community Development Programme.

105. The Committee further suggest that the manual of Village Level Workers' records should be suitably modified so that not only the records of accomplishments can be more systematically and properly kept, but that all the vital statistics concerning each village in the circle of a Village Level Worker are properly recorded and maintained. These records should be periodically checked by the Block Officers when visiting the Headquarters of the Village Level Workers and also by the Project Evaluation Officers and the Officers of the Community Projects Administration while touring the villages. Each Village Level Worker should have a complete gazetteer of each of the villages under his charge and the gazetteers may be revised periodically.

E. Independent working of the Programme Evaluation Organisation

106. The Director of Programme Evaluation Organisation informed the Committee that the existing set-up enabled the P.E.O. to act independently of the Ministry of Community Development. The P.E.O. functioned under the general directions of the Planning Commission and the directions had been informal in the sense that the Director had been attending the meetings with the Deputy Chairman of the Planning Commission or the Secretary or the Joint Secretary periodically and they communicated to him the general problems on which they would like to have some answers. Beyond that the Planning Commission did not give any direction as to what work the P.E.O. should do and how it should do it. The Director added that so far there had not been a single instance where the Planning Commission or the C.P.A. had ever asked the P.E.O. to do a thing in a particular way.

107. The Committee are satisfied to note that the Planning Commission and the Ministry of Community Development allowed full freedom to the P.E.O. and that there is no attempt made to interfere with independent working of the P.E.O. The Committee

came across the following suggestion made by the Development Commissioners' Conference held in May, 1956:

"In order to ensure that these reports (*viz.*, Evaluation Reports) continue to prove helpful to the workers in the field, it was suggested that recommendations should be obtained from the Development Commissioners and other field workers in regard to special studies and new directions in which evaluation should be undertaken. These recommendations should first be scrutinised by a Standing Committee of a few selected Development Commissioners and then passed on to the Planning Commission through the Community Projects Administration."

108. The Committee have no objection to the suggested procedure, so long as the recommendations of the Standing Committee are treated as a guide and are not binding on the Programme Evaluation Organisation. The Committee feel that the Programme Evaluation Organisation should have a free choice even in the selection of the subjects to be taken up for evaluation.

F. Miscellaneous

(a) *Compilation of Evaluation Reports—Basic data.*

109. The Director of Programme Evaluation Organisation informed the Committee that it was true that the Evaluation reports of the Programme Evaluation Organisation were compiled on the basis of the data supplied by the Project Executive Officers, Block Development Officers or the District Officer, as the case may be, and that there was no independent machinery of the Programme Evaluation Organisation to check the basic data. He, however, added that the Project Evaluation Officers sometimes made on-the-spot checks and that all the observations of the Project Evaluation Officers were original and their own. This was possible because the Project Evaluation Officers made their own surveys to assess the impact of the Community Development Programme and were in frequent contact with the villagers who supplied them the data for their observations in the Evaluation Reports.

110. The Director further added that his organisation was not designed to make a check like an Engineer, which was an administrative function and so it never took upon itself the responsibility of checking the figures. His organisation was concerned with indicating the methods which were being adopted and to what extent they were adequate or otherwise. To a question whether the Programme Evaluation Organisation ever examined in any Project, if the amount spent on development work was commensurate with the success achieved and the progress made, the Director replied that it was not possible for him to do anything of that nature which was really for the administrative officers and audit to do.

111. The Director of the P.E.O. informed the Committee that all the data received from the field in the Headquarters office of the P.E.O. was processed by a team of research officers under the guidance of a Deputy Director. For instance if 20 reports came from the field all on a particular subject, all those were not put together. A lot of selection had to be made before the final report was prepared as each report was intended to bring out valuable information which helped a great deal in appreciating the progress made in each of the Community Projects.

(b) Circulation of Evaluation Reports

112. The Director of P.E.O. informed the Committee that the Evaluation Reports which were prepared by his Organisation were of two types—Survey Reports and Main Evaluation Reports. The Survey Reports were of the type like 'Community Projects Reactions', 'Cotton Extension in Pepsu', 'Group Dynamics in a North India Village', etc. already released. These were purely study Reports and were made available for circulation to the State Governments, C.P.A. and the Planning Commission. These Reports were based on facts as brought out by surveys and were of great value to the field workers. The second type of reports were Main Evaluation Reports which required a lot of action to be taken by the C.P.A. All the reports of P.E.O. were submitted to the Deputy Chairman of the Planning Commission who was also the Vice-Chairman of the Central Committee guiding the affairs of the C.P.A. and he took further action on the same. Copies of the reports were also being sent now directly or through C.P.A. to all Heads of Departments, Deputy Commissioners, Collectors and Block Development Officers in the States. Such reports were also being translated into Hindi and regional languages.

113. The Committee feel that the reports of P.E.O. are not being as widely circulated as they should be specially among the village workers who are vitally concerned in the matter. The Committee, therefore, suggest that the summaries of the Evaluation Reports should be prepared in the regional language of the area concerned. The conclusions, observations and recommendations made by the Programme Evaluation Organisation may be widely made known to the field workers. The Committee also suggest that copies of reports may also be supplied to the Members of the two Financial Committees of Lok Sabha and of the State legislatures, if not to all legislators, as a regular measure.

(c) Follow up of the Recommendations in Evaluation Reports

114. The Director of P.E.O. informed the Committee that a record of the suggestions and recommendations made was kept by the P.E.O. and that they regularly checked the action taken by the C.P.A. and the States on the same. The Committee suggest that the same procedure may be adopted regarding the suggestions and recommendations made in the seminars and conferences. The P.E.O. even made an objective test of finding out as to what was actually happening in the field and directions were issued to the field officers to see as to what

extent the weaknesses in the programme pointed out were remedied or not remedied. The Director, however, added that in certain cases where recommendations of P.E.O. were of a fundamental character such as the question of strengthening the Technical Departments it took time before any action could be taken by the C.P.A. or the states. It was also possible that a particular suggestion or recommendation of P.E.O. might not be accepted by a State as in the case of administrative pattern evolved in Bombay State where the Administrative and Development functions even at the level of Block and below had been combined. The P.E.O. fundamentally differed from the pattern evolved in Bombay State but the Bombay Government did not agree with the views of the P.E.O.

(d) *Association of Non-Officials with Evaluation Work.*

115. The Director of P.E.O. explained that contact was maintained by Evaluation Officers with local non-officials and members of local and Central Legislatures at the Project and Block level in most cases and the views of non-officials were duly considered by them, but the contact was informal and there was no regular channel for that.

116. The Committee feel that if the Evaluation Officers keep a regular contact with local non-officials and specially the members of State and Central Legislatures of the area concerned, the reports coming from the Evaluation Officer will have better value. The Evaluation Officers should move with the public and find out what the enlightened public opinion is about a certain block. The Committee, therefore, recommend that suitable directions in this connection may be issued by the P.E.O. to the field officers and if possible periodical meetings may be held with non-officials in the area to ascertain their difficulties and the views on the programme in operation.

(e) *Location of Evaluation Centres*

117. The Director of P.E.O. informed the Committee that originally Evaluation Officers were stationed at centres located in certain Projects or Blocks and reported current progress of work in their respective Projects/Blocks. The reason for that was that it was considered important to know intensively what was going on in the villages. Considerable stress was laid on intensive examination of a few cases rather than going over the whole field and producing tour reports like any State official would do. But during the last year and a half this had been considerably broad-based and now besides one Community Development Block each Evaluation Officer intensively surveyed one N.E.S. Block. Further the Evaluation Officers were now being sent to other Projects and Blocks in the State in order that they might be able to compare what was happening elsewhere. The question of shifting some of the Evaluation Centres was also under consideration but it was considered essential that the Evaluation Centres must remain in rural areas, so that the officers might not lose touch with rural population.

118. The Committee agree with the view that evaluation centres must remain in the rural areas but would recommend that the evaluation centres may be so fixed that each region received equal attention and as many Blocks as possible may be intensively examined in rotation in each State. A comparative study of the progress made in the various Blocks would also be useful.

(f) *Research work done by P.E.O.*

119. The Director of P.E.O. informed the Committee that the P.E.O. had no laboratories and no staff for that purpose and that it did not test the technical efficiency of any improvement measure which was propagated as it was not the job of the P.E.O. The P.E.O. only brought out the fact that certain method was not proving successful as also the reason why the villagers considered it unsuccessful. The improved methods were tested and checked in the chain of laboratories, agricultural colleges and the research stations elsewhere where these methods were first evolved. So far as the social and economic practices were concerned these were checked by the staff of P.E.O.

120. The Committee feel that the position in respect of research facilities in the country was not very encouraging and the Committee propose to deal with this subject in a subsequent report. Here the Committee wish to remark that the P.E.O. cannot absolutely absolve itself of its responsibility in the research field. There are innumerable small items of vital interest to the villagers, for instance, the smokeless chulha, soak pits, spinning wheel, grinding stone etc. where improvements are possible and in certain cases have been made in certain areas but villagers in other areas do not know them and it is for the P.E.O. as well to widely propagate these improvements whenever and wherever noticed and even bring out small pamphlets on such topics explaining their use for the benefit of the people in rural areas. The P.E.O. may also give special treatment to these improved practices in its reports and let everybody know what has been done in this field and how far the same was being put to actual use in the villages.

(g) *Assessment of the Impact of Development Programme on the people*

121. The Director of P.E.O. informed the Committee that a number of detailed inquiries were conducted in this connection: one was the Bench Mark Survey to establish the base or bench mark position at or close to the beginning of projects and 3 or 4 years thereafter a re-survey was made to assess the progress made. This survey was conducted in 6 to 10 villages in each project, embracing about 1,000 families in the project area and about 300 families outside. The main emphasis was on finding out whether or not the people had accepted improved practices and had participated in the Community Development and village development activities. This survey was conducted in the early part of 1954 and it was proposed to do a re-survey in the next cold weather of 1957 to find out the progress made in the intervening period.

122. The Director further added that another intensive enquiry which had been conducted was the 'Acceptance and Practices' enquiry. Here the intention was to ascertain whether a man had or had not adopted a practice and what had been his experience with the adoption and whether he would continue to adopt it even if the present intensive rate of attention and the various facilities which were given by the Government in terms of credit and subsidy were withdrawn. The results of these enquiries would be made available shortly as the reports were under print. The Committee have studied the Reports of the Programme Evaluation Organisation with considerable interest, and have been favourably impressed with the quality of work done by the Organisation. They propose to touch upon the important observations of the P.E.O. while dealing with the various aspects of the development programme in detail in their subsequent Reports.

123. With regard to improve and widening the scope of the Programme Evaluation Organisation itself, the Committee are in agreement with the following observation of Mr. Carl C. Taylor, and hope that the suggestions made therein will be expeditiously implemented:

"Measures should be designed and used to assess the extent to which so-called intangible but desired psychological, social and cultural results are being accomplished. The functioning of local voluntary groups, the development or lack of development of local leaders, the successes and failures of Panchayats, and of various types of Co-operatives, the social skills of administrators in various levels of programme operation, the extent to which Community Development Extension methods are or are not being used, the extent to which disadvantaged classes are or are not being reached and helped, even the degree to which villagers' outlooks are being changed, should all be studied by Programme Evaluation Organisation. There are methods of determining the extent to which the programme is reaching all segments of village people, and where it is not, and why. Attitudes, intentions, and aspirations can be identified and so collated as to be objectively analytical. The extent to which social skills are being used in administration can be identified, collated and analysed. There are validated methods of making all these types of analyses. The Programme Evaluation Organisation should be so staffed that it can use them.

Evaluation at one pole of its function is mere census recording, after the fact. At the other pole it is fundamental research. The findings of even census takings, of course, have considerable programme guidance value. They show where progress, as measured by the facts reported, is and is not being made. But the blind spots can be lighted only by deeper research; not research for the sake of research, but research to discover what can and should be done to improve programme operation. Whatever needs to be known for this purpose, concerning villager attitudes and reactions, effective and ineffective contacts and relations between Government servants and villagers, or between various levels of Government servants, training of all types, and even administrative procedures and relations, are fields for research and evaluation.

The Programme Evaluation Organisation should be staffed by competent personnel in all these fields of analysis. Universities and other research organisations might very well be invited to help in some of these fields. Both they and evaluation would gain by such an arrangement."

124. The Committee suggest that the feasibility of establishing a machinery similar to the Programme Evaluation Organisation for various other Governmental activities might be examined with advantage.

IV. GENERAL APPRAISAL

A. Introduction

125. Several sporadic efforts had been made in the past to improve the lot of Indian villagers, under Village Uplift Schemes, Rural Development Schemes, Agrarian Reforms etc. but they did not achieve any permanent measure of success mainly due to lack of sustained interest and encouragement from an alien Government. This reason does not exist any longer, and hence the Community Development Programme in free India has a much greater chance of success. All the same, it is necessary to make an attempt at the general assessment of the situation with a view to ascertain whether the progress made is adequate enough and rapid enough so as to be commensurate with the money spent from the public exchequer and so as to satisfy reasonably the aspirations of the common man. The Community Development Programme embraces all the aspects of village life. It would, therefore, be extremely difficult to specify a few objective criteria to judge and evaluate the progress achieved. Besides, the Community Development Programme was started only on 2-10-1952, about four years ago, and four years is too short a period to come to any definite conclusions. Certain broad indications can however, emerge, and can be usefully utilised as correctives by examining the progress achieved under the following broad headings:—

- (1) Over-all expenditure incurred against the target fixed during the First Plan;
- (2) Expenditure in relation to 'pro-rata' targets fixed for various items.
- (3) Improvement reflected in certain vital statistics related to fundamental human values.
- (4) Progress made towards certain basic objectives.
- (5) Quantitative measurement of results achieved.
- (6) Evaluation of certain intangible yet vital factors.

B. Over-all Expenditure incurred against the target fixed during the First Plan

126. Out of Rs. 101 crores sanctioned for the Community Projects and N.E.S. Blocks during the First Five Year Plan period, Government expenditure on the programme up to 31st March, 1956 amounted to Rs. 46.02 crores the break-up of which in respect of staff and works was as under:

| | Rs. |
|--|----------------------|
| (i) Expenditure on staff including non-recurring expenditure on transport, office equipment etc. | 9.62 crores. |
| (ii) Expenditure on Development works. | 36.40 crores. |
| TOTAL: | 46.02 crores. |

The balance of expenditure out of the First Five Year Plan provision was treated as "spill over" and would be spent during the Second Five Year Plan period.

127. The representative of the Ministry of Community Development in his evidence before the Committee stated that out of the amount of Rs. 101 crores made available for Community Development Programme in the First Five Year Plan period, Rs. 15 crores were meant for short term loan to be ploughed into the co-operative system by the Reserve Bank of India. Therefore, this sum of Rs. 15 crores did not really enter into the Government finances and the Government finances were confined to Rs. 86 crores, which was the sum available for expenditure. This, therefore, meant that the Government could spend Rs. 46.02 crores out of a provision of Rs. 86 crores during the First Five Year Plan period. The expenditure incurred was thus a little over 50% of the target fixed.

128. The representative of the Ministry gave the following extenuating factors, while explaining the reasons for this heavy short fall in expenditure:

- (i) When the programme was started it was something in the nature of a leap in the dark. It was not known exactly what the shape of things was going to be. Initially the 55 Community Projects in which work was started in 1952-53 were in the nature of pilot experiments with a comparative large sum of Rs. 65 lakhs for each Project. Successively cuts were applied as the progress was made and today as against Rs. 65 lakhs for a project and Rs. 22 lakhs for a Block of 1952-53, the allocation for a N.E.S. Block was Rs. 4 lakhs and for a Community Development Block Rs. 12 lakhs for the entire period.
- (ii) It was learnt by experience that a large doze of finance for a particular area over a comparatively short period of time was not altogether an unmixed advantage. Firstly it was difficult to spend the money satisfactorily with the limitations of Government administration and secondly as the object was to use the people's agencies to the maximum extent possible, it became impossible to do that in a satisfactory way .
- (iii) Further the administration in the initial stage was faced with the tremendous difficulty of lack of trained personnel in practically every field. There was lack of village level workers, block level experts in agriculture and other subjects and in a large number of cases there was nothing in the nature of a development administration in rural areas. It was almost striking out a new ground. The entire administrative structure had to be laid out below the sub-divisional or taluk level where there was a complete gap except the Patwari or the

talati. It was a question of training vast number of people and that resulted in the programme being slowed down as it was considered better to proceed slowly.

- (iv) There was a great deal of resistance from the comparatively well organised states to delegation of powers as the tendency was to hang on to power and to continue to give sanctions from the State Headquarters instead of delegating powers to those below. This slowed down the pace of the programme.
- (v) In case of projects of 1952-53 series, after a time it was found that the three year period which was originally considered adequate for putting through the programme, was inadequate for implementing the programme and the same was therefore, extended from 3 to 4½ years, resulting in considerable reduction in the volume of expenditure actually incurred.
- (vi) The Planning Commission was informed of the position 2 years ago that all the allocation would not be needed and a part of the allocation was in fact diverted to other things like rural electrification etc. The administration was faced with the alternative of cutting the allocation or with inadequate preparation going too fast to the jeopardy of the programme.
- (vii) The administration insisted upon the State Governments not to take up a block until the full quota of trained workers at all levels was not only in sight but actually in position. Thus the brakes were applied constantly, not financial brakes but physical brakes in order that the programme might proceed on sound lines.

129. The Committee would like to point out here that the response of the people in rural areas to Community Development Programme was splendid. The voluntary contribution of the people to the programme during the Plan period amounted to Rs. 26 crores *i.e.*, about 56% of the Government expenditure incurred. The shortfall in Government expenditure was, thus, almost exclusively due to the state of unpreparedness of the administrative machinery.

130. The Committee do appreciate the difficulties which had to be encountered at the initial stage of the programme. All the same, they considered it unfortunate that all the funds which were in the nature of a nucleus allocated in the First Plan period for the Community Development Programme could not be fully utilised. Efforts were, no doubt, made to tackle the problems posing at the initial stage of the programme especially those of inter-departmental coordination, delegation of powers and building of technical skill for which at least limited facilities were available in the country capable of expansion. The progress made in solving these problems has been rather slow.

For instance the P.E.O. emphasised in its very First Evaluation Report the necessity of inter-departmental cooperation making it crystal clear that unless at the district level all necessary functions of development were coordinated neither unity, nor quality, nor speed of progress could be achieved. The Committee notice that the position did not improve materially and that in the Second Evaluation Report in April, 1955 the P.E.O. again reported that while separateness was marked, cooperation did not in all cases flow at the right time and in the right measure with the result that the progress of project activities was held up at several points and in a few cases the confidence of the people in the whole scheme was weakening. This question of Administrative co-ordination will be dealt with in detail in a subsequent Report. Here, the Committee only observe that had this problem been successfully tackled at an earlier stage, the progress would have been much better and the necessary funds earmarked for different fields could have been utilised to a greater extent. The Committee can well understand that in the field like that of social education where trained personnel was not available and which was a new subject, the progress would have been delayed but in the field of agriculture, irrigation, reclamation, communication and education which have been receiving constant attention since the dawn of freedom in the country and for which a nucleus of trained personnel and research experience were available for advice and guidance, the reasons advanced for inordinate delay and the inability to spend the nucleus funds are not fully convincing. The rural areas have been sadly neglected during the past several centuries. The funds allocated for Community Development in the First Plan, were, therefore, the first small instalment of the payment of debt by the city dweller to the villager; and we have defaulted in this very first payment. The Committee, were, therefore, extremely anxious to be re-assured by the representative of the Ministry that the story would not be repeated in the Second Plan.

