

**ESTIMATES COMMITTEE**  
**1959-60**

**SIXTY-FOURTH REPORT**

(SECOND LOK SABHA)

**MINISTRY OF COMMUNITY DEVELOPMENT**

Action taken by Government on the Recommendations  
contained in the Fortieth Report of the Estimates  
Committee (First Lok Sabha)—C.P.A.—Part II.



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## CORRIGENDA

to

Sixty-Fourth Report of the Estimates Committee on action taken by Government on the recommendations contained in the Fortieth Report of the Estimates Committee (First Lok Sabha) on the Ministry of Community Development - C.P.A.-Part II.

Page 3, col. 4, line 14, read 'participation' for 'participatio'

Page 5, col. 4, line 17, read 'Governments' for 'Government'

Page 11, col. 3, line 18, read 'therewith' for 'herewith'

Page 14, col. 3, line 2, read 'views' for 'view'

Page 21, col. 4, line 8, add 'No.' after 'C.D.'

Page 23, col. 3, line 3, delete 'in' after 'with'

Page 23, col. 1, add '9' against '102'

Page 36, col. 4, line 5, delete 'full stop' after 'obligations'

Page 39, col. 4, line 16, read '20.6.57' for '14/26.8.58'

Page 39, col. 4, line 22, read '14/26.8.58' for '14/26.8.59'

Page 40, col. 3 add '[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 20.6.57]' below '(Industries)'

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1959-60

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## INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Sixty-fourth Report of the Estimates Committee of the Second Lok Sabha on the action taken by Government on the recommendations contained in the Fortieth Report of the Estimates Committee (First Lok Sabha) on the Ministry of Community Development—Part II.

2. The Fortieth Report of the Estimates Committee (First Lok Sabha) was presented to the Lok Sabha on the 21st December, 1956. The Ministry of Community Development furnished their comments on the recommendations contained in this Report on the 20th June, 1957 except one recommendation relating to the Programme Evaluation Organisation (Planning Commission). As the replies in many cases were incomplete, the Ministry was asked to furnish more detailed and fuller replies. Thereupon, the Ministry furnished further comments to some recommendations on the 14th/26th August, 1958 and the Programme Evaluation Organisation (Planning Commission) on the 24th September, 1958. In addition, the Ministry furnished latest position in respect of some recommendations on the 4th/6th February, 1959. The Study Group 'A' of the Estimates Committee 1958-59 examined the replies on the 28th April, 1959. Further particulars required by the Study Group on certain points were received from the Ministry and the Programme Evaluation Organisation (Planning Commission) on the 10th August and 26th July/4th August, 1959, respectively and examined by the Study Group "F" on the 27th August, 1959.

3. This Report incorporates the original comments as well as the subsequent comments of the Ministry (wherever received) on the original recommendations. The Report has been divided into four Chapters :—

I. Report.

II. Recommendations that have been accepted by the Government.

III. Replies of the Government that have been accepted by the Committee.

**IV. Replies of the Government that have not been finally accepted by the Committee.**

4. Analysis of the action taken by Government on the recommendations contained in the Fortieth Report of the Estimates Committee (First Lok Sabha) is given at Appendix III. It would be observed therefrom that out of 34 recommendations made in the report, 22 recommendations, *i.e.*, 64·7% of the recommendations have been fully accepted by Government, while 6 recommendations, *i.e.*, 17·6% have been accepted partly or with modifications. Of the rest, the replies of Government in respect of 2 recommendations, *i.e.*, 5·9% have been accepted by the Committee, while those in respect of 4 recommendations, *i.e.*, 11·8% have not been accepted by the Committee.

NEW DELHI ;  
*October 24, 1959*  
*The Kartik 2, 1881 (Saka).*

H. C. DASAPPA,  
*Chairman,*  
*Estimates Committee.*

## CHAPTER I

### REPORT

The Estimates Committee, in paragraph 129 of their Fortieth Report, expressed the view that the gigantic experiment of changing the rural life of India was a unique feature of our times and that the University Education of a modern youth could not be regarded as complete unless he has participated in that experiment. The Committee, therefore, suggested that the Ministry should examine jointly with the Education Ministry the feasibility of making it compulsory for a college student to spend at least one month in a village camp before he became eligible for a University degree. The Ministry stated in reply that that was being done, since 1956, in a limited measure under the scheme for granting of apprenticeship in village development to selected University teachers and students, and that almost all the Universities had accepted the scheme. On being further asked to state the latest position in the matter, the Ministry, after repeating their previous reply, intimated that the proposal as recommended by the Committee was being examined by the Ministry of Education. *The Committee regret to observe that the matter has been dealt with by the Ministry in a halting manner, considerable delay having been caused even in taking it up with the Ministry of Education. The Committee once again stress that the original recommendation should be implemented at an early date.*

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Serial No. (as in App. XI to 40th Report)	Reference to Para. No. of the Report	Summary of recommendation/conclusion	Government's Reply
1	2	3	4
2	64	<p>The Committee suggest that the C.P.A. should call a conference of all Development Commissioners at an early date for the purpose of ascertaining the detailed requirements of trained personnel in various trades and with a view to ensure that the recruitment and training programmes during the Second Plan will be commensurate with the requirements.</p>	<p>The matter is under consideration.</p> <p>[<i>Ministry of Community Development O.M. No. 26(8)/2/56-PC, dated 20-6-57</i>].</p> <p>The matter has been considered by the Sixth Development Commissioners' Conference and the Central Committee and on the basis of the conclusions reached, State Governments and Central Ministries have been asked to gear up their training programme to meet the requirements.</p> <p>[<i>Ministry of C.D. letter No. 10(1)/58-PC, dated 14/26-8-1958</i>].</p>



4 77

The Committee suggest that the practice of organising seminars *exclusively* meant for non-official members of the Project/Block Advisory Committees should be extended to other States also.

This will be brought to the notice of State Governments though it would be better to have non-officials and officials together as that will create better understanding of the people's programme and emergence of constructive suggestions.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-57*].

State Governments have been requested to implement the recommendation.

[*Ministry of C.D. letter No. 10(1)/58-PC., dated 14-26-8-1958*].

6

85  
The Community Development Programme should, therefore, seek to discourage people from relying exclusively on official assistance. It should also aim at promoting habit of self-help among the people, Government help being provided where necessary. It is, therefore, rightly called the aided self-help programme or the people's programme with Government participation.

The officials engaged in the work of Community Development Programme should have a greater exchange of ideas with the non-officials, particularly those who have devoted some time to the problems of Community Development Programme and study them by on the spot observations. The Committee have no doubt that comments and suggestions from such public

The programme aims at maximum participation of non-officials at all levels.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-57*].

It has since been decided that the entire local works programme of the schematic budget

men will be of considerable value to the authorities in arriving at right judgements and shaping their policies. This method will also serve to remove the impression that non-official co-operation is discouraged.

As a matter of interest, the Committee enclose herewith some comments and suggestions regarding the working of Community Projects by public men *vide* Appendix IV(A).\*

should be transferred to the Panchayats for planning and implementation.

According to the decision of the Central Committee hereafter, Community Development Programme in the new areas will be taken up after the fulfilment of some prescribed norms of self-help and initiative on the part of the people and the programme will be contained in Stage I on the same basis.

[*Ministry of C.D. and Co-operation O.M. No. 10(1)/58-PC, dated 4/6-2-1959*].

10

103

The Committee recommend that at the village level, the Gram Panchayats should be brought more actively into the picture in regard to both planning and execution of the Community Development Programme. The V.L.Ws. and the various subject-matter specialists (*i.e.* the executive officers) should hold at least one formal meeting every three months with the Panchayats. At this meeting all the problems of development should be discussed and decision for further action arrived at.

4

The Ministry has been continuously striving to bring the Gram Panchayats more actively into the development programme.

The Gram Panchayats are represented on the Block Advisory Committees which frame the overall development programme of the Block.

The suggestion of the Committee to have every 3 months meeting of the specialists with the Panchayats has been noted.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC, dt. 20-6-57*].

Most of the States have already provided for association of Panchayats in Block Advisory Committee by taking Surpanchs/Panchs of

Panchayats on Block Advisory Committees. State Governments, have, however, been requested to arrange periodical informal meetings between V.L.W's. and the subject-matter specialists and Sarpanchs to promote co-ordination.

[*Ministry of C.D. letter No. 10(1)/58-PC, dated 14/26-8-1958*].

12 110

The Sub-Committee of the Estimates Committee that visited the Manavadar-Vanthali-Keshod Community Projects in Saurashtra were favourably impressed with the progress of the institution of Gram Panchayat. The Panchayat of one of the village—Vadal—had levied an octroi duty to carry out the development works and the income from this source amounted to Rs. 10 to 12 thousands. One of the most distinguishing feature of the working of this Panchayat was that no staff was maintained by it for the collection of octroi. The individuals voluntarily paid their dues at the Panchayat Office. This indicates a high sense of civic duty among the villagers. The Committee suggest that this should be given widest publicity and should be set as an example to be emulated by others. The Committee also understand that in Nesdi village in Kundla Taluka in the Gohelwad District of Saurashtra, postal stamps, post cards

Noted. Specific attention of the State Govts. is being drawn to this recommendation.

[*Ministry of C.D. O.M No. 26(8)/2/56-PC, dt. 20-6-57*].

The Government of Andhra Pradesh have taken steps to try the recommendation in some places, while the Kerala and Bihar Governments are still examining the recommendation. The Government of Madras and Orissa have taken measures to give publicity to the instances cited in the recommendation. Panchayats are not in existence in Delhi, Manipur, Tripura, NEFA, Andaman and Nicobar and Pondicherry.

[*Ministry of C.D. letter No. 10(1)/58-PC, dated 14/26-8-1958*].

and envelopes are left for sale without being manned and that the villagers buy them by putting the requisite money in a box. This is also an example worth emulating.

*(Further information called for by the Committee).*

The latest position in respect of remaining States not mentioned in the reply of the Ministry may kindly be intimated.

*(L.S.S. O.M. No. 79-EC-II/59, dated 7-5-1959).*

A statement indicating the position may please be seen in Appendix II.

*[Ministry of C.D. letter No. 10(1)/58-PC, dated 10-8-1959].*

13 119

The Committee feel that there is ample scope for the development of non-official organisations which are engaged in the development of village industries and in constructive activities, such as training in basic education, developing children's gardens, arrangements for bhajans, music, dance, etc. They, therefore, recommend that local authorities should take active interest in such organisations and offer their technical advice, guidance and encouragement for the common goal of rural welfare.

This is actually being implemented at the field level to varying degrees in all the States.

*[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-1957].*

14 121

The Committee fully appreciate the difficulties in the way of complete co-ordination between officials and non-officials in the development programme. But they feel that with a right type

Noted.

*[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-1957].*

of approach on both sides the problem can be solved to a great extent and the support of constructive workers and the people's organisations can be made available in a larger measure. One way of doing that, in the opinion of the Committee, is to realise the different roles of a civil servant and a public worker and to fully appreciate that they are in no way conflicting but complementary. Their objective is the same, *viz.*, to serve the common man.

17 138

The Committee suggest that the Programme Evaluation Organisation should make test checks to see whether the instructions issued by the C.P. A. as to what should be considered as fields of people's participation and how the same should be recorded, are being properly understood and followed. In this connection the Committee would like to invite attention to para 146 of this Report.

The recommendation has been communicated to the Programme Evaluation Organisation for comments and necessary action.

[Ministry of C.D. letters No. 26(8)/2/56-PC, dated 20-6-1957 and No. 10(1)/58-PC, dated 14/26-8-58].

Noted.

[P.E.O. (Planning Commission) No. PC/PEO/E-86(1)/56, dated 24-9-1958].

18

139 The Committee would like to stress that the public response and people's participation in the Programme have been splendid, now to mobilise and utilise this response for the quick realisation of the ideal of the Welfare State is a challenge to the official and non-official leadership in the country. The Committee hope and trust that this challenge will be met successfully.

Noted.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-1957].

20 The Committee are of the opinion that the co-ordination and supervision exercised by the C.P.A. over the activities of the Community Development Programme in various States should be more effective so as to ensure that as far as possible the progress in community development programme is reasonably uniform in every part of the country. Wherever there is any slackening of efforts not only should it be promptly detected but also prompt measures for stepping up the same should be initiated.