131. The representative of the Ministry of Community Development explained that with the reduced financial allocation for a Block and greater preparedness on the part of the States to undertake the programme both at the top and ground levels, there was no doubt that the programme of the size undertaken in the Second Plan, could easily be put through. He added that there would be no particular difficulty administratively as the necessary training arrangements had been laid out and there was much better understanding of the programme. Regarding the inter-department co-ordination the representative of the Ministry informed that it was in the beginning an exceedingly difficult problem to get over. The departmental people were not accustomed to function in a planned way as a team under the leadership of a particular person. He further added that the difficulty was practically got over now and the necessary leadership was provided to the technical teams from the Chief Minister at the head of the State with his Development Ministers and the State Development Commissioner down to the Block Officers at Block level. With this preparedness, the representative said with confidence that there would be no difficulty in spending *fruitfully* the money allotted in the Second Plan.

Committee therefore, recommend that the C.P.A. should, in consultation with the Education Ministry, review the position and take vigorous measures to introduce free and compulsory education at a more rapid pace, at least in the areas covered by the National Extension Service.

F. Quantitative Measurement of results Achieved

141. Regarding the machinery to check that the progress made by a block was commensurate with the amount of money spent over it the Ministry informed the Committee that the State Governments were primarily responsible for the implementation of schemes under the C.D. and National Extension Service programmes and that the Central Government was concerned with major questions of policy and payment of the Central share of expenditure. Block-wise programme was worked out by the Block Development officers in consultation with the Block Advisory Committees which consisted of, among others, leading non-officials in the area. Programmes were so drawn up as to ensure that they were capable of implementation and that the money spent on them was well spent. The C.P.A. and the State Governments kept continuous watch on the progress of physical achievements, expenditure as well as the people's participation in the programme.

142. The representative of the Ministry in his evidence before the Committee further explained in reply to a question whether the Ministry was satisfied that the results achieved were commensurate with the expenditure incurred, that the position was generally satisfactory but that this was a thing which was constantly under review. Means were devised by which the Ministry could constantly keep an eye on the way in which the programme developed in the country. The basic principle adopted was that there should be less scrutiny before sanctioning expenditure and more supervision afterwards. It was found that in a large sized country like India and in a programme containing small items of work spread out widely, it was impossible to rule the whole programme from Delhi. Hence, as early as 1954 State Governments were addressed saying that the responsibility for programme approval, technical scrutiny and issue of financial sanctions would rest with the State Governments.

143. So far as the question of Centre's responsibility in the implementation of the programme was concerned the representative of the Ministry explained to the Committee that while the primary responsibility for the execution of the programme rested with State Governments, the C.P.A. had taken a number of steps to see generally that the money sanctioned was properly utilised and that the policies centrally laid down were properly implemented. One such step was the establishment of an Administrative Intelligence Section in the C.P.A. where periodical reports were obtained from the State Governments regarding the progress in different fields. The fact of a particular State lagging behind in particular sectors was forcefully brought to the notice of the State Government concerned. This led to the development of Administrative Intelligence Units at the State level as well to enable the States to have an effective grip over the programme. Secondly there

C. Government Expenditure in relation to 'pro-rata' targets fixed for various items

132. Appendices IX and X indicate the progress of Government expenditure incurred upto 31st March, 1956, in the 1952-53 Community Project Blocks and 1953-54 Community Development Blocks, under various items of activities. Here, it would be useful to explain the term 'pro-rata' target. Suppose the total sanctioned amount for Community Development Block for 3 years (*i.e.*, 12 quarters) is Rs. 15 lakhs. Suppose the work in Block 'X' commenced from 2nd October, 1953 and the total expenditure actually incurred by the Government till the Quarter ending 30th June, 1956 was Rs. 12 lakhs. The period from 2nd October, 1953 to 30th June, 1956 covers 11 Quarters. The 'pro-rata' target of expenditure thus work out at Rs. $(15 \times 11/12)$ lakhs, *i.e.* Rs. $55/4$ lakhs. The expenditure of Rs. 12 lakhs upto 30th June, 1956, was therefore, 12×100 plus $55/4$ *i.e.* equal to $87 \frac{3}{11}\%$ of the 'pro-rata' target of expenditure for that period.

133. Progress of Government expenditure for all States, under the various items, as given in Appendices IX & X may be summarised as under:—

| | 1952-53 Blocks | 1953-54 Blocks |
|------------------------------|----------------|----------------|
| States and Project H. Q. | 129 | 66 |
| A. H. & Agr. Ext. | 80 | 62 |
| Irrigation. | 65 | 44 |
| Reclamation. | 60 | 55 |
| Health and Sanitation. | 74 | 60 |
| Education. | 86 | 78 |
| Social Education. | 104 | 52 |
| Communication. | 69 | 49 |
| Arts, Crafts and Industries. | 68 | 31 |
| All fields. | 84 | 68 |

The Committee propose to deal with the results obtained in the various fields in greater detail in their subsequent Reports.

134. The above brief summary, however, brings out the following special features:

- (1) In 1952-53 series of blocks, 'pro-rata' targets have been exceeded only in respect of States and Projects Headquarters and social education.
- (2) In 1953-54 series, expenditure has been below the 'pro-rata' target for every item.
- (3) In 1953-54 series, the expenditure is 68% of the 'pro-rata' targets in all fields where as in 1952-53 series it

is 84. This is partly due to the fact that the tempo of expenditure rises as more time lapses. All the same, one would expect that the expenditure should improve in the subsequent series, due to experience gained. It is also necessary that expenditure should, as far as possible, be evenly spread out throughout the period.

The results obtained, even from the narrow point of view of the expenditure incurred, cannot be regarded as flattering.

D. Improvements reflected in certain vital statistics related to fundamental Human values

135. The Community Development Programme has been described as a war against the triple enemies of the rural community viz. poverty, disease and ignorance. In order to ascertain the extent to which the ground is being gained against these triple enemies, it is necessary to obtain, and to keep constantly in view, certain vital statistics related to fundamental Human Values. Towards this end, the Committee had requested the Community Projects Administration to furnish certain figures of statistics enumerated in the Appendix XI. The Committee were rather surprised to learn that this information was not available with the C.P.A. nor had any effort been made at any time to collect the same. The Committee are, however, glad to observe that, after some discussion, the Ministry was convinced about the necessity of collecting such vital statistics. The representative of the Ministry assured the Committee that machinery would be set up in the C.P.A. to collect and collate the figures on the lines indicated by the Committee. The statistics indicated by the Committee in Appendix XI is only illustrative and can certainly be modified. This can best be done in consultation with the experts in the Central and State Ministries, and the Central Statistical Organisation. Thereafter the proforma can be standardised. The Committee recommend that the C.P.A. should publish a pamphlet giving these vital statistics State-wise and country-wise for the year 1951-52 and 1955-56 together with the anticipated figures for the year 1960-61 wherever possible, at an early date. The Committee are confident that some of these figures will reveal progress in certain directions, about which country can legitimately be proud of; whereas they will also indicate certain weak spots on which more concentrated effort might be necessary.

E. Progress made towards certain basic objectives

136. In order that the country may be governed democratically for the maximum good of the maximum number, the Constitution laid down certain Directive Principles of State Policy. No specific mention was made in regard to the time limit within which these principles should be realised, for the simple reason that the country was then totally new to the art of self-government, and it would not have been practicable to indicate the time within which these principles could be realised. The position has changed since then. The country has gained considerable experience with the more or less successful implementation of the First Five Year Plan. The Committee, therefore,

felt that the time had now come when the Community Projects Administration would be in a position to give some indication of the time limit by which certain basic objectives were expected to be realised in rural areas. The Committee, therefore, inquired from the Community Projects Administration as to when the following targets were expected to be achieved:—

- (i) One school and dispensary for each village or a group of villages with a population of 500.
- (ii) One post office for the same.
- (iii) One trained *dai* for the same.
- (iv) Two roomed tenements for each family.
- (v) Provision of electricity in each village with population of 1000 or more.
- (vi) Abolition of literacy in villages.
- (vii) Abolition of untouchability in villages.
- (viii) Adequate supply of pure drinking water in each village.
- (ix) Compulsory free primary education.
- (x) Compulsory secondary education.
- (xi) Complete elimination of money-lenders (being replaced by co-operative societies).
- (xii) A Children's park, a community centre, youth's club and women's social organisation in each village.

137. As a matter of interest, the Committee reproduce below the reply given by the C.P.A.—

“The provision in the Community Project and N.E.S. Block budgets are only nucleus funds for development activities in those areas. The Community development programme including the N.E.S. is essentially a programme of all the Welfare Departments and not of a single department of the State Government. The Departments concerned with rural development are therefore as much concerned with the carrying out of their normal departmental activities in these areas as they were before the introduction of the programme.

The achievement of the target indicated will depend upon the amenities already obtaining in the areas before the C.P./N.E.S. programme was started and also on the phased programme of all the Welfare Departments in the Centre and the States during the Plan periods based upon resources made available to them for developmental purposes. As the progress is likely to vary from State to State, it is not possible to give an indication of the probable time during which these targets will be achieved in the country.”

138. The reply is, no doubt, accurate so far as it goes, but it does not go far enough. The Committee were glad when the Ministry agreed that the time had come when some indication about the achievement

of the targets indicated could be usefully given. The Committee recommend that the Development Commissioners of States should be asked to make a reasonably accurate and prompt assessment of the position in their respective States and indicate the probable time by which these targets are expected to be achieved in their States at least in the areas served by the N.E.S. Blocks. The C.P.A. should then compile this information and place it before the public.

139. While on the subject, the Committee would like to point out that there is, at least, one item in regard to which the Constitution indicates a definite time limit for the achievement of a target viz. free and compulsory education. The article 45 of the Constitution reads as under:—

“45. The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years.”

140. Why has a specific time limit been indicated here? In the case of a country which has lagged behind other countries in the march of human progress due to historical reasons, clear and well defined targets in different fields of human endeavour have to be constantly kept before the people, so that the sense of urgency is not lost and their steps do not falter. Such targets have normally to be fixed after making a careful assessment of the resources in men, material and money, so as to avoid the possibility of frustration due to non-achievement of those targets. There are, however, certain objectives which brook no delay. For these objectives, the targets have to be fixed first, and then all the resources have to be properly mobilised for the achievement of those targets. The framers of the Constitution considered free and compulsory education as one such objective. The Constitution has laid down that elections to the House of the People and to the Legislative Assemblies of States should be on the basis of adult suffrage. This has put a tremendous moral responsibility on the shoulders of the framers of the Constitution and their successors to ensure that every adult was equipped as early as possible with the necessary qualifications to exercise his right to vote intelligently and consciously. Free and compulsory education is the *sine-qua-non* for this purpose. This is the reason why the Constitution has indicated a time limit for the introduction of free and compulsory education. The Committee are not quite sure whether this matter has been given the serious attention it deserves. They were rather perturbed to learn from one of the replies of the C.P.A. that there was likely to be at least one primary school for village children at a radius of about 5 miles at the end of the Third Plan period. This would indicate that even upto 1965-66, free and compulsory education will remain a dream to be realised. It would, indeed, be a tragedy if a large number of children born and brought up in the free India would be consigned to a life of illiteracy. The

was a programme Division in the C.P.A., officers attached to which constantly toured round the States and when a particular deficiency was noticed in a State necessary assistance was given. Thirdly the programme Evaluation Organisation evaluated the work done. It was completely independent of the Ministry of Community Development. Fourthly there were programme advisers. Senior officers from State were selected for this. They toured round the States and looked into the implementation of the programme. Lastly there was a High Power Committee on Plan Projects which was appointed on the recommendations of the National Development Council. That Committee consisted of Finance Minister, Home Minister, Planning Minister, Deputy Chairman of Planning Commission and two Chief Ministers from the States. They proposed to look into the working of Community Development programme.

144. The Director of Programme Evaluation Organisation when asked if he had any machinery to ensure that the progress in the Blocks was commensurate with the money spent, informed the Committee that his organisation was not designed to make a check of this nature which was an Administrative function. According to him this was really the function of the Administrative officers and the Audit Department.

145. From what has been stated above, the Committee are inclined to believe that there is no suitable machinery either at the Centre or in the States to make a systematic quantitative measurement of the progress made in relation to the expenditure incurred on different items in various blocks. What is provided for is only the machinery to record the progress made in a routine way which the blocks submit in the shape of periodical reports to the C.P.A. The Committee are glad to note that certain steps were taken by the C.P.A. as enumerated above to see that the policies centrally laid down were properly implemented. But all these steps were more or less designed to obtain a qualitative, that is to say, a broad overall assessment of progress and was neither intended nor directed to make a quantitative check of the results achieved and to ensure that the progress made was commensurate with the money spent.

There is thus no machinery at present to check whether the money voted for sanction by the Parliament is properly spent and whether adequate and satisfactory results have been achieved. It may be necessary on the part of the C.P.A. to find out what machinery can be devised for this purpose.

146. In this context, the list of some important irregularities pointed out by the Accountant General, Rajasthan, which is referred to in the proceedings of the Divisional Development Block Development Officers' Conference of the Jaipur Division held at Deeg from the 13th to 15th June, 1956, and which is reproduced as Appendix XII to this report, would appear illuminating. Some of the items in the list such as tenders not being invited as per rules, and contributions received from the public not being recorded in the cash book are of a serious nature. The Committee are not sure whether similar irregularities are not being

committed in other areas also; and if they are, to what extent. To the extent they do exist, however, all apprehensions of leakages or wastages cannot obviously be ruled out. There is, in fact, a section of opinion which holds that figures of contribution on the part of the people in the shape of labour and money are often exaggerated, and that faked accounts or muster rolls are sometimes produced in order to draw larger amounts from the Government. The Committee have no definite data on which to pronounce their own judgment in the matter; but surely the type of irregularities to which the Accountant General of Rajasthan has drawn attention, are a pointer in this context, so far as they go. The Committee hope that such apprehensions as they do exist in this regard in some quarters are, at any rate, exaggerated; but prudence and public interest demand that the opinion to which the Committee have referred, should not be ignored. The Committee feel inclined to lay particular stress on this aspect of the working of the Community Development Programme, in view of the fact that *positive* safeguards or checks against dissipation of public funds in the manner indicated above, have as already pointed out, not yet been evolved; and neither the C.P.A. nor the P.E.O., seem capable of providing the vigilance required. In this connection, the Committee might as well point out that care does not seem to have been taken so far even to lay down minimum accounting standards of proforma. There is no reason why this lacuna should not be made up immediately. In all the circumstances of the case the Committee would strongly urge on the High Power Committee on Plan Projects, referred to above, to give the whole question their careful and earnest attention. There appears to be an urgent need not only to inculcate the spirit of strictest financial propriety among the officials as well as the public workers in charge of Community projects, and to lay down minimum accounting standards and to insist on their maintenance; but also to create a machinery or agency, responsible for and capable of, keeping a vigilant eye in respect of any lapses of the nature the Committee have in view. The fact can never be over-emphasised that the funds earmarked for rural welfare should not only be regarded as a sacred trust; but also that it is up to the Government to see that the most stringent precautions and checks are provided to ensure against any possible misuse or dissipation of such funds.

G. Evaluation of certain intangible yet vital factors

147. As rightly pointed out by the Deputy Chairman of the Planning Commission, the improvement of rural life is essentially a human problem; it is a problem to find out how to change the outlook of the sixty million families living in the countryside, arouse enthusiasm in them for new knowledge and new ways of life and fill them with the ambition and the will to live a better life. The Ministry of Community Development informed the Committee that as a result of the working of the programme, considerable change of outlook among the village people for their own betterment has been brought about. In fact, the demand for expansion of the programme from the people has been so insistent that the Government introduced the N.E.S. in 1953 so that

the programme could be extended more rapidly in rural areas. The Committee are glad to observe that during the tours of the various sub-committees, members noticed tremendous enthusiasm among the people for the Community Development Programme. Another gratifying feature they noticed was that this enthusiasm was being genuinely shared by a large number of officials at various levels in charge of the Development Programme. This certainly augurs well for the future of the programme.

148. About the community effort for works of benefits to the community as a whole, the representative of the Ministry informed the Committee that it was a very prominent feature in the Community Development and N.E.S. programmes and that the latest reports showed that the value of people's contribution calculated in terms of money worked out to Rs. 46 crores during the period ending 31st of March, 1956. This meant that the people's contribution had been of the order of 56% of the total Government expenditure. Measured in terms of population it worked out to Rs. 3,484/- per thousand persons and for a family of 5 persons it worked to Rs. 17 to Rs. 18/-.

149. The Committee note that considerable stress is laid, and rightly too, by the Community Projects Administration and the programme Evaluation Organisation on the question of the change of outlook of the rural people, and also on the people's participation in the programme. There is however, absolutely no cause of anxiety on this account. In this connection, the Committee are in agreement with the following observations of Mr. Carl C. Taylor:—

“Villagers by the hundreds of thousands are participating in the Indian Community Development Programme. They are no longer lethargic or apathetic. There is probably no doubt that apathy and scepticism about Government and Government services were present among villagers before the Community Development Programme started. It is probably true, as is often asserted, that psychological as well as physical, economic and cultural stagnation existed in most Indian villages when Independence was gained. But I am convinced that these barriers to change have been reached on such a wide front that the chain reaction from improvement projects already successfully completed will carry the Community Development Programme across the whole of India so rapidly that technical and administrative services will have difficulty in keeping pace with them”.

150. Constant care will have, therefore, to be exercised to see that in our enthusiasm to change the outlook of the people, their basic needs for adequate food, clothing, shelter, health, education, recreation and community life are in no way neglected. Hence, the importance of fixing certain physical targets to be achieved within specific period, to satisfy these basic needs, should not be minimised.

H. Total Impact of the Programme

151. From the limited data available, the following points emerge on the credit side and the debit side of the Community Development Programme.

Credit Side:—

- (i) Considerable change of outlook among the village people for their own betterment has taken place.
- (ii) People's participation in the programme has been most outstanding.
- (iii) Substantial progress has been made through the extension agencies to bring about improved agricultural practices, on which the plan laid the greatest emphasis. A survey conducted by the N.S.S. unit some time ago in a few selected areas has indicated that the average yield of principle crops in community Project/Community Development/N.E.S. areas has gone up by about 20-25 per cent compared to the overall yield for the country as a whole.
- (iv) Noticeable improvements have been effected under the programme in various fields such as irrigation, health and sanitation, construction of roads etc. The most striking feature is the establishment of People's organisations like the village punchayats and co-operative societies though there is considerable leeway still to be made up in this Sector.