The subject matter specialist visiting various States are already working on the lines suggested by the Committee.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-57*].

This is already being done by the Advisers and other senior officers of this Ministry who visit the States only for this purpose. According to latest decision the Advisers and senior officers will visit each State once a year as a team and will suggest ways and means to increase the tempo of work. Madras, Madhya Pradesh and Assam have already been visited.

8

[*Ministry of C.D. letter No. 10(1)/58-PC, dated 14/26-8-1958*].

21 151 The Committee have already dealt with the question of creating an Advisory Body at the State Level consisting of official and non-officials to be associated with the planning and progress of Community Development programme in the States in para 92 earlier. The Committee further recommend that now with the reorganisation of States into more viable units on the whole, the State

Necessary instructions have been issued from time to time to State Governments emphasising the necessity of achieving effective coordination both at the Ministerial and the Departmental level. Deputy Chairman, Planning Commission, has recently addressed Chief Ministers of States to ensure that meetings of the State Development Committee at the

Development Committees both at the Ministerial level and the Heads of Department level should be energised and should be made to take more interest in the development work in the States, specially in the matter of co-ordination: of work of different departments and the heads of development departments should be made personally responsible to see that a close co-ordination exists in the personnel of their departments at all levels.

22

The Committee feel that the problem of co-ordination is more important at the District Level as it is here that the most effective stages of planning and execution of the programme have to be gone into. The District Development Committee, therefore, should play a more active and realistic part in the co-ordination of the activities of different Departments so far as the programme of Community Development is concerned. The fact that the District Development Committee is intended to look after the working of the entire Five Year Plan should be all the more helpful in bringing about an effective co-ordination between the working of the different technical officers at the District Level as it gives them a complete picture of the entire District, the resources available, and the work to be done. The Committee, therefore, recommend that the District Development Committee should be responsible for the co-ordination of the activities of various departments, in the Community Development and

Ministerial Level are held at regular intervals and the Committee takes more interest in the development programme and ensures close co-ordination among the different Welfare Departments.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-1957.*]

The Ministry is alive to the need for effecting perfect co-ordination of the development activities at the various levels and has emphasised it time and again on the State Governments. At the District level, the Collector who is also the Chairman of the District Development Committee, has been assigned the role of leader of the team consisting of District Heads of the Development Departments, and is required to coordinate their activities. On the recommendation of the National Development Council, an investigation of the District Administration will be carried out by the Committee on Plan Projects.

The engineering works in the blocks do not generally require high technical skill and can be normally handled by the Block Overseer. Where, however, any particular scheme involves high degree of technical skill, State Governments arrange to make available the

N.E.S. blocks as envisaged by the Planning Commission. The Chairman of the District Development Committee may also be authorised to issue instructions to the subject-matter specialists regarding any special work required to be done in any of the blocks within the district. Incidentally the Committee also suggest that the Government might consider and examine cases where there is much more work than can be handled by the overseers in any particular blocks and see whether it would be advisable to substitute the overseers by full-fledged engineers. In individual cases where this course is justified the necessary action may be taken in consultation with District Development Committee.

23 155 The Committee agree with the suggestion of the P.F.O., but they would like to add that special care should be exercised in the selection of the Block Development Officers with a view to ensure that persons with a flare for development work are selected for these posts.

24 162 & 163 The Committee feel that the importance of decentralisation of powers in a vast Community Development Programme and its value in the field of co-ordination does not appear to have been fully realised otherwise the action taken now in appointing a special officer for the purpose should have been taken at the initial stage of the programme,

services of qualified engineers from the departmental staff.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-1957].

Noted.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-57].

This is already being done. Most of the State Governments have actually delegated powers to their officers on the lines by this Ministry.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-1957].



The delegation of powers in the opinion of the Committee is an important step and leads to a very clear concept of division of functions. Vague delegations often result in two people doing the same job with shifting responsibility and discontent. The Committee, therefore, recommends that special efforts should now be made to see that delegation of powers to the required extent is completed in all the States with the least possible delay.

25

104

The Committee consider it absolutely necessary that if the Collectors are to be made responsible for the development work in the district under their charge, they must devote sufficient time to this aspect of the work and acquaint themselves first hand with the interior of the district and the developmental programme connected herewith. If the burden of routine work is found to stand in the way of their devoting sufficient time for this purpose, steps may be taken to relieve them of some of the routine and less important duties, wherever necessary.

(Further information called for by the Committee)

As the question was referred to the Committee on Plan Projects, the action taken on the suggestions of that Committee may be supplied for information of the Estimates Committee.  
(L.S.S. O.M. No. 79-EG-II/59, dated 7-5-1959).

Suggestions already made by the Ministry of Community Development to the States include the provision of a special assistance to the Collector to enable him effectively to guide and supervise development work. The recommendations of the Estimates Committee have been referred to the high level team on C. P. & N. E. S. set up under the auspices of the Committee on Plan Projects to look into the matter and suggest what precise measure of assistance should be given to the Collector to relieve him of some of his normal or routine duties so as to enable him to devote more time to development work.

(Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-1957).

The COOP Team have duly considered this and recommended that the Collectors should be provided with a whole time Additional Collector to relieve him of the general administrative duties so that the Collector can him-

self as far as possible function and be designated as the district development officer. The actual distribution of work should be left to the Collector himself. The instructions on this already exist. The recommendations have, however, again been brought to the notice of the State Governments.

[*Ministry of C.D. letter No. 10(1)/58-PC, dated 10-8-1959*].

26 167

The Committee feel that the role of the Collector and the Block Development Officer in the development programme should be clearly laid down to avoid any misunderstanding and to achieve full co-operation of other technical officers in the programme. The Committee endorse the view of Pandit G. B. Pant, the then Chief Minister of Uttar Pradesh, expressed at a conference of Senior Administrative Officers in October, 1950, reproduced below :—

“The District Officer will no doubt have to keep his eyes on the police and the magistracy, but I want him to make planning and constructive work now his main task. The one thing to which the best of his energy,

Noted. Existing instructions to the States cover the point.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-57*].

his intellect and his enthusiasm must be devoted. Everything else must be regarded as secondary. There will be constant communication between the District Officers and those in charge of planning at the Headquarters and they will be constantly in touch with each other."

The Committee suggest that the State Governments should be requested to bring these observations to the personal notice of every District Officer for his future guidance.

27 168

On the question of developing a team spirit in the execution of the programme, the Committee feel that in carrying out a multipurpose gigantic programme of all round development it is very necessary that the entire staff work as a team with different assignments according to their abilities and that the members should not have a feeling of aloofness by their official status. Each member of the team should be made to feel his importance and there should be some provision for recognition of outstanding work. The members of the team should have the feeling of oneness and they should be encouraged to offer constructive criticism of the programme without any reservations.

Noted. Existing instructions to the States cover the point.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-1957].

13

28 169

The Committee propose to re-emphasise the necessity of selecting right type of personnel specially for the post of Block Development Officer who is the keyman in the programme at the Block

Noted. Existing instructions to the States cover the point.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-1957].

Level. The Committee fully agree with the view of the P.E.O. that appointment to the post of B.D.O. should be made not only from the Revenue Department but also from other departments and that suitable youngmen who show capacity for leadership, zeal, living faith in the Plan, aptitude for general development work and understanding of the overall development needs of rural areas should be selected for this post regardless of the department they belong to. Further, the Committee also recommend that the service conditions of the project personnel should be laid down in all the States indicating very clearly the channels of promotion and the chances of permanency to give the staff a feeling of security for their future and to create a feeling of contentment among them. This is the *sine quo non* of close co-ordination and full co-operation.

31 187

The Committee recommend that in the first instance a Central Research Institute may be established to solve the various simple problems which affect the lives of millions of our people in the village and later on five institutes, one in each Zone, may be established. The Committee are glad to note that the representative of the Ministry of Community Development

This question is under consideration.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 20-6-57*].

The Central Institute of Study and Research in C. D. has been established at Mussoorie from May, '58. The first course in the Study

agreed with the suggestion of establishing Five Zonal Research Institutes, and agreed to develop the idea further by entrusting the research in the field of administration also to the Zonal Institutes.

Wing was conducted during June-July, '58. The Research Wing Will be established after a year or so. Pending establishment of Research wing financial assistance to the extent of 50% is proposed to be given to the planning, Research and Action Institute, Lucknow. The Research work done in this Institute will be of great help to the Research Wing. After the establishment of research wing, action will be taken to start the Zonal Institute.

[Ministry of C. D. letter No. 10(1)/58-PC, dated 14/26-8-1958].

32 193

The Committee recommend that the Ministry of Community Development should actively pursue the question of the strengthening of the technical Departments with the Ministries concerned and should see that the necessary strengthening is done in time before it affects the progress of the programme. The Committee also suggest that the Ministry of Community Development should give necessary advice and guidance to those States where the pattern of technical departments appears to be weak. Necessary experienced personnel from the other States which are in a happier position might be sent for a short period to assist in the reorganisation. It is precisely in such matters as pooling the experiences of various States and giving the best guidance and advice that the C.P.A. can play a very useful role.

The question of strengthening of technical departments in the States was discussed at the Fifth Development Commissioners Conference held in May, 1956, and the following recommendation was made:—

“As the number of N.E.S. Blocks increases, the number of technical officers at the block level will correspondingly increase. It will, therefore, be necessary to strengthen the supervisory personnel in the technical departments at the sub-division, district, and State levels. The strengthening of the personnel should not only be quantitative but also qualitative. In other words, the quality of the higher supervisory personnel will have to be of a higher order.”

The recommendation has been communicated to the State Governments. The technical officers and subject-matter specialists in the Ministry who frequently tour the States and the project areas in order to see the progress of the programme, render necessary technical guidance to the block staff. On receipt of specific requests from State Governments, the Ministry also arranges for services of technical personnel from other States. The recommendation has, however, been noted.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 20-6-57*].

Since these recommendations, the Ministry of Food and Agriculture have offered central assistance to State Governments to appoint Joint or Deputy Director in the Agriculture Department for extension work. The local memorial resources scheme also offer Central assistance for the appointment of Central Inspectors in the block area.

The Nalagarh Committee was appointed by the Ministry of Food and Agriculture to enquire into the organisational set up of

Agriculture Department of the States. Its recommendations are being implemented by that Ministry.

[Ministry of C.D. and Co-operation O.M. No. 10(1)/58-PC dated 4/6-2-1959].

Noted.  
[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 20-6-1957].

The recommendations are being implemented in the following manner :—

- (i) All the Universities have been requested to include a course on Community Development in the curricula of Graduates and Post-Graduate Studies.
- (ii) With the aid of Ford Foundation a scheme known as Scheme for granting apprenticeships in village development to selected University students and teachers is in force for the last two years by which the teachers and students of the universities are given some financial assistance to study and work in the Community Development areas for a short duration.

(iii) Grants-in-aid are being given to institutes like Action-cum-Research Institute, Lucknow for carrying out research into Community Development Programme.

The Committee reiterate their observation made earlier that all that was possible has not been done to enlist the support of the Universities and 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 a systematically planned programme may be made out in this respect and the Universities and suitable Institutes of social sciences should be drawn more closely in the programme to help particularly on the research side. The Committee further recommend that the recommendations of the 5th Development Commissioners' Conference to closely associate the Universities or other suitably non-official organisation with the working of Development Blocks should be implemented without undue delay.

(iv) A Central Institute of Community Development for Advanced Studies on the subject has been set up in Mussoorie and for each course high officials as well as people from the universities and other walks of public life are drawn in for a course of discussion.

[*Ministry of C.D. and Cooperation O.M. No. 10(1)/58-PC dated 4/6-2-1959*].

This Ministry is conscious of it and is taking necessary action with the Agriculture Ministry. Recently the Minister of Community Development called a conference of the State Directors of Agriculture and discussed the food production plan. It was agreed that the extension facilities available in the C.D./N.E.S. should be fully utilised. The State Directors of Agriculture have been made responsible for Agriculture programme in C.D./N.E.S. blocks at State Level and the District Agricultural Officers at District Level.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC 20-6-1957*].