Debit Side:—

- (i) There is a heavy shortfall in the expenditure contemplated for rural development in the First Plan.
- (ii) War against Poverty, Disease and Ignorance is still to be won. We do not even seem to know where we stand.
- (iii) It is still necessary to import foodgrains from foreign countries.
- (iv) There are certain problems which require to be tackled vigorously. In this connection, the following observations of Mr. Douglas Ensminger in his article "Complacency—the greatest danger" written in June, 1955 are worth recording:—

"Improvement in agriculture and food production has exceeded all expectations. But the community programme after two and one-half years, undoubtedly finds many hard critics because it still has not come to grips with the following problems. There is no realistic programme to provide employment opportunities for village people. Planning and progress in health are less than adequate. Little has been done to improve rural credit facilities or terms; education is not realistically brought into the programme. Little direct

benefit of the programme trickles down to the landless labourers. Programmes to improve and develop village industries are said to be important but little is done to help develop these industries. Programmes to help improve home and family living are lacking. Limited attention has been given to village youth. All too little thinking is being done about making village life pleasant and emotionally rewarding."

This article was written more than a year ago, and some beginning has, no doubt, been made since then to tackle these problems also; but the path to be covered is long and arduous.

152. The above balance sheet indicates that there is no room for complacency. The Community Projects Administration will have therefore to play a very prominent and strenuous role to see that the points on the debit side are wiped out during the Second Plan.

I. Miscellaneous

(a) Role of the Community Projects Administration

153. While explaining its functions, the Community Projects Administration stated that the central object of the Community Development Programme was to secure the fullest development of the material and human resources of the rural areas through the cooperative effort of the people themselves in rebuilding the village community, assisted by the Government. They, however, added that the implementation of the Community Development Programme was the responsibility of the State Governments, and that the C.P.A. was responsible for planning, directing and coordinating the Community Projects throughout the country. While replying to a question regarding the fulfilment of certain basic objectives, the C.P.A. explained that the provision in the Community Projects and N.E.S. Block budgets were only nucleus funds for development activities in those areas. They further added that the Community Development Programme including the N.E.S. was essentially a programme of all the Welfare Departments and not of a single department of the State Government, and that the Departments concerned with rural development were therefore as much concerned with the carrying out of their normal departmental activities in these areas as they were before the introduction of the programme. The question then arises, as to what should be the role of the Community Projects Administration? There are various Ministries in the Centre and the States to look after the individual subjects such as Agriculture, Education, Health etc. which are vital to the needs of the people. Should then the role of the C.P.A. be primarily limited to laying down the broad policies of Community Development and distributing the funds at their disposal to the State Governments? In the opinion of the Committee, the C.P.A. is required to play a much wider and more vital role than this. They have to so plan, direct and coordinate the Community Development Programme throughout the country that the "Directive Principles of State Policy" enshrined in the Constitution are

made a reality in rural areas within a limited period of time. During the First Plan, the response of the rural people to this programme was splendid; it was beyond expectations of those who planned the programme. The people's contribution amounted to more than 50% of the Government expenditure. If the C.P.A. could not spend usefully more than what it actually did, it was certainly not due to any want of enthusiasm or response from the people. In this connection, the following observations of a State Development Commissioner quoted by Mr. M. L. Wilson in his Report are worth recording:—

“The potentialities of the people of the village are very great. Five years ago the Government and the people outside Government who had dreamed about a new village India were ahead of the village people. Today, in those blocks in which the development programme has been going on for 2-3 years, and in which it has been administered in such a way as to reach the people and to get across its meaning and significance, there has been a great awakening. The village people, in their progressive thinking and desire for better things, are ahead not only of the public administrators as a whole but the policy makers and those who mould and shape public opinion”.

154. Here then is the tremendous upsurge of public enthusiasm, a great release of energy, which has to be properly mobilised and utilised, for the realisation of our dream of Rural India on the basis of Sarvodaya. This is an urgent, nay, an immediate task. Before this enthusiasm dies down and change into a feeling of frustration or fatalism, the task has to be accomplished. This is the reason why the Committee have been laying such a great stress on the fixation of certain basic targets for the achievement of our cherished objectives. It might be argued that the C.P.A. cannot undertake this gigantic task as it does not possess any executive powers. It has to rely on the machinery of the State Governments and other Central Ministries for the execution of work. The very purpose of the C.P.A., in the opinion of the Committee, should be to enliven this slow moving machinery, to tap the public response and enthusiasm and to seek the fullest co-operation of the public leaders to fulfil the idea of the Welfare State so far as rural India is concerned. If the C.P.A. cannot itself do a particular job, it can certainly request the Department concerned to do it and offer its advice and guidance as to how to do it. If the request is practicable and reasonable, the Department concerned is duty-bound to comply with it. Directive Principles of State Policy are after all as much binding to the State Governments as to the Central Ministries. Stray cases of failures can, and should be brought to the personal notice of the Chief Minister concerned and the Prime Minister. Community Development Programme has been rightly described as a war against the triple enemies of poverty, disease and ignorance. So long as there is a single villager who is unable to earn enough to provide adequate food, clothing and shelter for himself and his dependants, so long as there is a single premature death by a disease curable by

modern medicine, and so long as there is a single child in a village, growing up without receiving education, the programme cannot be stated to have fulfilled its purpose. Certain basic needs have to be provided not to 'majority' but 'unto this last man'. Failure to do so within a reasonable span of time would be regarded as the failure of the C.P.A. And provision of these basic needs is only a first step. After all, what does this idea of Community Development boil down to? It only means that all the benefits of modern scientific and technological progress should be fully shared by the village communities. When this is achieved, the Community Projects Administration will have fulfilled its Mission.

(b) Maintenance of Progress after the expiry of intensive phase of development of Blocks

155. The Ministry of Community Development informed the Committee that in the post-intensive stage, the responsibility for the various items of work would vest in the respective departments of the State Governments from the provision included in the Second Five Year Plan in respect of their subjects. It would be ensured that the blocks continue to make further progress. The staff on the N.E.S. pattern would be retained in the Blocks and the Central Government would continue to share expenditure thereof on agreed basis. The additional staff would be borne on the cadres of the respective Development Departments. Funds were also being allocated specifically for "Local Works" and "Social Education" in these blocks for a period of 3 years. Pilot experiments on cottage industries, womens' programme, co-operative housing etc., would also be undertaken in those areas.

156. The P.E.O. in their Third Evaluation Report indicated that in the anxiety to get works done and expenditure incurred sufficient thought did not appear to have been given so far in several projects to arrangements for maintenance of facilities after the project period was over. The P.E.O. suggested that the responsibility for maintenance of facilities should be fixed clearly between the Panchayat, the District Agency and the State departments according to the particular conditions in each State because if such responsibility was not adequately fixed, and the facilities created or amenities provided deteriorated for lack of maintenance, the effect on the morale of the people would be very adverse.

157. The Director of P.E.O. further informed the Committee that the subject of post-intensive maintenance of the Blocks was of vital importance and was constantly under the examination of the Ministry of Community Development and he was also constantly in touch with the Ministry in that respect. The Director added that some decisions were taken and the Ministry had provided a token grant of Rs. 25,000 for 'Local Works' and Rs. 5,000 for 'Social Education' for all the blocks converted into N.E.S. blocks after the period of intensive development. In addition all funds of the normal departments would be made available as the Ministry of Community Development was urging that the normal departments should concentrate their activities in those blocks.

158. The Committee agree in this connection with the views of the P.E.O. and recommend that the responsibility for the maintenance of the progress in the Blocks in the post-intensive period should be specifically fixed and the maximum possible use in this connection should be made of the local Panchayats wherever existing. The officers of the Ministry of Community Development also should keep a constant watch on the progress in such blocks and any deterioration as and when detected should immediately be brought to the notice of the State Governments suggesting the action to be taken to keep the progress up to the mark.

(c) Classification of Blocks and stepping up of Progress

159. The Ministry of Community Development informed the Committee that no special categorisation of Community Development and N.E.S. Blocks according to progress was so far made as it was a matter for State Governments. Quarterly reviews of progress in different series of C.P./C.D./N.E.S. Blocks were however, made and the results were brought to the notice of State Governments, the field officers and the subject matter specialists of the C.P.A. He added that the Development Commissioners, in co-operation with the Departments concerned in the State Governments, took special steps to bring to mark the blocks with unsatisfactory record and the C.P.A. rendered necessary assistance where required.

160. Regarding the question of allotting money to the different blocks according to the requirements of geographical, economical and social conditions prevailing there, the Ministry of Community Development informed the Committee that the funds available in the schematic budget were intended to provide only the nucleus of development in the project and block areas, the intention being that the same would be supplemented by the resources of the various welfare departments of the State Government and it was open to the State Governments to modify it in the light of the local requirements. Further the programme of development in each block and the budget estimates for full 3 years were required to be formulated in consultation with the Block Advisory Committee, the members of which comprised of all important non-official local element. For areas like N.E.F.A. a special pattern of development under N.E.S. programme was evolved which provided for a comparatively lesser coverage per block with benefit for subsidy in respect of items which were normally treated as loan items in the standard pattern. Similarly for other tribal and Scheduled caste areas it was decided that the blocks located therein would cover a population of 25,000 to 30,000 against the normal coverage of 66,000 per block.

161. The representative of the Ministry of Community Development further informed the Committee that categorisation of blocks as good, bad and indifferent on the basis of progress would not help and it was only the statistical tables that could help an administrator to take positive action for the purpose of rectification of the particular defects. It was difficult to proceed merely on the basis of good, bad

and indifferent and it was necessary to proceed on the basis of more detailed analysis of actual performance under different items. Besides there was another aspect. In a multi-purpose programme the progress of a particular block may be excellent in respect of one or two items whereas in others it may be poor. So it could not straightaway be classified as either good or bad. So far as the methodology for improvement of blocks with a record of unsatisfactory progress was concerned the representative of the Ministry added that such problems were freely discussed in intra-State seminars when development officers of three or four districts held a seminar where their problems were discussed, progress and deficiency reviewed and suggestions made by one block for the improvement of the other. Further the State Development Commissioner would now maintain an evaluation statement in respect of each block in his State and he would be in a position to compare the block-wise unsatisfactory progress needing remedial actions.

162. The Committee are not convinced with the argument that the classification of blocks according to the progress made will be of no use. It will on the other hand be of immense use provided it is built on a statistical basis specifying the items where the block needs improvement. This will, in the opinion of the Committee, brighten the black spots and will encourage prompt action where the deficiency is marked. The Committee, however, think that knowing the deficiency is not enough. What is required is the action to remove the deficiency. The Committee, therefore, recommend that special attention should be paid to see that all the villages in a block receive more or less equal attention and that there is no uneven distribution of amenities to add to inter-village disparities as pointed out by the P.E.O. in the Third Evaluation Report. Further the Committee recommend that the poor and backward people in the village should receive greater attention and if necessary the same approach and devices as adopted in dealing with the uplift of tribal people may be tried in case of such people which mostly include Harijans.

The Committee also suggest that in special cases where due to any abnormal circumstances, the normal period has not been able to achieve even to a tolerable degree and there is a leeway to be made up, discretion should be given to some authority at suitable level to consider the matter and give a suitable extension to the period of operation of the block.

163. The Committee also suggest that suitable criteria should be evolved to adjudge the overall progress made by the various villages under the same V.L.W. and annual prize may be given to the village adjudged to be the best. The same principle may be applied to different V.L.Ws. under the same Block Development Officer and the V.L.W. whose performance is adjudged to be the best may be suitably rewarded by issue of a certificate of merit, cash prize or even a promotion. Similar healthy competition should be set up for various blocks in the same State. The feasibility of introducing a Rural Development Shield for the State adjudged to have made the best all round

progress during the year might also be examined. An independent panel of judges and certain well-defined objective criteria for judging the results will be necessary. These can be worked out in consultation with the Programme Evaluation Organisation.

164. The results of these various competitions should be suitably publicized to serve as an impetus to the Competitors. The idea is to expand the sphere of activity, interest and enthusiasm as widely as possible. In this connection, the Committee can do no better than to reproduce the following pertinent observations of the Prime Minister, Shri Jawaharlal Nehru:

“I think nothing has happened in any country in the world during the last few years so big in content and so revolutionary in design as the Community Projects in India. They are changing the face of rural India. In the course of the next five or six years they will cover every village in India. It is a tremendous adventure and we shall only succeed if we consider it our common adventure. Not a few but we must all work together for it. Men, women, and if I may say so, boys and girls and children, of all us have to take our share”.

NEW DELHI;
The 1st December, 1956.

BALVANTRAY G. MEHTA,
Chairman,
Estimates Committee.

APPENDIX I

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

Operation Agreement No. 8.

COMMUNITY DEVELOPMENT PROGRAMME

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

1. DESCRIPTION OF THE PROGRAMME

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

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

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

Each project will embrace approximately 300 villages with a population of about 200,000 people and cover a cultivated area of approximately 150,000 acres of land. A project area will be divided into three development blocks, each comprising about 100 villages

and a population of about 65,000 people. In areas where a full project is not considered feasible, one or two development blocks will be started for the time being. The 55 projects will include approximately 16,500 villages and over a crore of people.

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

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

A. Agricultural and Related Matters

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

B. Communications

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

C. Education

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

D. Health

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

E. Training

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

F. Social Welfare

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

G. Supplementary Employment

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

H. Housing

1. Demonstration and training in improved techniques and designs for rural housing.
2. Encouragement of improved rural housing on a self-help basis.

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

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

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

2. LOCATION OF PROJECTS

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

PART 'A' STATES

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

- (1) Cachar District (Sonai-Silchar-Hailakandi Tehsil).
- (2) Darrang District (Mouzas-Dakua-Harisinga Ambagaon-Barsilajhar-Orang-Dkokiajuli Tehsils).
- (3) Garo Hills-Goalpara area (One Development Block)
- (4) Golaghat-Mikir Hills area (One Development Block).

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

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

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

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

4. MADHYA PRADESH (4 Projects):

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

5. MADRAS (6 Projects):

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

6. ORISSA (3 Projects):

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

7. PUNJAB (4 Projects and 3 Development Blocks):

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

8. UTTAR PRADESH (6 Projects):

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

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

- (1) Birbhum District (Sadar Tehsil).
- (2) Birbhum District (Rampurhat Tehsil).

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

PART 'B' STATES

- 10. HYDERABAD (2 Projects and 1 Development Block):
 - (1) Nizamsagar area.
 - (2) Raichur District (Kopthal-Gangavati-Sindhnoor area).
 - (3) Warrangal District-Laknawaram area (One Development Block).
- 11. MADHYA BHARAT (2 Projects):
 - (1) Gird District (Ghatigaon-Pichhore Tehsils).
 - (2) Nimar District (Rajpur-Kasraward Tehsils).
- 12. MYSORE (1 Project):
 - (1) Shimoga District (Shikaripur-Sorab area).
- 13. PEPSU (1 Project):
 - (1) Dhuri Tehsil.
- 14. RAJASTHAN (7 Development Blocks):
 - (1) Bikaner-Ganganagar District (Rai Singhnagar and Anoopgarh Tehsils).
 - (2) Sawai Madhopur (Hindaun Tehsil).
 - (3) Alwar-Alwar District.
 - (4) Kotah-Kotah District (Baran Tehsil).
 - (5) Jodhpur-Pali District (Jodhpur).
 - (6) Udaipur-Udaipur District (Rajsanand and Relmagra Tehsils).
 - (7) Bhil Area-Dungarpur District (Scheduled Tribes).
- 15. SAURASHTRA (1 Project):
 - (1) Sorath District (Manavadar-Vanthali Tehsils).
- 16. TRAVANCORE-COCHIN (2 Projects):
 - (1) Kunnathunad-Chalakkudi area (Trichur District).
 - (2) Neyyattinkara-Vilavancode area (Trivandrum District)..

PART 'C' STATES

- 17. AJMER (1 Development Block):
 - (1) Ajmer Sub-Division.
- 18. BILASPUR (1 Development Block).
 - (1) Sadding Tehsil.

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

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

3. ORGANISATION FOR THE PROGRAMME

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

- (1) *Central Organisation.*—Pursuant to paragraph 1 of Article IV of the Technical Co-operation Programme Agreement of January 5, 1952, the Government of India has designated a Central Committee to lay down the broad policies and provide the general supervision for the agreed projects and under it an Administrator of Community Projects.

The Administrator will be responsible for planning, directing, and coordinating the community projects throughout India under the general supervision of the Central Committee and in consultation with appropriate authorities in the various States. He will be assisted by a highly qualified executive staff to advise him on administration, finance, personnel (training), community planning and other matters and operating divisions in the fields of (1) agriculture, (2) irrigation, (3) health,

(4) education, (5) industries, (6) housing and (7) community facilities. This staff will work with the State, district and project level workers in the interest of carrying out cooperatively the Community Development Programme.

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

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

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

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

- (3) *District Organisation.*—There will be established at the district level, where necessary, a District Development Officer who will be responsible for the Community Development Programme in his district. This officer will have the status of an Additional Collector and will be responsible for the execution of the Community Projects as well as the general development in the district. He will operate under the direction of the State Development Commissioner and will be advised by a District Development Board consisting of the officers of the various departments concerned with community development, with the Collector as Chairman and the District Development Officer as Executive Secretary.

- (4) *Project Organisation.*—Each individual project unit (consisting of a full project or one or more development blocks where there is not a full project) within the

district will be in charge of a Project Executive Officer who will be responsible for the community programme in the unit area. The Project Executive Officer will operate, as the case may be, under the direction of the District Development Officer or the State Development Commissioner. In the selection of the Project Executive Officers special regard will be paid to experience, general outlook, understanding of the needs and methods of community development and capacity for leadership as well as ability to secure both official and non-official co-operation.

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

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

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

4. ADMINISTRATION OF PROGRAMME

- (a) The supplies, equipment, and all other necessary materials required for the programme from outside India will be procured by a procurement agency of the Government of India with the assistance of an appropriate United States Government Agency or *vice versa* or otherwise as may be agreed upon by the Representative and the Director.
- (b) The Director and the Representative may make such additional provisions for and changes in the administration of this agreement as they shall agree to be necessary for carrying out the Community Development Programme.
- (c) Any right, privilege, power, or duty conferred by this agreement upon either the Director or Representative may be delegated by either of them provided that each such delegation be satisfactory to the other. Such delegation shall not limit the right of the Director and the Representative to refer any matter directly to each other for discussion and decision.
- (d) The form and coverage of the quarterly report of operations and progress provided for in paragraph 3 of Article V of the Programme Agreement shall be determined

subsequently by the Central Committee in consultation with the Director.