34 198 In conclusion, the Committee would like to quote the following extract from the speech of the Administrator of the C.P.A. (now the Minister) at the Fifth Development Commissioners' Conference as it clearly brings out the necessity of Planning and Research in the field of Agriculture and allied matters :—

“In Agriculture we have done appreciably good work but considerably more could have been achieved if we had the research facilities related to the ground and the proper administrative procedure by which departments could transmit the knowledge of research through the extension agency. Nuclear seeds are still to be evolved in quite a number of States. Same is the case with State farms, fruit and vegetable nurseries. No State can claim that it has done enough in any of these fields.”



**CHAPTER III**  
**REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE**  
**COMMITTEE**

Serial No. (as in Appendix XI to 40th Report)	Reference to Para No. of the Report	Summary of recommendation/conclusion	Government's reply
1	2	3	4
5	82	The Committee appreciate the efforts made in respect of holding conferences and intra-State and inter-State Seminars for the benefit of the field workers. They have the following suggestions to offer in this connection :—	(i) In future all such conferences, seminars, camps, exhibitions etc., in connection with the Community Development Programme must invariably be held in villages. Where accommodation facilities and other arrangements were feasible, inter-State Seminars were actually held in villages e.g., Gandhigram and Bhoi (Assam). The suggestion will be followed in future as far as possible.

- (ii) **The Gram Sevaks and Extension Officers** should be encouraged to take more active part in seminars and specially in Inter-State Seminars. They are already being encouraged to take active part in seminars.
- (iii) **The non-officials specially the members of the Project/Block Advisory Committees** should be deputed along with officials on study tours in India, as it will increase contact of officials and non-officials and encourage non-officials to take more interest in the programme. Noted.
- (iv) **The study tours in foreign countries** should be undertaken only when it is assured that there is something worth studying in those countries which would be helpful in improving the existing development programme in India and the personnel should also include selected field staff. This is always kept in view.
- (v) **The Study Circles** should be constituted at the Block Level and in Village Level Workers' Circles, in all States as recommended by the Fifth Development Commissioners' Conference held in May, 1956 and officers of all levels should be encouraged to take active part in the meeting which should be held at least once a month. Attention of the State Governments is being drawn to this.  
[Ministry of C.D. O.M. No. 26(8)/2/56-PC dt. 20-6-1957].

(Further information called for by the Ministry).

Kindly intimate the latest position in the matter *vis.*, whether the State Governments have implemented or accepted the recommendation.

(L.S.S. O. M. No. 79-EC-II/59 dated 7th May 1959).

(vi) The holding of *melas*, fairs and exhibitions should be generally encouraged in the villages and especially at the time the seminars and conferences are held where the various improved methods in agriculture can be demonstrated with advantage to the village people.

(vii) The decisions arrived at in the Development Commissioners' Conferences should be promptly implemented as these decisions represent the collective agreement of the Development Commissioners of all the States and there should not be any difficulty in their uniform implementation. It would be useful for the C. P. A. to publish a pamphlet containing information about the action taken by the various States on the recommendations of the Development Commissioners' Conferences.

Under the new role of the C.D. Programme in each State the programme is to be initiated through the Block Development Samitis and Panchayats in which both officials and non-officials will be collectively participating. In view of this the need for the proposed study has ceased to exist.

[Ministry of C.D. 10(1)/58 PC. dt. 10-8-1959].

This is generally being done. Exhibitions are usually arranged at Inter-State Seminars. They are also held at *Melas* and Fairs where improved techniques of Agriculture, Public Health etc. are demonstrated.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 20-6-1957].

Noted.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 20-6-1957].

This has since been done so far as Sixth Development Commissioners' Conference is concerned.

[Ministry of C.D. Letter No. 10(1)/58-PC dated 14/26-8-1958].

(iii) Special care should be taken to ensure that Harijans and women workers invariably attend these conferences, seminars, camps, tours etc.

This may not be practicable for all types of meetings. But with greater efforts at awakening of these classes of people, there will be progressively more and more of their association.

[Ministry of C.D. O. M. No. 26(8)/2/56-PC dated 20-6-1957]. •

This may not be practicable for all types of meetings now, but with greater efforts at awakening of this class of people, their association with Conferences, Seminars, Camp tours etc. will be progressively more and more.

[Ministry of C.D. letter No. 10(1)/58-PC dated 14/26-8-1958].

7 & 8 90 & 91 The Committee would like to draw attention to their earlier recommendation made in para 35, Part I of the Report on the C.P.A. for the formation of a Central Advisory Committee. They would also suggest that the Members of Parliament and of different State Legislatures may be associated with the formulation and progress of programmes in their respective States. A conference of the M.Ps. of a particular State may be periodically called by the Ministry of Community Development and they may be acquainted with the progress of the programme and the difficulties which retard progress in their State. This might result in useful suggestions to overcome such difficulties.

90-91-92. Members of Parliament and State Legislatures are *Ex-officio* Members of the Block Advisory Committees in respect of the blocks situated within their respective Constituencies. As Members of the Block Advisory Committees, they are associated with the formulation and implementation of the development programme in the blocks concerned. State Governments have also been requested to set up an Advisory Committee at the State level consisting of Members of State Legislatures, on the lines of the Informal Consultative Committee of Parliament set up at the Centre to review the progress of the programme and to suggest any modifications or alterations in its proper implementation.

[Ministry of O.M. C.D. No. 26(8)/2/56-PC dated 20-6-57].

92 The Committee recommend that an Advisory Committee should be formed and associated with in the planning and progress of Community Development Programme at the State level. This Advisory Committee should consist of officials and non-officials. The non-official members may include legislators as well as eminent economists or sociologists or those who have given thought to the problems of Community Development Programme.

(Further information called for by the Committee).

Please state whether the Advisory Committees have been set up at the State level in all the States.

(L.S.S. O.M. No. 79-EC-II/59 dated 7-5-1959).

9 The Committee are of the opinion that Advisory Committees cannot be expected to work in a very satisfactory manner unless they have some statutory obligations. The Committee make the following suggestions to vitalise the Project/Block Advisory Committees and to enable them to perform properly the functions which are expected of them : —

(a) The composition of the Advisory Committees should not be too unwieldy and should be limited to not more than 20 non-official members.

Informal Consultative Committees consisting of M.Ps. and State Legislators have been formed in all the States.

[Ministry of C.D. No. 10(1)/58-PC dated 10-8-1959].

(a) The question of vitalisation of the Project/Block Advisory Committees was considered by the Fifth Annual Conference of the State Development Commissioners held at Naini-

tal in May, 1956, and the following non-official composition of these Committees was agreed to :—

- (i) All Presidents of the Panchayats within the block.
- (ii) Members of Parliament and of State Legislature from within the block (*Ex-officio*).
- (iii) A representative of the Co-operative Societies functioning in the block.
- (iv) A representative of the Women's Organisation, if any, in the block.
- (v) A Member from every Social Service Institute or association in the block area.

(N.B. In case of blocks which have a very large number of Panchayats, the Presidents will elect from amongst themselves 15 to 20 Members to sit on these Committees).

The Conference also felt that the disadvantages arising from a somewhat unwieldy Block Advisory Committee would be outweighed by the advantages which will arise from a fuller representation of all village Institutions and

other interests in these Committees. In order to make these committees effective, the Conference also recommended that a convention should be established that in case it is not found possible to accept the advice of the Committee convincing reasons should be given.

[Ministry of C.D. O.M. No. 26(8)/2/56-P. C. dated 20-6-1957].

(b) The Advisory Committees should have statutory obligations to meet and transact business entrusted to them.

The suggestion has been noted for examination. (Ministry of C.D. O.M. No. 26(8)/2/56-P.C. dated 20-6-1957).

It may be mentioned that this recommendation has a close bearing with the pattern of democratic decentralisation where information of a statutory body called Block Panchayat Samiti has been suggested.

[Ministry of C.D. letter No. 10(1)/58-P.C. dated 14/26-8-1958].

(c) The meetings of the Advisory Committees should be held in rotation in different villages in the block.

The suggestion has been noted. In a number of States meetings of the Advisory Committees are held in villages by rotation instead of at Block Headquarters.

[Ministry of C.D. O.M. No. 26(8)/2/56-P.C. dated 20-6-1957].

(d) The Chairmanship of Advisory Committees should not be confined to District Magistrates only and should be thrown open to non-officials as well.

It has been suggested to the State Governments that the Chairmanship of the Block Advisory Committees may be thrown open to non-officials during the post intensive phase of the blocks

and that non-officials may also be considered for appointment as Vice-Chairman of these Committees during the intensive development phase. [Ministry of C.D. O. M. No. 26(8)/2/56-P.C. dated 20-6-1957].

*(Further information called for by the Committee).*

Please intimate the latest position in the matter *vis.* whether the State Governments have implemented or accepted the recommendation.

(L.S.S. O.M. No. 79-EC-II/59 dated 7th May, 1959)

(e) The present Advisory Committees are only a half-way house towards the establishment of a proper unit of Local-self Government in the Blocks and so the possibility of establishing a proper and satisfactory local self-governing body at the Block level be explored as there is nothing at present of that nature in between the village Panchayats on the one hand and the State Governments on the other.

A statement showing the latest position in the States in regard to appointment of non-official Chairman is indicated in the Appendix-I.

[Ministry of C.D. Letter No. 10(1)/58-P.C. dated 10-8-1959].

The suggestion has been noted; it may be mentioned that the Committee on Plan Projects has also been requested to study and advise on the types of Local self Government institutions considered necessary at the village, block, Sub-division and District levels.

[Ministry of C.D. O.M. No. 26(8)/2/56-P.C. dated 20-6-57].

The Committee on Plan Projects has recommended that a statutory body should be set up at the Block level on the basis of indirect elections from Village Panchayats, Municipalities, etc.



The State Governments have been requested to implement this recommendation. Planning Commission is now following up this with all State Governments.

[Ministry of C.D. letter No. 10(1)/58-P.C dated 14/26-8-1958].

(f) The members of the Panchayats sitting on the Advisory Committees should be those who are duly elected by all the members of the Panchayats in the area and not necessarily the Surpanchs or the members nominated by the Surpanchs.

The Block Advisory Committees have recently been reconstituted on the pattern, recommended by the Fifth Development Commissioners' Conference last year. The suggestion to have representatives of the Panchayats duly elected by all the Members of the Panchayats in the block area will be considered in the light of experience gained of the actual working of the reconstituted Committees.

[Ministry of C.D. O.M. No. 26(8)/2/56-P.C. dated 20-6-1957].

The State Governments have been advised to introduce elective element in securing the representation of Panchayats on Block Advisory Committees. This has not been achieved so far in all the States.

[Ministry of C.D. letter No. 10(1)/58-P.C. dated 14/26-8-1958].

11 The Committee feel that the progress made in the field of Panchayats is very uneven in different States and, on the whole, not very satisfactory and hope that this field will engage the personal attention of the Minister of Community Development so that the role assigned to the Gram Panchayats by the First Plan and also in the Directive Principles of the Constitution becomes a reality without undue delay. The success of the Community Development Programme largely depends upon the cooperation from the non-officials. The non-officials can give cooperation in an organised way through panchayats or co-operatives. But, there again, in many places, there are difficulties because of the factions. The Committee suggest that the State Governments should make efforts to see that these factions are eliminated and the Panchayats play their role effectively.

Attention of the State Govts. is specifically being drawn to this recommendation.

[Ministry of C.D. O.M. No. 26(8)/2/56-P.C. dated 20-6-1957.]

Steps to eliminate faction and to encourage community spirit are taken by establishing Youth Organisations, Mahila Sangams, Kisan Clubs etc. in Andhra Pradesh. Taluka & District Delimitation Committees have been formed and are making good progress in Kerala.

The Madras Government propose to increase the number of Panchayat members. Election is being conducted by secret ballot in most of the States including Madras.

Section 40 (G) (F) of the Orissa Gram Panchayat Act provides for debarring persons who encourage litigation from standing for election.

[Ministry of C.D. letter No. 10(1)/58-P.C. dated 14/26-8-1958.]

(Further information called for by the Committee).

Please indicate broadly the efforts which have been made in this direction in respect of states

A statement indicating the position may please be seen in Appendix II.

not mentioned in the reply.

(L.S.S. O.M. No. 79-EC-II/59 dated 7-5-1959.)