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

5. FINANCING THE PROGRAMME

(a) The total estimated joint cost of the Community Development Programmes is \$8,671,000 and Rs. 343,834,000. In order to finance the programme the Government of United States of America will make available to Fund A \$8,671,000 and the Government of India agrees to contribute Rs. 343,834,000 from Fund B or other sources. It is agreed that rupees deposited in Fund B for the prosecution of further projects of economic development under Operational Agreement Nos. 1 and 2, estimated at Rs. 47,740,000 will form part of the rupees contributed by the Government of India to the financing of this programme. The funds so made available shall be allocated and spent in accordance with an agreed budget estimated as follows:

| | Dollar Expenditure | Rupee Expenditure |
|---|-----------------------|----------------------|
| 1. Equipment, construction and supplies for basic project villages. | 4,042,000 | 237,875,000 |
| (a) Irrigation canals, surface wells and tanks, including earth-moving equipment. | 2,310,000 | 100,375,000 |
| (b) Drinking water supply. | — | 2,200,000 |
| (c) Drainage. | — | 55,000,000 |
| (d) Roads, including earth-moving equipment. | 1,386,000 | 56,650,000 |
| (e) Education. | — | 38,500,000 |
| (f) Reclamation of cultivable waste land including earth moving equipment. | 346,000 | 14,850,000 |
| 2. Rural arts, crafts and industries. | 289,000 | 23,375,000 |
| 3. Animal husbandry. | — | 1,430,000 |
| 4. Indian Personnel 125 per Project, of which 22 are supervisory personnel and 103 are field workers in agricultur, education, health and other Community-Development activities. | — | 31,570,000 |
| 5. Equipment for personnel. | 1, 870,000 | 1,833,000 |
| (a) Transport; 495 jeeps, 9 per project. | 1,485,000 | — |

| | | |
|---|--------------|-----------------|
| (b) Demonstration equipment and supplies for 5,500 Indian personnel: Tools, implements, seeds, books health, supplies etc. Total needed is about \$ 140 per worker of which half is available now in India. | 3,85,000 | 1,833,000 |
| 6. Equipment construction and supplies for basic project mandi centres (1 per development block). | 1,273,000 | 20,323,000 |
| (a) Housing for project staff. | — | 11,000,000 |
| (b) Dispensaries and health units. | 173,000 | 4,125,000 |
| (c) Agricultural extension service sub-headquarters. | — | 1,568,000 |
| (d) Farm implement and equipment centres. | 1,100,000 | 825,000 |
| (e) Marketing centres and storage godowns. | — | 2,475,000 |
| (f) Community centre. | — | 330,000 |
| 7. Additional equipment and supplies for composite projects (see provision below) | 1,128,000 | 22,230,000 |
| 8. Contingencies | 69,000 | 5,198,000 |
| 9. U. S. Technical Personnel : (To be provided from sources other than Salaries, travel to India and Salaries, travel and other administrative costs. Fund A). | | |
| 10. Fertilizer : For Distribution or sale to farmers to increase food and agricultural production. (To be allocated from Fertilizer Import-Project-Operation Agreement No. 1). | | |
| 11. Steel : For village blacksmith shops for production of farm tools and implements. (To be allocated from Steel Import Project-Operational Agreement No. 2). | | |
| 12. Tubewells: Approximately 750 (or 150 per project in 5 projects). (To be allocated from Ground Water Irrigation Project-Operational Agreement No. 6). | | |
| TOTAL | \$ 8,671,000 | Rs. 343,834,000 |

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

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

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

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

(b) The dollar funds provided under this Agreement for financing the Programme will be treated as a loan to the States to the extent deemed feasible and advisable by the Government of India, estimated at about 55 per cent. of the total dollar funds, to be repaid upon such terms and conditions as may be determined. The proceeds of such repayments will be deposited into Fund B for the prosecution of further projects of economic development mutually agreeable to the two Governments as provided in Programme Agreement.

(c) The Government of the United States of America will make available, within the limits of available appropriations, from sources other than Fund A the funds necessary to pay the salaries and other

expenses of the technicians employed by the United States Government for the purpose of providing technical assistance in the Community Development Programme.

6. TECHNICAL ASSISTANCE

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

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

7. SUPPORTING PROJECTS

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

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

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

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

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

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

8. EVALUATION OF PROJECTS

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

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

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

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

For the Government of India.

P. C. BHATTACHARYYA,

Joint Secretary, Ministry of Finance.

For the Government of the United States of America.

CLIFFORD H. WILLSON,

Director of Technical Co-operation for India.

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

Supplement to Operational Agreement No. 8.

COMMUNITY DEVELOPMENT PROGRAMME

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

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

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

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

It is hereby agreed between the Representative and the Director that the amounts necessary for payments to be made outside of India in United States dollars for the procurement of supplies, equipment, services and other programme materials and their transportation to India will be \$1,925,000 and it is agreed that such sum shall be withheld in the United States of America from the deposits to be made by the Government of the United States of America to the credit of Fund A and shall be used by the Technical Co-operation Administration for making such payments. Such sum so withheld shall be regarded as having been deposited in Fund A.

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

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

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

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

For the Government of India.

S. G. BARVE,

Joint Secretary, Ministry of Finance.

For the Government of United States of America.

CLIFFORD H. WILLSON,

United States Director of Technical Co-operation for India

APPENDIX III

COMMUNITY PROJECTS AND DEVELOPMENT BLOCKS ALLOTTED IN 1952-53

*Community Projects/Development Blocks allotted under the Indo-U.S.
Operational Agreement No. 8 on Community Development Programme*

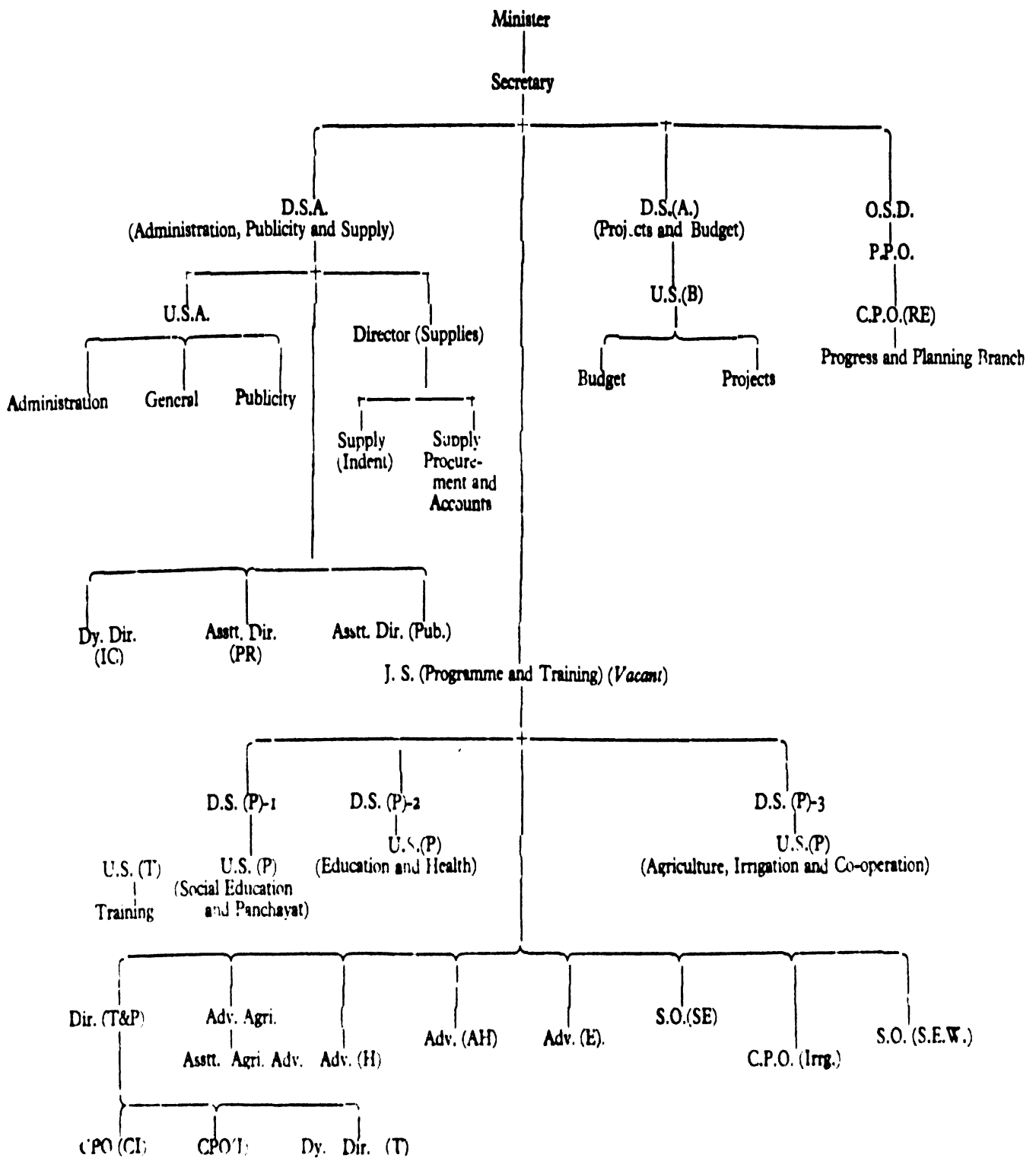
Areas selected

Part 'A' States

1. Andhra (2 Projects):
 1. Kurnool-Cuddapah Canal Area.
 2. East Godavari (Kakinada-Peddapuram).
2. Assam (2 Projects and 2 Development Blocks):
 1. Cachar District (Sonai-Silchar-Hilakandi Tehsils).
 2. Darrang District (Mouzas-Dakua-Harisinga-Ambagaon-Barsilajhar Orang-Dkokiajuli Tehsils).
 3. Garo Hills (1 Development Block).
 4. Golaghat (1 Development Block).
3. Bihar (4 Projects and one Development Block):
 1. Pusa-Samastipur-Begusarai Area.
 2. Dehri-Bhabua-Mohania Area.
 3. Ormanjhi-Ranchi-Mandi Area.
 4. Jehanabad-Ekangarsarai-Bihar-Barbigha Area.
 5. Santhal Parganas-Raneshwar Block (1 Development Block):
4. Bombay (4 Projects and 1 Development Block).
 1. Mehsana District (Vijapur-Kaolo Tehsils).
 2. Kolhapur District (Karneer-Panhala Tehsils).
 3. (a) Kalyan Block, District Thana.
(b) Karjat and Kholapur Blocks, District Kolaba.
 4. Belgaum District (Hukkeri-Gokak Tehsils).
 5. Sabarkantha District (1 Development Block).
5. Madhya Pradesh (4 Projects):
 1. Raipur-Dhamtari (Rice zone).
 2. Hoshangabad-Sohagpur (Wheat zone).
 3. Amravati-Marsi-Daryapur (Juar zone).
 4. Bastar (Jagdalpur) District Bastar.
6. Madras (4 Projects):
 1. Coimbatore (Gobi-Erode-Bhavani-Dharapuram Tehsils).
 2. Malabar (Palghat).

APPENDIX II

ORGANISATION CHART OF THE MINISTRY OF COMMUNITY DEVELOPMENT AS ON 2-11-1956



3. Gandhigram (Nilakottai-Malur-Madurai).
4. South Kanara (Karkal-Mangalore).
7. Orissa (3 Projects) :
 1. Kalahandi District, Dharamgarh sub-Division (Junagadh).
 2. Balasore District (Bonth-Tihiri-Bhadrak Police Stations).
 3. Ganjam District, Ghumsur Tehsil (Russel Konda).
8. Punjab (4 Projects and 3 Development Blocks):
 1. Gurdaspur District (Batala Tehsil).
 2. Ambala District (Jagadhri Tehsil).
 3. Jullundur District (Nawanshahr Tehsil).
 4. Nilokheri—(1 Development Blocks).
 5. Faridabad—(2 Development Blocks).
 6. Rohtak District—(Sonapat Tehsil).
9. Uttar Pradesh (6 Projects) :
 1. Gorakhpur District (Maharaj Ganj-Sadar Tehsils).
 2. Azamgarh District (Ghosi-Mohammadabad-Gohana Tehsils).
 3. Faizabad District (Bikapur Tehsil).
 4. Mainpuri Tehsil.
 5. Jhansi District (Garautha-Mauranipur Tehsils).
 6. Almora Tehsil.
10. West Bengal (8 Development Blocks equivalent to 3 Projects—composite type):
 1. Birbhum District (Sadar Tehsil).
 2. Birbhum District (Rampurhat Tehsil).
 3. Birbhum District (Sadar-sub-Division).
 4. Burdwan District (Burdwan-Sadar-Katwa Tehsils).
 5. Burdwan District (Burdwan-Sadar Tehsils).
 6. 24 Parganas (Sadar Tehsil).
 7. Midnapore District (Jhargram Tehsil).
 8. Nadia District (Ranaghat sub-Division).

Part 'B' States—

11. Hyderabad (1 Project and 4 Development Blocks) :
 1. Nizamsagar Area.
 2. Raichur District (Tungabhadra Project Area).
 3. Warangal District—Laknawaram Area (1 Development Block).
 4. Gulburga District—Gulburga Tehsil Area (1 Development Block).
12. Madhya Bharat (2 Projects) :
 1. Gird District, Ghatigaon-Pichhore Tehsils (Dabra).
 2. Ni ar District (Rajpur-Kasraward Tehsils).

13. Mysore (1 Project) :
 1. Shimoga District (Shikaripur-Sorab Area).
14. PEPSU (1 Project) :
 1. Dhuri Tehsil—Malerkotla—District Sangrur.
15. Rajasthan (7 Development Blocks) :
 1. Bikaner—Ganganagar District (Rai Singhnagar and Anupgarh Tehsils).
 2. Sawai Madhopur District (Hindaun Tehsil).
 3. Alwar District (Kishangarbas)
 4. Kotah—Kotah District (Baran Tehsil).
 5. Sumerpur Pali District.
 6. Udaipur—Udaipur District (Rajsamand and Reimagra Tehsils).
 7. Bhil Area —Dungarpur District (Scheduled Tribes).
16. Saurashtra (1 Project) :
 1. Sorath District, Manavadar-Vanthali Tehsils (Junagadh).
17. Travancore-Cochin (2 Projects) :
 1. Kannathunad-Chalakudi Area (Trichur District).
 2. Neyyattinkara-Vilavancode Area (Trivandrum District).

Part 'C' States—

18. Ajmer (1 Development Block) :
 1. Ajmer sub-Division—Pisangan.
19. Bilaspur [1 Development Block (since merged with H. P. State).]
 1. Saddar Tehsil.
20. Bhopal (1 Project).
 1. Sehore and Taisen Districts (Goharganj-Huzoor-Sehore—
Icchawar Tehsils).
21. Coorg (1 Development Block) :
 1. Shanivarsanthe Hobli-Somwarpet Nad-Fraserpet Hobli—
Notified Area.
22. Delhi (1 Development Block)
 1. Alipur Area.
23. Himachal Pradesh (1 Project) :
 1. Sirmur—Paonta Tehsil.
 2. Mandi-Sadar-Sarbaghat-Chachiot-Sundernagar
 3. Kunihar—Mahasu District.
24. Kutch (1 Development Block) :
 1. Nakhatrana—Bhuj Tehsils.
25. Manipur (1 Development Block) :
 1. Thoubal Tehsil.

26. Tripura (I Development Block):
 1. Nutanhaveli and Old Agartala.
27. Vindhya Pradesh (I Development Block):
 1. Parts of Nagod and Raghuraj Tehsils.
- 28.* N.E.F.A. (I Development Block) :
 1. Pasighat—District Abor Hills.
- 29*. Jammu & Kashmir (I Project) :
 1. Badgam Block.
 2. Ladakh Block.
 3. Mansar Block.

*These Blocks are outside the operational agreement No. 8.

APPENDIX IV

COMMUNITY DEVELOPMENT BLOCKS ALLOTTED IN 1953-54.

Community Development Blocks allotted under the 1st Supplement to operational Agreement No. 8 on the Community Development Programme

Part 'A' States—

1. ANDHRA (2 Development Blocks)—
 1. Vayalpad area—Chittoor District.
 2. Ichapuram area—Srikakulam District.
2. ASSAM (3 Development Blocks)—
 1. Bihpuria—North Lakhimpore District.
 2. Bhurbandha—Nowgong District.
 3. Aijal—Mizo Hills District.
3. BIHAR (2 Development Blocks)—
 1. Shikarpur Development Block—District Champaran.
 2. Hura Development Block—Manbhum District.
4. BOMBAY (6 Development Block)—
 1. Vallia Mahal and some villages in Jhagdia Taluk—Broach District.
 2. Kalol—Panchmahals District.
 3. Mandangad and some villages in Dapoli Taluk in Ratnagiri District.
 4. Malegaon—Nasik District.
 5. Shahada in West Khandesh.
 6. Indian Bijapur District.
5. MADHYA PRADESH (4 Development Blocks)—
 1. Waraseoni Block—District Balaghat
 2. Bohuriband Block—District Jabalpur.
 3. Chikhali Block—District Buldana.
 4. Bazag-Gorakhpur Block—District Mandla.
6. MADRAS (4 Development Blocks)—
 1. Chingleput Tirukkalikundram—District Chingleput.
 2. Ambasamudram Cheranmahadevi—District Tirunelveli.
 3. Chidambaram Taluk in District South Arcot.
 4. Dindigul and Nilakothai Taluk in District Madurai (Gandhi-gram).
7. ORISSA (3 Development Blocks)—
 1. Sundargarh Block—District Sundargarh.
 2. Nayagarh Block—District Puri.
 3. Bargarh Tehsil Block—District Sambalpur.

8. PUNJAB (4 Development Blocks)—

1. Taran Taran, District Amritsar.
2. Kulu, District Kangra.
3. Thanesar, District Karnal.
4. Naraingarh, District Amritsar.

9. UTTAR PRADESH (8 Development Blocks)—

1. Bah, District Agra.
2. Dataganj-cum-Jalalabad—Basin of the river Sot in District Badaun and Shahjahanpur respectively.
3. Deoband, District Saharanpur.
4. Nagar Kalwar, District Basti.
5. Dudhi—District Mirzapur.
6. Jaunsar Bawar-cum-Jaunpur Rawain—Basin of the river Jamuna in District Dehra Dun and Tehri (Garhwal) respectively.
7. Phulpur in Allahabad District.
8. Bhilangana, District Tehri Garhwal.

10. WEST BENGAL (3 Composite Blocks)—

1. Habra Block, sub-Division Baraset, District 24-Parganas.
2. Sonamukhi Block, District Bankura.
3. Dinhata Block, District Cooch Behar.

Part 'B' States—

11. HYDERABAD (2 Development Blocks)—

1. Bendsura in Bhir District.
2. Block comprising parts of Nanded and Khandar Taluqs in Nanded District.

12. MADHYA BHARAT (2 Development Blocks)—

1. Pachor Development Block, Narsingarh-Sarangpur Tehsils, District Rajgarh.
2. Mandsaur in Malhargarh and Neemuch Tehsils (Deedwana).

13. PEPSU (1 Development Block)—

1. Bhatinda Development Block District-Bhatinda.

14. RAJASTHAN (2 Development Blocks).—

1. Nagar Pahari Govindgarh (District-Bharatpur, Alwar & Jaipur Division).
2. Maulasar (District Nagore-Jodhpur Division).

15. SAURASHTRA (1 Development Block)—

1. Kalawad Development Block, District Halar.

16. TRAVANCORE-COCHIN (1 Development Block)—

1. Ambalapuzha, Parkkad, Thakazhil, Nadumudi, Kallercode, Champakulam and Kainakari consisting of the Pakuthies of Alleppey (excluding the Municipal area). Revenue District of Quilon.

*Part 'C' States—***17. BHOPAL (1 Development Block)—**

Sanchi Block in Raisen District.

18. BILASPUR (1 Development Block) (Since merged with Himachal Pradesh State)—

Ghumarwin Block in Tehsils Sadar and Ghumarwin.

19. COORG (1 Development Block)—

Development Block consisting of Mercara, Bhagamandala, Napoklu and Ammathnad (Revenue Division).

20. VINDHYA PRADESH (2 Development Blocks)—

1. Panna Block, in part of Panna and part of Pawai Tehsil in the Panna District.
 2. Jatara Block in the District of Tikamgarh.
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APPENDIX V

NATIONAL EXTENSION SERVICE BLOCKS ALLOTTED IN 1953-54

| Sl. No. | State | No. of N.E.S. Blocks allotted | Location] |
|---------|--------|-------------------------------|---|
| 1 | 2 | 3 | 4 |
| 1 | Andhra | 22 | <ol style="list-style-type: none"> 1. Gara Srikakulam—Dist. Srikakulam. 2. Amadalavalasa Nagarikatkam—District Srikakulam. 3. Kota uratla Jallura--Dist, Visakhapatnam. 4. Pendurthi and Maduravada Revenue firka—Dist. Visakhapatnam. 5. Nakkapalli—Dist. Visakhapatnam. 6. Rajahmundry Rajanagaram—Dist. East Godavari. 7. Raghudevapuram Burugupudi, Gokavaram (non-Rural Welfare area) Dist. East Godavari. 8. Denduluru Bhimadole (non-Rural Welfare area)—Dist. West Godavari. 9. Kamavarapukota Dharamjegudem and Chintalapudi (non-Rural Welfare area) —Dist. West Godavari. 10. Triuvur vissannapets—Dist. Krishna. 11. Muzvid Muzunur—Dist. Krishna. 12. Santanuthalapadu Doddavaram area—Dist. Guntur. 13. Ongole Ammahbrole Duddukuru—Dist. Guntur. 14. Kanpur Sarvepalle—Dist. Nellore. 15. Podalakur Chittalur and other non-Rural Welfare area in the Taluk—Dist. Nellore. 16. Nagari Narayanavanam—Dist. Chittoor. 17. Arngolanu Palliputtur—Dist. Chittoor. 18. Yerrangondapalem Tripuranthakam Dornal Duped—Dist. Kurnool. 19. Alur Chippagiri Holgagundi Peddahothur—Dist. Kurnool. |

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20. Hindupur Parigi—Dist. Anantapur.

21. Madakasira and few non-Rural Welfare areas—Dist. Anantapur.

22. Talamanchipatnam and few other non-Rural Welfare areas—Dist. Cuddapah.

2 Assam

- 12 1. Sidli-Chirang-Dhubri Sub-Division—Goalpara District.
2. Dimoria—consisting of the Mauzas—Dimoria, Sonapur, Beltola and Panbari, Gauhati Sub-Division—District Kamrup.
3. Barpeta consisting of the four Mauzas—Bini Kaklabari, Chapaguri and Manikpur-Barpeta Sub-Division Kamrup District.
4. Dalu—District Garo Hills.
5. Majuli—consisting of two Mauzas, SALMORA and Kamalabari, Jorhat Sub-Division—Sibsagar District.
6. Sibsagar—consisting of four Mauzas Kowarpur, Thawra, Pandhing and Nitaipukhuri, Sibsagar Sub-Division—District Sibsagar.
7. Bhoi area—District Khasi Hills.
8. Tengakhat—consisting of 5 Mauzas, Tengakhat Kehremia, Tipling, Fakial and Moderkhat-Dibrugarh Sub-Division—Lakhimpur District.
9. Karimganj—consisting of part of the Pathankandi and Rathabari Thanas—District Karimganj.
10. Kohima—District Naga Hills.
11. Kathiatoli—consisting of Mauzas—Kondoli, Kathiatoli, Jamunamukh, (Part) North of the Nikhari river and Duar Damuni in Nowgong District.
12. Rangiya—consisting of four Mauzas—Panduri, Pub-Borigog, Pub-Kachari Mahal and Kambha, District Kamrup.

3 Bihar

- 14 1. Bodh Gaya—Bodhgaya Police Station, Gaya District.
2. Bariarpur—Bariarpur Police Station Monghyr District.

| 1 | 2 | 3 | 4 |
|---|-----------------|----|---|
| | | | 3. Dumri—Dumri Police Station, Hazaribagh District. 4. Saraikella—Saraikella Police Station—Singhbhum District. 5. Phulwari Sharif—Patna District. 6. Silao—Patna District. 7. Musherri—Muzaffarpur District. 8. Kuchaikote—Saran District. 9. Ramnagar—Champaran District. 10. Sabour—Bhagalpur District. 11. Islampur—Purnea District. 12. Bangaon—Saharsa District. 13. Barhee—Hazaribagh District. 14. Panki—Palamau District. |
| 4 | Bombay | 31 | 1. Nadiad—Kaira District. 2. Kapadvanj—Kaira District. 3. Mehmedabad—Kaira District. 4. Karad—Satara North District. 5. Patan Do. 6. Satara Do. 7. Karwar—North Kanara District. 8. Supa Mahal Do. 9. Haliyal Do. 10. Dharwar—Dharwar Taluka. 11. Edlabad—East Khandesh District. 12. Mohol—Sholapur District. 13. Nagar—Ahmednagar District. 14. Khanapur—South Satara District. 15. Haveli—Poona District. 16. Kodinar—Okhamandal—Amreli District. 17. Jabugam—Baroda District. 18. Songadh—Surat District. 19. Dehgam—Ahmedabad District. 20. Deesa—Banaskantha District. (Total equivalent to 31 Blocks). |
| 5 | Madhya Pradesh. | 30 | 1. Naricoli—District Sagar. 2. Patharia Do. 3. Barela—District Jabbalpore. |

| 1 | 2 | 3 | 4 |
|----------|----|----|---|
| | | | 4. Tiharni—District Hoshangabad. 5. Karakhel—Gotegeon—District Hoshangabad. 6. Shahpur—District Nimar. 7. Narainganj—District Mandla. 8. Prabhat Pattan—District Betul. 9. Pandhurna—Chhindwara District. 10. Kalanikhas Do. 11. Kundia —District Raipur. 12. Masturi—District Bilaspur. 13. Lormi Do. 14. Patan—District Durg. 15. Charama—District Bastar. 16. Sitapur—District Surguja. 17. Sarie—Lendhara—District Raigarh. 18. Mul—District Chanda. 19. Tumsur—District Bhandara. 20. Tirora— Do. 21. Lanji—District Balaghat. 22. Seloo—District Wardha. 23. Mandgaon— Do. 24. Narkher—District Nagpur. 25. Kalmeshwar— Do. 26. Teosa—District Amravati. 27. Risod—District Akola. 28. Babulgaon—District Yeotmal. 29. Umarkher— Do. 30. Jalamb—District Buldana. |
| 6 Madras | 28 | 1. | Kalasapakkam—Kadalady Mansura- bad village—Tachampadi firka, North Arcot District. 2. Thurinjasavram-Kilpennathur—North Arcot District. 3. Kadambulipur-Tirunavalur—South Ar- cot District. 4. Kullaniavadi—Kurinjiyadi— Do. 5. Chinnasalem—Vadakkanandal. Kalla- kurichi—South Arcot District. |

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4

6. Odappai—Tiruvallur—Chingleput District.
7. Mappedu-Pandur—Chingleput District.
8. Tiruppur—Avanashi—Coimbatore District.
9. Palladam-Vellakoil - Kengayam—(excluding C. P. areas)—Coimbatore District.
10. Kumbla-Majeshwas—South Kanara District.
11. Tirumangalam-Pannikundlu-Kaligudi—Madura District.
12. Sullia-Nileshwar—South Kanara Distt.
13. Kallupati-Sedappati—Madurai Distt.
14. Usilampatti-Vallandur Do.
15. Tellicherry-Kuthupapamba Mattanur—Malabar District.
16. Madayi-Payyanur—Malabar District.
17. Kundah-Gudalur-Pandalur Thuneri—Nilgiris District.
18. Malli-Nathampatti-Sriviliputhur-Ramanathapuram District.
19. Edircottai-Kalayarkurichi Sivakasi—Ramanathapuram District.
20. Krishnagiri-Kaveripatnam—Salem District.
21. Veeraganur-Talaivasal-Gangally Do.
22. Vedaranyam—Tanjore District.
23. Telainayar-Alathambadi-Salia-Mangalam—Tanjore District.
24. Musiri. Thathiengarpettai-Pulivalem—Tiruchirappalli District.
25. Vengalam-Valikandapuram—Tiruchirappalli District.
26. Parnati-Chinnadarapuram—Trichirappalli District.
27. Sankarankoil-Nilidanallur-Vasudevanallur—Tirunelveli District.
28. Pazhamoottai Tiruvengadam—Tirunelveli District.

| 1 | 2 | 3 | 4 |
|---|---------------|----|--|
| 7 | Punjab | 7 | <ol style="list-style-type: none"> 1. Hansi—Hissar District. 2. Gurgaon—Gurgaon District. 3. Guhla Sub-Tehsil—Karnal District. 4. Samrala—Ludhiana District. 5. Moga—Ferozepore District. 6. Nurpur—Kangra District. 7. Una—Hoshiarpur District. |
| 8 | Uttar Pradesh | 40 | <ol style="list-style-type: none"> 1. Loni—Meerut District. 2. Rudrapur Terai—Nainital District. 3. Khurhand—Banda District. 4. Koraon—Allahabad District. 5. Tarikhet—Almora District. 6. North Western Trnas (Rapti-Basti Domariaganj District). 7. Captainganj—Deoria District. 8. Nichlaul—Gorakhpur District. 9. Mangrabad Shahput—Jaunpur District. 10. Bah—Agra District. 11. Gordhanpur—Muzaffarnagar District. 12. Unchagaon—Bulandshahr District. 13. Tappal—Aligarh District. 14. Mathura-<i>cum</i>-Chhata—Mathura District. 15. Bareilly—Bareilly District. 16. Afzalgarh—Bijnor District. 17. Joya—Moradabad District. 18. Saidnagar—Tanda-Rampur District. 19. Pilibhit—Pilibhit District. 20. Ghatampur—Kanpur District. 21. Ait—Jalaun District. 22. Arazilines—Banaras District. 23. Goshainganj—Lucknow District. 24. Sarojininagar—Lucknow District. 25. Unnao—Unnao District. 26. Hargaon—Sitapur District. 27. Hardoi-Bilgram—Hardoi District. 28. Kheri—Kheri District. 29. Intiathoke—Gonda District. |

| 1 | 2 | 3 | 4 |
|----|-------------------|----|--|
| | | | 30. Kaisergunj—South of Bahraich. 31. Lachhmanpur—Pratapgarh District. 32. Bara Banki—Bara Banki District. 33. Dhangu—Garhwal District. 34. Ghaugarh—Bishjula—Rao—Nainital District. 35. Salon-Rae—Bareilly District. 36. Bahuwa—Fatehpur District. 37. Maudaha—Hamirpur District. 38. Aurai—Banaras District. 39. Kara—Allahabad District. 40. Kheragarh—Agra District. |
| 9 | West Bengal | 6 | 1. Kandi—Murshidabad District. 2. Burwan—Murshidabad District. 3. Bharatpur— Do. 4. Darjeeling—Darjeeling District. 5. Jore Bungalow— Do. 6. Rangli Rangliot— Do. |
| 10 | Orissa | 2 | 1. Chitrapur—Ganjam District. 2. Angul—Dhenkanal District. |
| 11 | Hyderabad | 11 | 1. Bidar—District Bidar. 2. Zahirabad—District Bidar. 3. Miryalguda—District Nalgonda. 4. Davarkonda— Do. 5. Peddavoora— Do. 6. Vicarabad—District Medak. 7. Pattancheru— Do. 8. Sadasivapet— Do. 9. Kannad—District Aurangabad. 10. Vaijapur— Do. 11. Omerga—District Osmanabad. |
| 12 | Madhya Bharat. | 3 | 1. Dewas and a portion of Sonkate Tehsil Dewas District. 2. Ranapur—Jhabua District. 3. Jore-Morena—Morena District. |
| 13 | Mysore | 7 | 1. Ramanagram-cum-Kanakapura Taluks—Bangalore District. 2. Gundlupet Taluk—Mysore District. |

| 1 | 2 | 3 | 4 |
|----|-------------------|----|---|
| | | | 3. Holenarsipur-Arkalgud Taluks—Hassan District. 4. Koppa Narasimharajpura Taluks—Chikamgalur District. 5. Sidlaghatta Taluk—Kolar District. 6. Harihar-Devangere Taluks—Chitaldrug District. 7. Turuvekere—Tumkur District. |
| 14 | PEPSU | 4 | 1. Rajpura Tehsil. 2. Jind Tehsil. 3. Sangrur Tehsil. 4. Phagwara Tehsil. |
| 15 | Rajasthan | 12 | 1. Shahbad—Kota District. 2. Ladpura—Kota District. 3. Sagwara—Dungarpur District. 4. Simulwara—Dungarpur District. 5. Pali—Pali District. 6. Desurie—Pali District. 7. Amet—Udaipur District. 8. Kumbalgarh—Udaipur District. 9. Mahwa—Sawaimadhopur District. 10. Jabner—Jaipur District. 11. Anta—Kota District. 12. Bassi—Jaipur District. |
| 16 | Saurashtra | 4 | 1. Rajula—Jafraabad—Gohilwad District. 2. Chotila—Zalawad District. 3. Babra Jasdan-Madhya Saurashtra Distt. 4. Kalyanpur—Halar District. |
| 17 | Travancore-Cochin | 3 | 1. Muvattupuzha Taluk-comprising of Pampakuda Ramangalom Manieedu, Arakuzha, Maradi, Auoli and Muvattupuzha Panchayat Areas. 2. Thiruvalla Taluk-comprising of Airur, Thottapuzhassery, Koipuram Ezhumattoor, Puramattom and Kallupara Panchayat areas. 3. Agasteeswaram Taluk-comprising of Kannia-kumari, Azhagappa-puram, Agasteeswaram Thamarkulam, Marnugoor and Suchindram Panchayat area |

| 1 | 2 | 3 | 4 |
|----|------------------|---|--|
| 18 | Ajmer | 1 | 1. Beawar Istimrari Girdawar's Circle. |
| 19 | Bhopal | 3 | 1. Berasia Tehsil. 2. Bereli with Headquarters at Bari. 3. Ashtha Tehsil. |
| 20 | Coorg | 1 | 1. Area comprising of Ammathi Virazpet-Ponnampet Srimangla Revenue Sub-Division. |
| 21 | Delhi | 1 | 1. Najafgarh. |
| 22 | Himachal Pradesh | 4 | 1. Bhattiyat Tehsil—Chamba District. 2. Pachhad Tehsil—Sirmur District. 3. Chachiot Tehsil—Mandi District. 4. Kasumpti and Sunni Sub-Tehsils—Mahasu District. |
| 23 | Kutch | 1 | 1. Rahpar Taluka in the East of Kutch. |
| 24 | Tripura | 1 | 1. Dharamnagar. |
| 25 | Vindhya Pradesh | 3 | 1. Kotma—District Shahdol. 2. Deosar—District Sihi. 3. Datia—District Datia. |
| 26 | N.E.F.A. | 1 | 1. Namsang. |

APPENDIX VI

NATIONAL EXTENSION SERVICE BLOCKS ALLOTTED IN 1954-55.

| Sl. No. | Name of the State | No. of N.E.S. Blocks Allotted | Location | Remarks |
|---------|-------------------|-------------------------------|---|---------|
| 1 | 2 | 3 | 4 | 5 |
| 1 | Andhra | 5 | <ol style="list-style-type: none"> 1. Subbavaram and few other non-rural welfare areas, Anakapalli Taluk—Vishakapatnam District. 2. Palavaram, Janagareddigudem and non-rural welfare area in Jeslugumalli, Palavaram Taluk—West Godavari District. 3. Non-rural welfare areas in (i) China Takur (ii) Ulchala and (iii) Vervakal in Kurnool Taluk—Kurnool District. 4. Rochelra and Giddlaur in Cumbam Taluk—Kurnool District. 5. Roddam and few other non-rural welfare areas in Ponukonda Taluk—Anantapur District. | |
| 2 | Assam | 5 | <ol style="list-style-type: none"> 1. Howraghat—Mikir Hills. 2. Mikir Hills—Barapathar and Sarupathar in United Mikir and N.C. Hills. 3. Goalpara—Unions of Goalpara and Dudhni P.S. 4. Jorhat—Johrat District. 5. Chakesang—Kohima Hills. | |
| 3 | Bihar | 20 | <ol style="list-style-type: none"> 1. Bikram (Dinapur)—Patna District. 2. Shakra (Muzaffarpur)—Muzaffarpur District. | |

| 1 | 2 | 3 | 4 | 5 |
|---|--------|---|--|---|
| | | 3. Samastipur (Samastipur)—Darbangha District. 4. Bagaha (Bettiah)—Champan District. 5. Puncha (Manbhum)—Manbhum District. 6. Dumka (Dumka)—Santhal Pargana Distt. 7. Kharswan (Seraikela)—Singbhum District. 8. Patepur (Hazipur)—Muza-ffarpur District. 9. Manbazar (Purulia)—Manbhum Distt. 10. Topchanchi (Dhanbad)—Dhanbad Distt. 11. Nala (Jamtara)—Santhal Pargana Distt. 12. Jamtara (Jamtara)—Santhal Pargana District. 13. Kundahit (Jamatar)—Santhal Pargana Distt. 14. Sarath (Deoghar)—Santhal Pargana Distt. 15. Chaki (Jamui)—Monghyr District. 16. Bengaba (Giridih)—Hazari- bagh Distt. 17. Gonde (Giridih)—Hazari- bagh Distt. 18. Raniganj (Araria)—Purnea Distt. 19. Purnea Sadar—Purnea District. 20. Kathihar—Purnea District. | | |
| 4 | Bombay | 22 | 1. Dhuri Taluk and Khamba Mahal—Amreli District. 2. Dhanduka Taluka—Ahmedabad District. 3. Sankheda Taluka—Baroda District. 4. Kankrej Taluka—Banasan- katta District. | |

| 1 | 2 | 3 | 4 | 5 |
|---|-----------------|----|---|---|
| | | | 5. Balasinor Taluka—Kaira District. | |
| | | | 6. Navasari Taluka—Surat District. | |
| | | | 7. Purandhar Taluka—Poona District. | |
| | | | 8. Wai Taluka—North Satara District. | |
| | | | 9. Bhusawal Taluka—East Khandesh Distt. | |
| | | | 10. Madha Taluka—Sholapur District. | |
| | | | 11. Tasgaon Taluka—South Satara District. | |
| | | | 12. Parner Taluka—Ahmednagar District. | |
| | | | 13. Kumta Taluka—Kanara District. | |
| | | | 14. Ron Taluka—Dharwar District. | |
| | | | 15. Dangs—Dangs District. | |
| 5 | Madhya Pradesh. | 44 | 1. Rehli—Sagar Distt. | |
| | | | 2. Khurai—Sagar Distt. | |
| | | | 3. Binaika—Sagar Distt. | |
| | | | 4. Batiagarh—do. | |
| | | | 5. Murwava—Jubbulpur Distt. | |
| | | | 6. Patna—do. | |
| | | | 7. Seoni-Malwa—Hoshangabad Distt. | |
| | | | 8. Harrai Haveli—do. | |
| | | | 9. Khandwa-Nimar Distt. | |
| | | | 10. Harsud—do. | |
| | | | 11. Mandla—Mandla Distt. | |
| | | | 12. Betul—Betul Distt. | |
| | | | 13. Seoni—Chindwara Distt. | |
| | | | 14. Pillari—Raipur Distt. | |
| | | | 15. Rajim—Raipur Distt. | |
| | | | 16. Berla—Durg Distt. | |
| | | | 17. Kewardha—Durg Distt. | |
| | | | 18. Nandgaon—do. | |

| | | | | |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
|---|---|---|---|---|

19. Khairagarh—Durg Distt.
20. Surajpur—Surgaja Distt.
21. Ramchandrapur—Surgaja Distt.
22. Baikunthpur—do.
23. Khargawan—do.
24. Gharghoda— Raigarh Distt.
25. Raigarh—do.
26. Bhadrawati—Chanda Distt.
27. Sindhewahi—do.
28. Morgaon Arjuni —Bhandara Distt.
29. Arvi-Wardha Distt.
30. Mauda—Nagpur Distt.
31. Khui—do.
32. Nawagarh—Bilaspur Distt.
33. Sakti—do.
34. Chandur Bazar —Amravatai Distt.
35. Akola—Akola Distt.
36. Balapur—do.
37. Akola—do.
38. Mangrulpir—do.
39. Murtizapur—do.
40. Darwha—Yeotmal Distt.
41. Wani—Yeotmal Distt.
42. Kalapur—do.
43. Jalgaon—Buldana Distt.
44. Mehkar—do.
45. Nandura—do.