16           The Committee recommend that a coordinated scheme should be formulated, through an expert body consisting of both officials and non-officials, including some of the eminent educationists and experts in psychology and sociology to suggest the specific items of Community Development Programme which can be usefully assigned to the Village Teachers. They can also indicate suitable honoraria for this purpose which can serve as good incentives to these poorly paid body of workers.

(Further information called for by the Committee).

Kindly state whether the coordinated scheme has been formulated by the experts suggested in the recommendations. The decision taken in the recommendation regarding payment of suitable honoraria to teachers for doing development work may also be intimated.

(L.S.S. O.M. No. 79-EC-II/59 dated 7-5-1959.)

[Ministry of C.D. No. 10(1)/58-P.C. dated 10-8-1959].

This is being examined.

[Ministry of C.D. O.M. No. 26(8)/2/56-P.C. dated 20-6-1957].

Please see remarks against para 129 (Part II) on page 42.

[Ministry of C.D. letter No. 10(1)/58-P.C. dated 14/26-8-1958].

It has been agreed that the School is one of the three basic institutions of rural development and that the village school should function as a Community Centre. Selection of other specific items of C.D. Programme for assignment to village teachers can be left over to Panchayats and Block Development Committees. There is hardly any need to set up an expert body for this purpose. The question of grant of honoraria can be decided by State Governments.

[Ministry of C.D. letter No. 10(1)/58-P.C. dated 10-8-1959].

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The Committee are of the opinion that the experiment of combining the regulatory and developmental functions in the same functionary beyond the Sub-divisional level being tried out in Bombay State might not prove satisfactory in the pre-intensive stage, but it might be given a trial on a limited scale in the post-intensive blocks. If the results are encouraging it may be extended to other post-intensive blocks.

The matter has been referred to the high-level team constituted by the COPP to study the CD & NES programme and further action will be taken in the light of their recommendation.

[Ministry of C.D. O.M. No. 26(8)/2/56-P.C. dated 20-6-1957].

COPP Study Team which have considered this question recommended as under in their Report (Vol. I) :—

*Para 5.17*—In certain States the revenue Officer, known as tehsildar or mamlatdar is also the Block Development Officer.

*Para 2.12*—This arrangement seems to have serious drawbacks, viz., the block is too large, the officer over-worked and the officers as recruited at present unsuitable for development work. These defects should be removed if the two functions are to be combined in one functionary.

The block should not have more than 20 circles, each circle not exceeding 4,000 population.

In the early stage of community development the compulsory revenue power of such an officer should be transferred to the sub-division or *prant* officers.

**Para 5.18** -- The combination of development activities with revenue activities below the block level is definitely injurious. The talati or the village accountant may work as joint secretary of the village panchayat without any development functions ; the Gram Sewak as development secretary without revenue functions and office work.

The Ministry has considered these recommendations and are of the opinion that the system of combination of the revenue and developmental functions in the same person at and below the block level as was obtaining in Bombay is not conducive to the programme of Community Development at its present stage, primarily for the following reasons :—

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(i) that these functions are incompatible.

(ii) that, in practice, such combination has been found detrimental to developmental work.

Bombay State have since abandoned this system after trying it for over 5 years.

[Ministry of C.D. letter No. 10(1)/58-P.C. dated 14/26-8-1958].

Noted.

[Ministry of C.D. O.M. No. 26(8)/2/56-P.C. dated 20-6-57].

The subject regarding the fixation of physical targets was referred to the Central Statistical

The Committee fully appreciate the difficulties which the programme had to face in the initial stages but now since the deficiency in the trained personnel has been largely made up and with the experience of the last 4 years, it should be possible to properly plan the programme in close association with the people and the local institutions.

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according to the felt needs of the villagers after proper surveys of the areas and to build the targets after observation, discussion and common agreements with the people themselves.

Organisation by the Ministry. It is under consideration of a technical Working Group set up for the purpose by the C.S.O. The Working Group met in New Delhi on July 21-22, 1958 and is expected to meet again shortly to finalise its deliberations.

[Ministry of C.D. letter No. 10(1)/58 P.C. dated 14/26-8-1958].

(Further information called for by the Committee.)

Ki. Ily intimate the decision taken by the working Group of the Central Statistical Organisation at their meeting held in New Delhi on July 21-22, 1958 and subsequently for the information of the Committee.

(L.S.S. O.M. No. 79-EC-11/59 dated 7-5-1959).

The working Group on C.D. Statistics finalised the schedules for Block level Records with instructions regarding the definitions and concepts of the terms used, the source of information for different items and the primary agency for reporting the information at the Block level. The Block level Records were also approved by the Annual Conference on Community Development held at Mount Abu in May, 1958. The Ministry have also supplied copies of the printed Proforma to all the States. The question of prescribing a methodology for fixation of realistic targets is, however, still under the consideration of the Working Group.

[Ministry of C.D. letter No. 10(1)/58-P.C. dated 10-8-1959].

CHAPTER IV

REPLIES OF THE GOVERNMENT THAT HAVE NOT BEEN FINALLY ACCEPTED BY THE COMMITTEE

Serial No. (as in App. XI to 40th Report)	Reference to para No. of Report	Summary of recommendations/ conclusions.	Government's Reply	Comments of the Committee
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1                    2                    3                    4                    5

1                    47                    The Committee note that the position in respect of the Training of Midwives is not satisfactory as only 657 have been trained and 118 are undergoing training out of a total of 10,096 required upto the end of the Second Plan period. The Committee therefore recommend that the Ministry of Community Development should seriously take this matter up with the Health Ministry to make satisfactory

The Union Ministry of Health have discontinued the training of Midwives as it has been decided to train a better type of worker called the Auxiliary Nurse Midwife. At present Training of Auxiliary Nurse Midwives is going on in 39 Institutes in various parts of the country. Substantial financial help is being offered by the Ministry of Health. The Ministry of Community Development have been and are taking steps

The Committee regret that the information called for from the Ministry has not been furnished.

As the Ministry of C.D. is primarily responsible for inter-Ministry coordination of plans and activities in respect of the Community development programme, the Committee are of opinion that the Ministry should have themselves obtained the required information

arrangements to complete the training in time.

to encourage this training programme through the Development Departments of various States. The chief difficulty is the lack of adequate number of women personnel with basic minimum qualifications necessary for such training. The minimum basic qualification is Middle Class Pass.