6 Madras

20

1. Polur, Mandakulathur and Santavasal firkas in Polur Taluk—North Arcot Distt.
 2. Uthukottai and Kannigaipair firkas in Trivellore—Chingleput Distt.
 3. Pongalur and Varapetzi firkas in Palladam Taluk—Coimbatore Distt.
-

| 1 | 2 | 3 | 4 | 5 |
|---|--------|----|--|---|
| | | | <p>4. Wandese and Baindur firkas in Palladam Taluk-South Kanara Distt.</p> <p>5. Teliparamba firka and Villages of Madayi firka—Malabar Distt.</p> <p>6. Entire area in the district not covered by 1953-54 N.E.S. Blocks-Nilgiri Distt.</p> <p>7. Parts of Srivilliputhur Taluka not covered by 1953-54 N.E.S. Blocks—Ramanathapuram Distt.</p> <p>8. Attur firka —Salem Distt.</p> <p>9. Pudukottai, Alangudi Vallanad and Varappur firkas of Alangudi Taluka —Tiruchirapalli Distt.</p> <p>10. Koilpatti firka in Koilpatti Taluk Tirunelveli Distt.</p> <p>Tanjor Development scheme (Administrative units).</p> <p>(i) Papnasam North .</p> <p>(ii) Papanasam South</p> <p>(iii) Kumbakonam North</p> <p>(iv) Kumbakonam South.</p> <p>(v) Mayuram East .</p> <p>(vi) Mayuram West .</p> <p>(vii) Sirkali .</p> | <p>Treated as equivalent to 10 N.E.S. Blocks.</p> |
| 7 | Orissa | 12 | <p>1. Kendrapara— Cuttack Distt.</p> <p>2. Varanasi—Ganjam Distt.</p> <p>3. Boriguma—Korapur Distt.</p> <p>4. Athagarh .</p> <p>5. Dasrathpur .</p> <p>6. Katipada— Mayurbhanj Distt.</p> <p>7. Bhuyanpirh—Keonjhar Distt.</p> <p>8. Bonai—Sundargarh Distt.</p> <p>9. Padampur—Sambalpur Distt.</p> <p>10. Pipli—Puri Distt.</p> | |

| 1 | 2 | 3 | 4 | 5 |
|----|---------------|----|---|---|
| | | | 11. Khariar—Kalahandi Distt. | |
| | | | 12. Birmahajapur— Bolangir Distt. | |
| | | | 13. Bandh—Phulbani Distt. | |
| 8 | Punjab | 8 | 1. Outer Seraj— Kangra Distt. | |
| | | | 2. Palampur—Kangra Distt. | |
| | | | 3. Hamirpur—Kangra Distt. | |
| | | | 4. Garhshankar—Hoshiarpur Distt. | |
| | | | 5. Ludhiana—Ludhiana Distt. | |
| | | | 6. Kharar—Ambala Distt. | |
| | | | 7. Rohtak—Rohtak Distt. | |
| | | | 8. Panipat—Karnal Distt. | |
| 9 | Uttar Pradesh | 30 | 1. Buland Shahr— Buland Shahr Distt. | |
| | | | 2. Rudarpur—Nainital Distt. | |
| | | | 3. Bakshi-ka-Talab—Lucknow Distt. | |
| | | | 4. Chirgaon—Jhansi Distt. | |
| | | | 5. Ghazipur—Ghazipur Distt. | |
| | | | 6. Kotwali—Bijnor Distt. | |
| | | | 7. Thakurdwara —Moradabad Distt. | |
| | | | 8. Pukhrayan—Kanpur Distt. | <i>Name of the remaining 14 Blocks are awaited.</i> |
| | | | 9. Manikpur—Banda Distt. | |
| | | | 10. Rath—Hamirpur Distt. | |
| | | | 11. Khutand—Jalaun Distt. | |
| | | | 12. Belta—Sitapur Distt. | |
| | | | 13. Naghasan—Kheri Distt. | |
| | | | 14. Purola—Tehri Garhwal Distt. | |
| | | | 15. Muzaffarbad—Saharanpur Distt. | |
| | | | 16. Chailkhas—Allahabad Distt. | |
| 10 | West Bengal | 10 | 1. Ratna, Sadar Sub-division—Malda Distt. | |
| | | | 2. Harischandrapur, Sadar sub-Division—Malda Distt. | |

| 1 | 2 | 3 | 4 | 5 |
|----|-------------------|----|---|---|
| | | | 3. Kharba, Sadar Sub-Division— Malda Distt. | |
| | | | 4. Raigunj, Raigunj sub-divi- sion—West Dinajpur Distt. | |
| | | | 5. Hemtabad, Raigunj, Rai- gunj sub-division—West Dianjpur Distt. | |
| | | | 6. Kaliaganj, Raiganj sub-di- vision—do. | |
| | | | 7. Arambag, Arambagh sub-di- vision—Hooghly Distt. | |
| | | | 8. Khanakul, Arambagh sub- division—Hooghly Distt. | |
| | | | 9. Pursura, Aram agh sub- division—Hooghly Distt. | |
| | | | 10. Bolpur, near Shantiniketan— —Birbhum Distt. | |
| 11 | Hyderabad | 10 | 1. Metapalli—Karimnagar Distt. | |
| | | | 2. Adilabad— Adilabad Distt. | |
| | | | 3. Medehal Taluk—Hyderabad Distt. | |
| | | | 4. Sillod—Aurangabad Distt. | |
| | | | 5. Shadnagar—Mahboobnagar Distt. | |
| | | | 6. Yadgir—Gulbarga Distt. | |
| | | | 7. Palair—Khammam Distt. | |
| | | | 8. Hingoli and Kalamnoori Taluk—Parbhani Distt. | |
| | | | 9. Kukatpalli—Hyderabad Distt. | |
| | | | 10. Khammam, Madhira Tehsil- Khammam Distt. | |
| 12 | Madhya Bharat: | | 1. Alota—Ratlam Distt. | |
| | | | 2. Raghogarh—Guna Distt. | |
| | | | 3. Susner—Shajapuri Distt. | |
| | | | 4. Shivpuri—Shivpuri Distt. | |
| | | | 5. Lahar—Bhind Distt. | |
| | | | 6. Ujjain—Ujjain Distt. | |
| | | | 7. Badnawar—Dhar Distt. | |

| 1 | 2 | 3 | 4 | 5 |
|----|-----------|----|---|---|
| 13 | Mysore | 7 | <ol style="list-style-type: none"> 1. Holalkere—Chitaldrug Distt. 2. Mudigere—Chickmagalur Distt. 3. Arkalgud—Hussan Distt. 4. Siraguppa—Bellary Distt. 5. Srinivasapur—Kolar Distt. 6. Gubbi—Tumkur—Tumkur Distt. 7. Mallavalli—Mandya Distt. | |
| 14 | PEPSU | 6 | <ol style="list-style-type: none"> 1. Jaitu-Kotkapura—Bhatina Distt. 2. Saproon—Nalagarh Distt. 3. Barnala—Barnala Distt. 4. Patiala—Patiala Distt. 5. Sunam—Sangrur Distt. 6. Bhadsan—Nabha Distt. | |
| 15 | Rajasthan | 15 | <ol style="list-style-type: none"> 1. Bilara—Jodhpur Distt. 2. Sankra—Jaisalmer Distt. 3. Sivana-Samdri—Barmer Distt. 4. Jalore-Guda-Balotra—Jalore Distt. 5. Pindwar-Bhawari—Sirohi Distt. 6. Kanakpura—Jaipur Distt. 7. Basseri—Bharatpur Distt. 8. Todabhim—Sawai Madhopur Distt. 9. Karauli—do. 10. Sawai Madhopur—Sawai Madhopur Distt. 11. Govindgarh—Alwar Distt. 12. Malpura—Tonk Distt. 13. Girwa—Udaipur Distt. 14. Garhi—Banswara Distt. 15. Karanpur—Ganganagar Distt. | |

| 1 | 2 | 3 | 4 | 5 |
|----|--------------------|----|--|---|
| 16 | Saurashtra . | 3 | 1. Botad-Godhada-Gohilwad Distt. 2. Muli-Sayala—Zalawad Distt. 3. Jasdan Kotda Sangani—Madhya Saurashtra Distt. | |
| 17 | Travancore-Cochin. | 5 | 1. Chittoor. 2. Uzhavoor. 3. Pulikeezhu. 4. Trivandram Rural. 5. Mavelikara—Quilon Distt. | |
| 18 | Bhopal | 3 | 1. Obaidullaganj—Goharganj Tehsil. 2. Silwani—Silwani Tehsil. 3. Ghairatganj-cum-Begamganj—Begamganj Tehsil. | |
| 19 | Himachal Pradesh. | 4 | 1. Theog (Kufri-Narkanda)—Mahasu Distt. 2. Chamba—Tehsil Chamba. 3. Karsog—Tehsil Karsog & Sunder Nagar. 4. Rohru—Tehsil Rohru & Kumarsain. | |
| 20 | Kutch | 1 | 1. Addasa Taluka. | |
| 21 | Manipur | 1 | 1. Mao Maram Hill Area. | |
| 22 | Vindhya Pradesh. | 3 | 1. Nowgong. 2. Chitrakot. 3. Hanuman. | |
| 23 | N.E.F. Agency | 1 | 1. Ziro-Doimukh Block — Sukansiri Frontier—Division. | |
| 24 | Jammu and Kashmir. | 10 | 1. Anantanag. 2. Kulgam. 3. Pulwama. 4. Badgam. 5. Baramula. | |

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2

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5

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6. Sopore.
 7. Handawara.
 8. Ganderbal.
 9. Srinagar.
 10. Uri.
-

APPENDIX VII

NATIONAL EXTENSION SERVICE BLOCKS ALLOTTED IN 1955-56

| Sl. No. | Name of the State | No. of N.E.S. Blocks allotted | Location |
|---------|-------------------|-------------------------------|---|
| 1 | 2 | 3 | 4 |
| 1 | Andhra . . . | 6 | 1. Peddathumbalam-Kurnool District (Adoni Taluk). 2. Kosigi-Kurnool District (Adoni Taluk). 3. Nandavaram-Kurnool District (Adoni Taluk). 4. Devanakonda-Kurnool District (Pattikonda Taluk). 5. Macherla-Guntur District (Paland Taluk). 6. Talupula-Anantapur District (Kadiri Taluk). |
| 2 | Assam . . . | 3 | 1. Changtongia-Sangtam, Naga Hills. 2. Zunheboto-Sema, Naga Hills. 3. Wokha-Lotha, Naga Hills. |
| 3 | Bihar . . . | 6 | 1. Mokameh-District Patna. 2. Ghosi-District Gaya. 3. Daudnagar-District Gaya. 4. Warisaliganj-District Gaya. 5. Dumraon-District Shahabad. 6. Behea-District Shahabad. 7. Sursand-District Muzaffarpur. 8. Baniapur-District Saran. 9. Darauli-District Saran. 10. Banka-District Bhagalpur. 11. Geogri-District Bhagalpur. 12. Borio (Taljhari)-District Santhal Parganas. 13. Maheshpur-District Santhal Parganas. |

1

2

3

4

14. Boraijore—District Santhal Parganas.
15. Kishanganj—District Saharsa.
16. Pratapganj—District Saharsa.
17. Simdega—District Ranchi.
18. Naugachia—District Bhagalpur.
19. Amarpur—District Bhagalpur.
20. Lakshmipur—District Monghyr.
21. Parbatta—District Monghyr.
22. Cheria Bariarpur—District Monghyr.
23. Bochacha—District Muzaffarpur.
24. Harpura—District Gaya.
25. Kawakole—District Gaya.
26. Barkatta—District Hazaribagh.
27. Barkagaon—District Hazaribagh.
28. Jamtoria—District Manbhum.
29. Kuchai—District Singhbhum.
30. Balumath—District Palamau.
31. Gaya Muffasil (West)—District Gaya.
32. Chanari—District Sahabad.
33. Hajipur I—District Muzaffarpur.
34. Hajipur II— District Muzaffarpur.
35. Warisnagar I—District Darbhanga.
36. Tajpur I—District Darbhanga.
37. Lankaha—District Darbhanga.
38. Phularas II—District Darbhanga.
39. Darauli II— District Saran.
40. Motihari I— District Champaran.

| 1 | 2 | 3 | 4 |
|---|--------|--|---|
| | | <p>41. Motihari II—District Champaran.</p> <p>42. Barbiga—District Monghyr.</p> <p>43. Katihar (South)—District Purnea.</p> <p>44. Raniganj (West)—District Purnea.</p> <p>45. Purnea (West)—District Purnea.</p> <p>46. Murliganj I—District Saharsa.</p> <p>47. Chauparan—District Hazaribagh.</p> <p>48. Kara—District Ranchi.</p> <p>49. Seraikella—District Singhbhum.</p> <p>50. Mahuadaur—District Palamau.</p> | |
| | | <p>(NOTE : Sites for remaining 12 Block not yet finalised).</p> | |
| 4 | Bombay | <p>7* 1. Thasra—District Kaira.</p> <p>2. Nandod—District Broach.</p> <p>3. Khandola—District North Satara.</p> <p>4. Malegaon—District Nasik.</p> <p>5. Sakri—District West Khandesh.</p> <p>6. Badami—District Bijapur.</p> <p>7. Ankola—District Kanara.</p> | |
| | | <p>*No. of equivalent Blocks yet to be decided.</p> | |
| 5 | Madras | <p>10 1. Kilvaithinankuppam—District North Arcot.</p> <p>2. Valathi—District South Arcot.</p> <p>3. Sriperumbadur—District Chingleput.</p> <p>4. Kundadam—District Coimbatore.</p> <p>5. Nileshwar—District South Kanara.</p> <p>6. Tellicherry—District Malabar.</p> <p>7. Singamppuneri—District Ramanathapuram.</p> <p>8. Kaveripattinam—District Salem.</p> <p>9. Valliyoor—District Tirunelveli.</p> | |

| 1 | 2 | 3 | 4 |
|---|-----------------------|----|---|
| | | | 10. Valliyanai—District Tiruchirappalli. |
| 6 | Orissa | 21 | 1. Hindol—District Dhenkanal. 2. Gunupur—District Koraput. 3. Kaptipada Block II—District Mayurbhanj. 4. Bhuyanpirh Block II—District Keonjhar. 5. Panposh—District Sundargarh. 6. Jharsuguda—District Sambalpur. 7. Kasipur—District Kalahandi. 8. Udaigiri—District Ganjam. 9. Talcher—District Dhenkanal. 10. Nawarangpur—District Koraput. 11. Betaneti—District Mayurbhanj. 12. Anandpur Sub-Division Block II—District Keonjhar. 13. Sundergarh—District Rajaganjpur. 14. Bheden—District Sambalpur. 15. Salepur—District Cuttak. 16. Darpanarayanpur—District Puri. 17. Remuna—District Balasore. 18. Phulbani—District Phulbandi. 19. Patnagarh—District Bolangir. 20. Karanjia—District Mayurbhanj. 21. Sukinda—District Cuttak. |
| 7 | Punjab | 5 | 1. Gohana—District Rohtak. 2. Rewari—District Gurgaon. 3. Loharu—District Hissar. 4. Kangara—District Kangra. 5. Dehra—District Kangra. |
| 8 | Uttar Pradesh | 65 | 1. Doiwala—District Dehra Dun. 2. Awagarh—District Etah. 3. Jalalpur—District Faizabad. 4. Umrada—District Farrukhabad. 5. Malwan—District Fatehpur. 6. Deokali—District Ghazipur. 7. Mankapur—District Gonda. |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| | | | 8. Chargawan—District Gorakhpur. |
| | | | 9. Kaundha—District Hardoi. |
| | | | 10. Dobhi—District Jaunpur. |
| | | | 12. Kalyanpur—District Kanpur. |
| | | | 13. Madanpur—District Mainpuri. |
| | | | 14. Mathura—District Mathura. |
| | | | 15. Hatha—District Mirzapur. |
| | | | 16. Binoli—District Meerut. |
| | | | 17. Un—District Muzaffarnagar. |
| | | | 18. Puranpur—District Pillibhit. |
| | | | 19. Aspur Deosara—District Pratapgarh. |
| | | | 20. Harchandpur—District Rae Bareli. |
| | | | 21. Bilaspur—District Rampur. |
| | | | 22. Kanth—District Shahjahanpur. |
| | | | 23. Gauriganj—District Sultanpur. |
| | | | 24. Fatehpur—District Unnao. |
| | | | 25. Jawan Sikandarpur—District Aligarh. |
| | | | 26. Dharchulla—District Almora. |
| | | | 27. Dohrighat—District Azamgarh. |
| | | | 28. Mahimpurwa—District Bahraich. |
| | | | 29. Berwarbari—District Ballia. |
| | | | 30. Faridpur—District Bareilly. |
| | | | 31. Jalilpur—District Bijnor. |
| | | | 32. Masodha—District Faizabad. |
| | | | 33. Painkhanda—District Garhwal. |
| | | | 34. Paraspur—District Gonda. |
| | | | 35. Sandi—District Hardoi. |
| | | | 36. Rampur—District Jaunpur. |
| | | | 37. Maituli—District Kheri. |
| | | | 38. Naujhil—District Mathura. |
| | | | 39. Pilana—District Meerut. |
| | | | 40. Amroha—District Moradabad. |
| | | | 41. Bhawaniganj Kota—District Pratapgarh. |
| | | | 42. Gangoh—District Saharanpur. |
| | | | 43. Taknora—District Tehri Garhwal. |

| 1 | 2 | 3 | 4 |
|---|---|---|--|
| | | | 44. Sumerpur—District Unnao. |
| | | | 45. Bichpuri—District Agra. |
| | | | 46. Bahadarpur—District Allahabad. |
| | | | 47. Karchhana—District Allahabad. |
| | | | 48. Wazirganj—District Budaun. |
| | | | 49. Kalsi—District Dehra Dun. |
| | | | 50. Kasganj—District Etah. |
| | | | 51. Rajepura—District Furrukhabad. |
| | | | 52. Bajaipur—District Fatehpur. |
| | | | 53. Thallisan (Rath)—District Garhwal. |
| | | | 54. Sumerpur—District Hamirpur. |
| | | | 55. Kadaura—District Jalaun. |
| | | | 56. Akbarpur—District Kanpur. |
| | | | 57. Eka—District Mainpuri. |
| | | | 58. Robertsganj—District Mirzapur. |
| | | | 59. Bhukaheri—District Muzaffarnagar. |
| | | | 60. Bisalpur—District Pilibhit. |
| | | | 61. Maharajganj—District Rae Bareli. |
| | | | 62. Suar—District Rampur. |
| | | | 63. Khutai—District Shahjahanpur. |
| | | | 64. Sidhauri—District Sitapur. |
| | | | 65. Jaunpur—District Tehri Garhwal. |

9 West Bengal

| | | |
|----|--|-------------|
| 16 | 1. Jalpaiguri—District (Sadar Sub-division). | Jalpaiguri |
| | 2. Maynaguri—District (Sadar Sub-division). | Jalpaiguri |
| | 3. Dhubguri—District (Sadar Sub-division). | Jalpaiguri |
| | 4. Patashpur—District (Contai Sub-division). | Midnapore |
| | 5. Bhagabanpur—District (Contai Sub-division). | Midnapur |
| | 6. Khejri—District (Contai Sub-division). | Midnapore |
| | 7. Bangaon—District (Bangaon Sub-division). | 24 Parganas |
| | 8. Bagde—District (Bangaon Sub-division). | 24 Parganas |

| 1 | 2 | 3 | 4 |
|---|---|---|---|
| | | | 9. Gaighata—District 24 Parganas (Bangaon Sub-division). |
| | | | 10. Patrasair—District Bankura (Vishnupur Sub-division). |
| | | | 11. Uluberia—District Howrah. |
| | | | 12. Bagnan—District Howrah. |
| | | | 13. Shyampur—District Howrah. |
| | | | 14. Beldanga—District Murshidabad. |
| | | | 15. Pilba—District Hooghly. |
| | | | 16. Tamluk—District Midnapur. |

PART 'B' STATES

| | | | |
|----|---------------|---|--|
| 10 | Hyderabad | 4 | 1. Ashti & Potada (Mahal)—District Bhir. 2. Karimnagar — District Karimnagar. 3. Kalwakurty — District Mahboobnagar. 4. Humnabad—District Bidar. |
| 11 | Madhya Bharat | 7 | 1. Badnawar—District Dhar. 2. Mandsaur—District Mandsaur. 3. Mahidpur—District Ujjain. 4. Porsa—District Morena. 5. Kolaras—District Shivpuri. 6. Zirapur—District Rajgarh. 7. Kukshi—District Dhar. |
| 12 | Mysore | 7 | 1. Nelamangala—District Bangalore. 2. Krishnarajpet — District Mandya. 3. Hunsur—District Mysore. 4. Hosanagar—District Shimoga. 5. Thungabhadra Project area of Hospet—District Bellary. 6. Magadi Taluk—District Bangalore. 7. Chikkanaikanahalli—District Tumkur. |

| 1 | 2 | 3 | 4 |
|----|-------------------|----|--|
| 13 | PEPSU | 6 | 1. Sirhind—District Patiala. 2. Sardulgarh—District Bhatinda. 3. Kandhaghat (Saproon)—District Patiala. 4. Mahindragarh—District Mahindragarh. 5. Bholath—District Kapurthala. 6. Block not yet taken up. |
| 14 | Rajasthan | 10 | 1. Jaipur—District Jaipur. 2. Jhalrapatan—District Jhalwar. 3. Pratapgarh—District Chittorgarh. 4. Kotera—District Udaipur. 5. Bundi Talera—District Bundi. 6. Chirawa—District Jhunjhunu. 7. Neemkathana—District Sikar. 8. Nokha—District Bikaner. 9. Mandalgarh—District Bhilwara. 10. Begun—District Chittorgarh. |
| 15 | Travancore-Cochin | 6 | 1. Kottarkara—District Quilon. 2. Nemmara—District Trichur. 3. Changanacherry—District Kottayam. 4. Ranni—District Quilon. 5. Aryad—District Quilon. 6. Kazhukuttam—District Trivandrum. |

PART 'C' STATES

| | | | |
|----|--------|---|---|
| 16 | Ajmer | 2 | 1. Jawaja—District Beawar. 2. Kekri—District Kekri. |
| 17 | Bhopal | 2 | 1. Udaipura—District Udaipura. 2. Budni-cum-Nasrullahganj—District Budhni. |
| 18 | Delhi | 1 | 1. Shahdra—District Delhi. |

| 1 | 2 | 3 | 4 |
|----|--------------------|---|--|
| 19 | Himachal Pradesh . | 1 | 1. Rampur—District Mahasu. |
| 20 | Kutch . . . | 1 | 1. Mandvi—District Mandvi. |
| 21 | Tripura . . . | 1 | 1. Kailashahar—District Tripura. |
| 22 | Manipur . . . | 1 | 1. Imphal East—District Manipur. |
| 23 | Vindhya Pradesh . | 5 | 1. Newari—District Tikamgarh. 2. Maihar—District Satna. 3. Jaithari—District Shahdol. 4. Manganj—District Rewa. 5. Chhatarpur—District Chhatarpur. |
| 24 | N.E.F.A. . . . | 2 | 1. Lu Bonfera—Tirup Frontier Division. 2. Noksan—Tuensang Frontier Division. |
| 25 | Pondicherry . . . | 1 | 1. Villianur—Pondicherry. |

APPENDIX VIII

Statement showing the actual Expenditure of the programme evaluation Organisation (Planning Commission) during the 1953-54, 1954-55 and 1955-56 and the Estimated expenditure for the year 1956-57.

| Sub-Head | Actual expenditure | | | Estimated Expenditure |
|----------------------------|--------------------|----------|------------|-----------------------|
| | 1953-54 | 1954-55 | 1955-56 | 1956-57 |
| 1. Pay of Officers | 1,41,420 | 2,12,193 | 1,85,000 | 2,41,000 |
| 2. Pay of Establishment | 68,883 | 2,59,822 | 2,72,000 | 3,26,000 |
| 3. Allowances & Honoraria. | 1,15,951 | 2,77,148 | 2,70,000 | 3,39,000 |
| 4. Other Charges | 85,897 | 1,23,596 | 1,54,000 | 1,77,000 |
| Total Rs. | 4,12,151 | 8,72,759 | **8,81,000 | 10,83,000 |

**Revised Estimates (Final) for 1955-56.

APPENDIX IX

PROGRESS OF GOVERNMENT EXPENDITURE IN THE 1952-53 COMMUNITY PROJECTS/BLOCKS : October, 1952 to March, 1956

Ratio of Government expenditure to 'Pro rata' targets

| Sl. No. | State | State & Project H.Qs., % | A.H. & Agri. Ext. % | Irri- gation % | Recla- mation % | Health & Sanita- tion % | Educa- tion % | Social Educa- tion % | Communi- cation % | Arts, Crafts & Indus- tries % | All fields % |
|------------|---------------------|--|-------------------------------------|--------------------------|---------------------------|---|-------------------------|-----------------------------------|-----------------------------|--|------------------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
| 1 | Andhra | 119 | 72 | 72 | 29 | 73 | 62 | 75 | 76 | 61 | 78 |
| 2 | Assam | 164 | 74 | 39 | 74 | 70 | 73 | 142 | 92 | 50 | 96 |
| 3 | Bihar | 168 | 92 | 64 | — | 97 | 119 | 208 | 81 | 114 | 111 |
| 4 | Bombay | 127 | 84 | 69 | 48 | 101 | 104 | 94 | 35 | 44 | 79 |
| 5 | M. P.* | | | | | | | | | | 78 |
| 6 | Madras | 129 | 120 | 53 | 49 | 72 | 42 | 118 | 81 | 39 | 104 |
| 7 | Orissa | 134 | 43 | 65 | 77 | 83 | 77 | 71 | 79 | 84 | 77 |
| 8 | Punjab | 96 | 109 | 103 | 103 | 96 | 88 | 93 | 61 | 156 | 98 |
| 9 | U. P. | 117 | 83 | 36 | 22 | 86 | 87 | 163 | 57 | 83 | 74 |
| 10 | W. B. | 137 | 94 | 58 | 83 | 40 | 77 | 79 | 99 | 31 | 75 |
| 11 | Hyderabad | 89 | 26 | 27 | 50 | 19 | 76 | 16 | 35 | 48 | 47 |

| 1 | 2 | 3 | 4 | 5 |
|----|------------|---|---|---|
| 12 | M. B.* | . | . | . |
| 13 | Mysore | . | . | . |
| 14 | PEPSU* | . | . | . |
| 15 | Rajasthan | . | . | . |
| 16 | Saurashtra | . | . | . |
| 17 | T. C. | . | . | . |
| 18 | Ajmer* | . | . | . |
| 19 | Bhopal* | . | . | . |
| 20 | Coorg* | . | . | . |
| 21 | Delhi | . | . | . |
| 22 | H. P. | . | . | . |
| 23 | Kutch* | . | . | . |
| 24 | Manipur* | . | . | . |
| 25 | Tripura* | . | . | . |
| 26 | V. P.* | . | . | . |
| 27 | N.E.F.A. | . | . | . |
| 28 | J. & K.* | . | . | . |

All States

| | | | | |
|---------|---|---|---|---|
| Average | . | . | . | . |
| Maximum | . | . | . | . |
| Minimum | . | . | . | . |

Notes :—*Indicates no target.

*Breakup of revised item-wise targets of expenditure not available.

| 6 | 7 | 8 | 9 | 10 | 11 | 12 |
|-----|-----|---------|-----|----|-----|---|
| — | 67 | 71 | 68 | 65 | 25 | 90 65 101 102 107 73 84 64 76 97 58 109 79 85 87 110 |
| 79 | 68 | 120 | 106 | 84 | 48 | |
| 25 | 108 | 124 | 108 | 84 | 98 | |
| 6 | 66 | 73 | 53 | 70 | 59 | |
| 114 | 71 | 110 | 46 | 75 | 97 | |
| — | 59 | 70 | 87 | 70 | 38 | |
| 172 | 65 | 25 | 95 | 23 | 2 | |
| | | Awaited | | | | |
| 60 | 74 | 86 | 104 | 69 | 68 | 84 |
| 172 | 108 | 124 | 208 | 99 | 156 | 111 |
| 0 | 19 | 25 | 16 | 23 | 2 | 47 |

APPENDIX X

PROGRESS OF GOVERNMENT EXPENDITURE IN THE 1953-54 COMMUNITY DEVELOPMENT BLOCKS : October, 1953 to March, 1956
Ratio of Government expenditure to 'pro rata' targets

| Sl. No. | States | State & Project H.Qs. | A.H. & Agri. Ext.] | Irriga- tion | Reclama- tion | Health & Sanita- tion | Educa- tion | Social Educa- tion | Commu- nication | Arts, Crafts and Indus- tries | All fields | | | |
|------------|---------|--------------------------------|-----------------------------|-----------------|------------------|--------------------------------|----------------|--------------------------|--------------------|---|---------------|-----|----|----|
| | | % | % | % | % | % | % | % | % | % | % | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | | | |
| 1 | Andhra* | . | . | . | . | . | . | . | . | . | 53 | | | |
| 2 | Assam* | . | . | . | . | . | . | . | . | . | 87 | | | |
| 3 | Bihar* | . | . | . | . | . | . | . | . | . | 117 | | | |
| 4 | Bombay | . | . | . | 62 | 56 | 41 | 43 | 71 | 125 | 70 | 53 | 22 | 68 |
| 5 | M. P. | . | . | . | 91 | 31 | 42 | 64 | 78 | 59 | 66 | 41 | 44 | 56 |
| 6 | Madras | . | . | . | 82 | 205 | 57 | 49 | 72 | 27 | 81 | 102 | 33 | 86 |
| 7 | Orissa | . | . | . | 88 | 50 | 37 | 118 | 98 | 85 | 44 | 92 | 56 | 73 |
| 8 | Punjab | . | . | . | 58 | 47 | 76 | 110 | 88 | 78 | 62 | 87 | 33 | 75 |
| 9 | U. P.* | . | . | . | . | . | . | . | . | . | . | . | . | 67 |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 |
|--------------------|----------------------|----|-----|-----|-----|-----|-------|----|-----|----|-----|
| 10 | W. B. | 98 | 85 | 6 | 41 | 21 | 85 | 70 | 87 | 18 | 43 |
| 11 | Hyderabad | 88 | 37 | 11 | 24 | 29 | 67 | 39 | 19 | 37 | 44 |
| 12 | M. B. | 52 | 44 | 167 | 70 | 125 | (113) | | 67 | 17 | 94 |
| 13 | PEPSU | 85 | 70 | 0 | 0 | 75 | 90 | 69 | 8 | 27 | 65 |
| 14 | Rajasthan | 71 | 47 | 111 | 2 | 74 | 62 | 51 | 60 | 32 | 82 |
| 15 | Saurashtra | 68 | 92 | 62 | 45 | 44 | 151 | 84 | 34 | 83 | 75 |
| 16 | T. C. | 72 | 63 | 0 | 0 | 0 | 146 | 44 | 39 | 78 | 57 |
| 17 | Bhopal | 97 | 43 | 7 | | 147 | 111 | 70 | 104 | 14 | 65 |
| 18 | Coorg | 61 | 33 | 5 | 0 | 20 | 59 | 16 | 26 | 83 | 33 |
| 19 | H. P. | 47 | 15 | 6 | 00 | 46 | 60 | 59 | 29 | | 30 |
| 20 | V. P. | 80 | 57 | 38 | 98 | 46 | 66 | 67 | 41 | 31 | 64 |
| <i>All States—</i> | | | | | | | | | | | |
| | Average | 66 | 62 | 44 | 55 | 60 | 78 | 52 | 49 | 39 | 68 |
| | Maximum | 98 | 205 | 167 | 118 | 147 | 151 | 84 | 104 | 82 | 117 |
| | Minimum | 47 | 15 | 0 | 0 | 9 | 27 | 16 | 8 | 0 | 30 |

Notes :—There was no allotment for Mysore, Ajmer, Delhi, Kutch, Manipur, Tripura, N.E.F.A. and Jammu & Kashmir.
 * Budget allotments under different heads for the States of Andhra, Assam, Bihar and U. P. are not available.

APPENDIX XI

The following statistics in respect of Indian villages (State-wise and for the entire country) may please be furnished for the year 1951-52 and 1955-56 together with the anticipated figures for the year 1960-61 wherever possible. If the figures are not available in the exact form specified, equivalent figures in slightly modified form may be furnished :—

- (i) Total number of villages ;
- (ii) Number of villages with population less than hundred, with population between 100 and 250, with population between 250 and 500, with population between 500 and 1000, with population between 1001 and 2000, with population between 2001 and 5000 and with population above 5000 or below 10,000 ;
- (iii) Birth rate (also separately for male and female) ;
- (iv) Death rate (also separately for male and female) ;
- (v) Average number of children per thousand born with congenital deformities ;
- (vi) Average life span of a male ;
- (vii) Average life span of a female ;
- (viii) Mother's mortality at child's birth ;
- (ix) Rate of infant mortality ;
- (x) Rate of child mortality ;
- (xi) Average number of persons per family.
- (xii) Average number of children per husband and wife.
- (xiii) *Per capita* income ;
- (xiv) Average agricultural income per family ;
- (xv) Average subsidiary income per family ;
- (xvi) Number of persons per house ;
- (xvii) Percentage of landless labourers ;
- (xviii) Number of villages per school ;
- (xix) Percentage of Literacy ;
- (xx) Average number of persons served by dispensary ;
- (xxi) Average number of persons served by hospital.
- (xxii) Average number of persons served by post office ;
- (xxiii) Average age of man at the time of marriage ;
- (xxiv) Average age of woman at the time of marriage ;
- (xxv) *Per capita* consumption of cloth ;
- (xxvi) Average distance of a village from *pucca* road ;
- (xxvii) Average number of villages per *Gram Panchayat* ;
- (xxviii) Number of money-lenders per village ;
- (xxix) Average amount of indebtedness per head ;
- (xxx) Rate of suicides.

N. B :—The figures may, if necessary be collected from other Ministries and their official documents.

APPENDIX XII

SOME IMPORTANT IRREGULARITIES POINTED OUT BY ACCOUNTANT GENERAL OF RAJASTHAN

- I. *Store and Stock* . . . (a) Tenders are not invited in terms of Art. 156 of the General Financial & Account Rules for purchase of stores.
(b) Stock registers are not maintained properly.
(c) Materials received are not properly counted, checked and entered in the stock register.
(d) Annual verification of stores as required under Art. 169 of General Financial & Account Rules is not made.
- II. *Grants-in-aid works* (e) Specific conditions regulating the utilization of grants are not laid down in orders sanctioning the grants-in-aid.
(f) Grants-in-aid are distributed in lump sum instead of on instalment basis.
(g) No Register of Works, for which grants-in-aid are given is maintained.
(h) Works are not inspected and measurements are not recorded by the Overseers.
(i) Completion certificates are not obtained.
- III. *Taccavi Loans* . . . (j) The various registers required to be maintained are not maintained properly.
- IV. *Jeeps* (k) Petrol account in respect of Jeep is not maintained properly.
(l) Log book in respect of proper forms as purpose of journeys is not recorded.
(m) Funds are found to have been drawn in anticipation of expenditure and to avoid the lapse of budget grant.
- V. *Scale of manufactured Articles.* (n) Materials manufactured are sold on credit without any order from the competent authority. No proper account is found to have been maintained for finished goods. Costing is not done properly.
- VI. *Public Contribution not recorded in Government A/C.* (o) Contributions received from the public are not recorded in cash book.

APPENDIX XIII

STATEMENT SHOWING THE SUMMARY OF CONCLUSIONS/RECOMMENDATIONS OF THE ESTIMATES COMMITTEE RELATING TO THE MINISTRY OF COMMUNITY DEVELOPMENT (COMMUNITY PROJECTS ADMINISTRATION), PART I

| S. No. | Ref. to Para. No. of the Report | Summary of Conclusions/Recommendations |
|-----------|--|---|
| 1 | 2 | 3 |
| 1 | 15 | <p>The objectives to be attained by the Community Development Programme, as indicated by the Deputy Chairman, Planning Commission, in his speech at the Second Development Commissioners' Conference are:</p> <ol style="list-style-type: none"> 1. Leading rural population from chronic under-employment to full employment. 2. Leading rural population from chronic agricultural under-production to full production, by application of scientific knowledge. 3. The largest possible extension of the principle of co-operation by making the rural families credit-worthy. 4. Increased community effort for work of benefit to the community as a whole, such as village roads, tanks, wells, schools, community centres, childrens' parks, etc. etc. <p>The extent to which these objectives are realised in the areas where C.D. and N.E.S. programmes have been introduced, may be regarded as the measure of success achieved by these programmes.</p> |
| 2 | 35 | <p>In view of the creation of a separate Ministry for Community Development, the Committee have the following two specific suggestions to offer.</p> <ol style="list-style-type: none"> (i) The Central Committee should meet formally at stipulated intervals to review the progress made in the Community Development Programme and give specific directions in broad policy matters; (ii) A Central Advisory Committee consisting of officials and non-officials who are economists, |

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sociologists, psychologists and those who have given thought to the problems of Community/Development Programme should be formed to advise the Ministry of Community Development in the Centre. Suggestions of this Committee should be given earnest consideration.

- 3 39 The Committee observe that the expenditure on the office establishment of the C.P.A. has been progressively increasing and recommend that a strict watch should be kept to arrest this trend.
- 4 40 The Committee observe that the expenditure under "Allowances and Honoraria" is on the high side. Budget estimates for 1956-57 indicate that expenditure under this head is expected to rise further. The Committee suggest that the position should be reviewed carefully by the Ministry to see whether this expenditure cannot be reduced and brought down to the level of the Revised Estimate for 1955-56 for the same item.
- 5 85 The Committee observe that whereas the increase in expenditure over staff and office equipment of the C.P.A. has been quick the same tendency is not discernible in other items of expenditure. The expenditure on "Arts & Crafts" and "Reclamation" has been low particularly upto September, 1955, which shows that these items in the programme had not been receiving the attention they deserved in view of their importance to the under-privileged people in rural areas.
- 6 93 The Committee suggest that the Ministry of Community Development should seriously examine the feasibility of covering the entire country with N.E.S. blocks during the first four years of the Second Plan. With the experience gained so far, reduced allotment per block and proper advance planning, this should not be an impossible task. This arrangement will have two great advantages :
- (a) The entire rural area will actually come under the impact of the Community Development Programme, for at least one year during the Second Plan
- (b) Any remote possibility of funds lapsing or being spilled over in the Third Plan will be eliminated.
- 7 94 The Committee recommend that if the above suggestion is not found feasible on examination, efforts should be made to increase the number of N.E.S. Blocks

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in the earlier years and the last lot of the N.E.S. Blocks must be allotted positively on 1-4-1960. It is necessary to ensure that the benefits of the National Extension Service are derived by the entire rural population during the Second Plan, in actual practice and not merely on paper.

- 8 102 The Committee endorse the views of the Director, P.E.O., that the Programme Evaluation Organisation should be progressively strengthened. With the reorganisation of the States and considerable increase in the activities of the Community Development Programme an overall review and expansion of the Programme Evaluation Organisation seems to be necessary. The Committee suggest that the feasibility of setting up Five Regional Offices, instead of the present three, for each of the five zones—North, South, East, West and the Centre—with Headquarters at Delhi, Madras, Calcutta, Bombay and Nagpur or Bhopal—might be carefully examined. The Committee suggest for the consideration of all the Central Ministries that for various activities requiring the setting up of zones, the above pattern of five zones, should normally be adopted.
- 9 103 The Committee feel that all that is possible has not been done to enlist the support of the Universities or other Institutions of Social Sciences in the country to help in research on social problems which are on the increase due to rapid social changes occurring in the country. The Committee, therefore, recommend that the Community Projects Administration in consultation with the Programme Evaluation Organisation should systematically contact all the Universities and other Institutions of Social Sciences in the country which are capable of undertaking research in social problems and enlist their support to help the organisation to bring to bear an independent outlook on the existing development programme so far as its social aspect is concerned.
- 10 104 The Committee feel that it should be possible for Programme Evaluation Organisation even to indicate the courses to be prescribed for the research scholars who are desirous of taking rural problems for their study and thesis. Results of such studies will not only be of purely academic interest, but will also be of practical use to the field workers, actually engaged in the Community Development Programme.

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- 11 105 The Committee suggest that the Manual of Village Level Workers' Records should be suitably modified so that not only the records of accomplishments can be more systematically and properly kept, but that all the vital statistics concerning each village in the Circle of a Village Level Worker are properly recorded and maintained. These records should be periodically checked by the Block Officers when visiting the Headquarters of the Village Level Workers and also by the Project Evaluation Officers and the Officers of the Community Projects Administration while touring the villages. Each Village Level Worker should have a complete gazetteer of each of the villages under his charge and the gazetteers may be revised periodically.
- 12 107 The Committee have no objection to the sugges-
 108 tion made by the Fifth Development
 Commissioners' Conference held in May, 1956, that in order to ensure that the Evaluation Reports remained helpful to the field workers, the recommendations should first be obtained from the Development Commissioners and other field workers in regard to special studies and new directions in which evaluation should be undertaken, and that these reports should be scrutinised by a Standing Committee of few selected Development Commissioners and then passed on to the Planning Commission through the C.P.A. provided that the final recommendations of the Standing Committee are treated as a guide and are not binding on the Programme Evaluation Organisation. The Committee feel that the Programme Evaluation Organisation should have a free choice even in the selection of the subjects to be taken up for evaluation.
- 13 113 The Committee feel that the reports of P.E.O. are not being as widely circulated as they should be specially among the village workers who are vitally concerned in the matter. The Committee, therefore suggest that the summaries of the Evaluation Reports should be prepared in the regional language of the area concerned. The conclusions, observations and recommendations made by the Programme Evaluation Organisation may be widely made known to the field workers. The Committee also suggest that copies of reports may also be supplied to the Members of the two Financial Committees of Lok Sabha and of the State Legislatures, if not to all Legislators, as a regular measure.
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| 14 | 114 | The Committee suggest that a record of the suggestions and recommendations made in the Seminars and Conferences should be kept by the P.E.O. for checking up the action taken on them by the C.P.A. and the States. |
| 15 | 116 | The Committee feel that if the Evaluation Officers keep a regular contact with local non-officials, specially the Members of State and Central Legislatures of the area concerned, the reports coming from Evaluation Officers will have better value. The Evaluation officers should move with the public and find out what the enlightened public opinion is about a certain block. |
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| 16 | 118 | The Committee agree with the view that evaluation centres must remain in the rural areas but would recommend that they may be so fixed that each region receives equal attention and as many Blocks as possible may be intensively examined in rotation in each State. |
| 17 | 118 | The Committee recommend that comparative study of the progress made in the various Blocks would also be useful. |
| 18 | 120 | There are innumerable small items of vital interest to the villagers where improvements are possible and in certain cases have been made in certain areas but the villagers in other areas do not know them and it is for the P.E.O. as well to widely propagate these improvements whenever and wherever noticed and bring out small pamphlets on such topics explaining their use for the benefit of the people in rural areas. The P.E.O. may also give special treatment to these improved practices in its reports and let everybody know what has been done in this field and how far the same was being put to actual use in the villages. |
| 19 | 122 | The Committee have studied the reports of the P.E.O. and have been favourably impressed with the quality of work produced. They recommend that the scope of the Programme Evaluation Organisation |

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| | | should be further improved and widened on the lines indicated by Mr. Carl C. Taylor <i>vide</i> his observations contained in para. 123 of this report. |
| 20 | 124 | The Committee suggest that the feasibility of establishing a machinery similar to the Programme Evaluation Organisation for various other Governmental activities might be examined with advantage. |
| 21 | 130 | The Committee do appreciate the difficulties which had to be encountered at the initial stage of the programme. All the same, they consider it unfortunate that all the funds which were in the nature of a nucleus allocated in the First Plan period for the Community Development Programme could not be fully utilised. The funds allocated for Community Development in the First Plan were, therefore, the first small instalment of the payment of debt by the city dweller to the villager; and we have defaulted in this very first payment. The Committee were, therefore, extremely anxious to be reassured by the representative of the Ministry that the story would not be repeated in the Second Plan. The representative of the Ministry of Community Development said with confidence that there would be no difficulty in spending fruitfully the money allotted in the Second Plan. |
| 22 | 134 | In the 1953-54 series of Blocks, the expenditure is 68% of the ' <i>pro-rata</i> ' targets in all fields whereas in 1952-53 series it is 84. This is partly due to the fact that the tempo of expenditure raises as more time lapses. All the same, one would expect that the expenditure should improve in the subsequent series, due to experience gained. It is also necessary that expenditure should, as far as possible, be evenly spread out throughout the period. |
| 23 | 135 | The Committee were rather surprised to learn that certain vital statistics related to fundamental human values, were not available with the Community Projects Administration nor had any efforts been made at any time to collect the same. The representative of the Ministry assured the Committee that machinery would be set up in the Community Projects Administration to collect and collate the figures on the lines indicated by the Committee. The Committee recommend that the Community Projects Administration should publish a pamphlet giving these vital statistics State-wise and country-wise for the |

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year 1951-52 and 1955-56 together with the anticipated figures for the year 1960-61 wherever possible, at an early date. The Committee are confident that some of these figures will reveal progress in certain directions, about which the country can legitimately be proud of; whereas they will also indicate certain weak spots on which more concentrated effort might be necessary.

- 24 136-138 The Committee feel that the time had now come when the C.P.A. would be in a position to give some indication of the time-limit by which certain basic objectives (in consonance with the Directive Principles of State Policy laid down in the Constitution) were expected to be realised in rural areas. The Committee, therefore, recommend that the Development Commissioners of States should be asked to make a reasonably accurate and prompt assessment of the position in their respective States and indicate the probable time by which these targets are expected to be achieved in their States at least in the areas served by the Blocks. The C.P.A. should then compile this information and place it before the public.
- 25 140 The Committee were rather perturbed to learn from one of the replies of the C.P.A. that there was likely to be at least one primary school for village children in a radius of about 5 miles at the end of the Third Plan period. This would indicate that even upto 1965-66, free and compulsory education will remain a dream to be realised. It would, indeed, be a tragedy if a large number of children born and brought up in free India were consigned to a life of illiteracy. The Committee, therefore, recommend that the C.P.A. should, in consultation with the Education Ministry review the position and take vigorous measures to introduce free and compulsory education at a more rapid pace, at least in the areas covered by the National Extension Service.
- 26 145 The Committee feel that there is no machinery at present to check whether the money voted for sanction by Parliament is properly spent and whether adequate and satisfactory results have been achieved. It may be necessary on the part of the C.P.A. to find out what machinery can be devised for this purpose.

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The Committee are not sure whether irregularities of the type pointed out by the Accountant General and as given in the proceedings of the Divisional Development/Block Development Officers' Conference of Jaipur Division held at Deeg from 13th to 15th June, 1956, are not being committed in other areas also, and if they are, to what extent. To the extent they do exist, however, all apprehensions of leakages or wastages cannot obviously be ruled out. There is, in fact, a section of opinion which holds that figures of contribution on the part of the people in the shape of labour and money are often exaggerated, and that faked accounts or muster rolls are sometimes produced in order to draw larger amounts from the Government. The Committee have no definite data on which to pronounce their own judgement in the matter; but surely the type of irregularities to which the Accountant General of Rajasthan has drawn attention are a pointer in this context, so far as they go. The Committee hope that such apprehensions as they do exist in this regard in some quarters are, at any rate, exaggerated; but prudence and public interest demand that the opinion to which the Committee have referred, should not be ignored. The Committee feel inclined to lay particular stress on this aspect of the working of the Community Development Programme, in view of the fact that *positive* safeguards or checks against dissipation of public funds in the manner indicated above, have, as already pointed out, not yet been evolved; and neither the C.P.A. nor the P.E.O.; seem capable of providing the vigilance required. In this connection, the Committee might as well point out that care does not seem to have been taken so far even to lay down minimum accounting standards of proforma. There is no reason why this lacuna should not be made up immediately. In all the circumstances of the case the Committee would strongly urge on the High Power Committee on Plan projects, referred to above, to give the whole question their careful and earnest attention. There appears to be an urgent need not only to inculcate the spirit of strictest financial propriety among the officials as well as the public workers in charge of Community Projects, and to lay down minimum accounting standards and to insist on their maintenance; but also to create a machinery or agency, responsible for and capable of, keeping a vigilant eye in respect of any lapses of the nature the Committee have in view. The fact can never be over-emphasised that

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| | | <p>the funds earmarked for rural welfare should not only be regarded as a sacred trust; but also that it is up to the Government to see that the most stringent precautions and checks are provided to ensure against any possible misuse or dissipation of such funds.</p> |
| 28 | 149-150 | <p>The Committee note that considerable stress is laid and rightly too, by the Community Projects Administration and the Programme Evaluation Organisation on the change of outlook of the rural people, and also on the people's participation in the programme. There is, however, absolutely no cause of anxiety on this account. Constant care will have, however, be exercised to see that in our enthusiasm to change the outlook of the people, their basic needs for adequate food, clothing, shelter, health, education, recreation and community life are in no way neglected; hence the importance of fixing certain physical targets to be achieved within a specific period, to satisfy these basic needs should not be minimised.</p> |
| 29 | 152 | <p>An assessment of the credit and debit sides of the Community Development Programme indicates that there is no room for complacency. The Community Projects Administration will have therefore to play a very prominent and strenuous role to see that the points on the debit side are wiped out during the Second Plan.</p> |
| 39 | 153 | <p>In the opinion of the Committee, the Community Projects Administration have to so plan, direct and co-ordinate the Community Development Programme throughout the country that "Directive Principles of State Policy" enshrined in the Constitution are made a reality in rural areas within a limited period of time.</p> |
| 31 | 154 | <p>The tremendous upsurge of public enthusiasm, as evidenced in the first plan period, has to be properly mobilised and utilised for the realisation of our dream of Rural India on the basis of Sarvodaya. This is an urgent, and an immediate task. Before this enthusiasm dies down and changes into a felling of frustration or fatalism, the task has to be accomplished. This is the reason why the Committee have been laying such great stress on the fixation of certain basic targets for the achievement of our cherished objectives. It might be argued that the C.P.A. cannot undertake this gigantic task as it does not</p> |

possess any executive powers. It has to rely on the machinery of the State Governments and other Central Ministries for the execution of work. The very purpose of the C.P.A. in the opinion of the Committee, should be to enliven this slow moving machinery, to tap the public response and enthusiasm and to seek the fullest co-operation of the public leaders to fulfil the idea of the Welfare State so far as rural India is concerned. If the C.P.A. cannot itself do a particular job, it can certainly request the Department concerned to do it and offer its advice and guidance as to how to do it. If the request is practicable and reasonable, the Department concerned is duty-bound to comply with it. Directive Principles of State Policy are after all as much binding to the State Governments as to the Central Ministries. Stray cases of failures can and should, be brought to the personal notice of the Chief Minister concerned and the Prime Minister. Community Development Programme has been rightly described as a war against the triple enemies of poverty, disease and ignorance. So long as there is a single villager who is unable to earn enough to provide adequate food, clothings and shelter for himself and his dependants, so long as there is a single premature death by a disease curable by modern medicine, and so long as there is a single child in a village, growing up without receiving education, the programme cannot be stated to have fulfilled its purpose. Certain basic needs have to be provided not to 'majority' but 'unto this last man.' Failure to do so within a reasonable span of time would be regarded as the failure of the C.P.A. Provision of these basic needs is only a first step. After all, what does this idea of Community Development boil down to? It only means that all the benefits of modern scientific and technological progress should be fully shared by the village communities. When this is achieved, the C.P.A. will have fulfilled its mission.

In regard to the question of post intensive maintenance of the Blocks, the Committee agree with the views of the P.E.O. and recommend that the responsibility for the maintenance of the progress in the Blocks in the post intensive period should be specifically fixed and the maximum possible use in this connection should be made of the local Panchayats wherever existing. The officers of the Ministry of Community Development also should keep a constant watch

on the progress in such blocks and any deterioration as and when detected should immediately be brought to the notice of the State Governments suggesting the action to be taken to keep the progress up to the mark.

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162 The Committee are not convinced with the argument that the classification of blocks according to progress made will be of no use. It will, on the other hand, be of immense use provided it is done on a statistical basis specifying the items where the block needs improvements. This will, in the opinion of the Committee, brighten the black spots and will encourage prompt action where deficiency is marked. The Committee, however, think that knowing the deficiency is not enough. What is required is action to remove the deficiency. The Committee recommend that special attention should be paid to see that all the villages in a block receive more or less equal attention and that there is no uneven distribution of amenities to add to inter-village disparities as pointed out by the P.E.O. in their third evaluation report. Further, the Committee recommend that the poor and backward people in the villages should receive greater attention and if necessary, the same approach and devices as adopted in dealing with the uplift of tribal people may be tried in case of such people who mainly include Harijans.

The Committee also suggest that in special cases where due to any abnormal circumstances, the normal period has not been able to achieve even to a tolerable degree and there is a leeway to be made up, discretion should be given to some authority at suitable level to consider the matter and give a suitable extension to the period of operation of the block.

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163 The Committee suggest that suitable criteria should be evolved to adjudge the overall progress made by the various villages under the same V.L.W. and an annual prize may be given to the village adjudged to be the best. The same principle may be applied to different V.L.Ws. under the same Block Development Officer. The V.L.W. whose performance is adjudged to be the best may be suitably rewarded by issue of certificates of merit, cash prizes or even promotions. Similar healthy competition should be set up for various blocks in the same State. The feasibility of introducing a Rural Development shield for the State adjudged to have made the best all round

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progress during the year might also be examined. An independent panel of judges and certain will-defined objective criteria for judging the results will be necessary. These can be worked out in consultation with the Programme Evaluation Organisation.

- 35 164 The results of these various competitions should be suitably publicised to serve as an impetus to the Competitors. The idea is to expand the sphere of activity, interest and enthusiasm as widely as possible. In this connection, the Committee can do no better than to reproduce the following pertinent observations of the Prime Minister Shri Jawaharlal Nehru:

“I think nothing has happened in any country in the world during the last few years, so big in content and so revolutionary in design as the Community Projects in India. They are changing the face of the rural India and in the course of the next five or six years they will cover every village in India. It is a tremendous adventure and we shall only succeed if we consider it our common adventure. Not a few but we must all work together for it. Men, women, and if I may say so, boys and girls and children, all of us have to take our share”.