(Further information called for by the Committee)

[Ministry of C.D. O.M. No. 26 (8) 2/56-PC dated 20-6-57.]

The Ministry may kindly intimate the number of Auxiliary Nurse Midwives so far trained in 39 institutions in India and whether the target of training of 10,096 has been revised. If so, whether the revised target would be fulfilled by the end of the Second Plan period.

(L.S.S. O.M. No. 79-EC--II 59 dated 7-5-1959).

and placed it before the Committee, more particularly, in view of the fact, that the information was obtained by them in the first instance from the Ministry of Health and furnished with the original reply. In this connection attention of the Ministry is invited to paragraphs 154 and 146 of their Thirty-eighth and Fortieth Reports respectively.\*



The Committee would like to make the following suggestions in connection with the recruitment and training of staff required during the Second Plan period ;

- (1) In case of Village Level Workers, the minimum qualification of Matriculation may be relaxed, if the candidate is otherwise suitable.
- (2) Nainital Conference has recommended that qualifications considered equivalent to Matriculation by different States be also considered acceptable for Village Level Worker. This would possibly meet this suggestion.

(Further information called for by the Committee).

[Ministry of C.D. O.M. No. 26(8) 2 '56-PC, dated 20-6-1957].

Please state whether the recommendation of Nainital Conference has been accepted. Minimum qualifications are

\*At the stage of factual verification the following information was furnished by the Ministry vide their letter No. 11(8)/59-PC, dated 23-10-59.

"Under the Government of India scheme for the training of Auxiliary Nurse-Midwives for the Community Development Projects, 3349 students have been admitted for training since its inception in 1954. Of these 973 have since qualified.

Training in Midwifery is being given to about 2,500 students every year and thus the target of training 10,096 midwives during the current Plan is likely to be achieved. The present target of training 10,096 midwives has not been revised."

Items (1) to (3) and (5) to (8) etc. The recommendations have been accepted by the Government.

ted by all the State Governments and also whether any relaxations are permitted in suitable cases. *PC dated 10-8-1959*.

(L.S.S. O.M. No. 79-EC-II 59 dated 7th May, 1959).

(2) A certain percentage of vacancies in various categories may be earmarked for candidates belonging to Scheduled Castes, Scheduled Tribes, other qualifications being equal.

(3) As far as possible the candidates recruited for the posts of Village Level Workers should belong to rural areas.

(4) A written undertaking should be taken from each candidate recruited for Community Development Programme that he would

This has already been stressed upon the State Governments and is being followed subject to the availability of candidates from rural areas with requisite qualifications.

A written undertaking is not considered necessary. Headquarters are in villages as far as possible.

The Committee suggest that if in the conditions of service a para be added that each candidate recruited for C.D. Programme would have to live in

be prepared to live in villages. The headquarters of the Village Level Workers and other categories of staff for Community Development Programmes should be in villages as far as possible.

(5) Training Centres for the village Level Workers and other categories of staff should as far as possible be located in villages.

(6) Advisory Committee consisting of officials and non-officials should be formed for each Training Centre established for the training of different categories of staff.

*(Further information called for by the Committee).*

Please state the decision taken by the Government on the Report of the Expert

the villages, no written undertaking would be necessary.

As far as possible, Training Centres for Project Personnel are being located in rural surroundings.

[*Ministry of C.D. No. 26(8) 2 56-PC. dated 20-6-57*].

This will be considered after the Expert Committee on Training submit its report. [*Ministry of C.D. O.M. No. 6(8) 2 56-PC dated 20-6-57*].

The report of the Expert Committee has been received which is being examined.

[*Ministry of C.D. O.M. No. 10 (1) 58-PC dated 14/26-8-58*].

Suitable instructions have been issued to the heads of all the training institutions for cons-

Committee for information of the Committee.

(L.S.S. O.M. No. 79-EG-11 '59, dated 7-5-59).

tituting the Advisory Committees consisting of officials and non-officials of the area.

[Ministry of C.D. No. 10(1)/58-PC, dated 10-8-1959].

(7) The C.P.A. should bring out a pamphlet giving the different categories of staff required for Community Development work, their minimum qualifications, the mode of recruitment, the approximate number of candidates required State-wise, the period and nature of training and the prospects of their future promotions. This pamphlet should be liberally circulated in Schools and Universities.

Necessary material is being collected and a pamphlet will be issued as soon as possible.

[Ministry of C.D. No. 26(8)/2/56-PC, dated 20-6-57].

The material for the comprehensive pamphlet "Career in C.D. Projects" was collected from the States and passed on to D.G. R & E who have brought out 53 career pamphlets. The copies of these pamphlets are also sent to all Universities and Colleges by D.G. R. & E. on the basis of the list supplied to them by the Ministry of Education. The question of bringing out more

career pamphlets on the personnel required in the Project areas is under consideration in this Ministry.

[*Ministry of C.D. letter No. 10(1) 58-PC, dated 14/26-8-58*].

(8) The avenues of promotion of different categories of Staff employed in the Community Development work should be decided and made known to the staff. There should be liberal provision for promotion of V.L. Ws. to higher posts. A percentage of such posts may be earmarked for being filled by the promotion of Village Level Workers. Such promotions may be given effect to primarily on the basis of good results achieved in the areas under the charge of V.L. Ws.

Many of the State Governments have already provided channels of promotion to V.L. Ws. and Block Level Specialists. The recommendation of the Estimates Committee will, however, be brought to their notice.

[*Ministry of C.D. O.M. 26(8)/2/58-PC, dated 14/26-8-58*].

The recommendation was circulated to all State Governments. Replies received are encouraging.

[*Ministry of C.D. letter No. 10(1) 58-PC, dated 14/26-8-59*].

The training programme of Knowledge of Five Year Plan is the personnel required for already being imparted to the work of Community trainees at various Training

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Development Programme, should include a working knowledge of the country's Five Year Plan. No efforts should be spared to inspire the trainees with a living faith in the Plan so that they may perform their duties with zeal and with a missionary spirit to work among the village people.

In the opinion of the Committee higher the rank of the candidate selected, the greater should be the stress on the possession of the qualities referred to above.

The feasibility of utilising the services of leaders connected with All India Khadi Board and All India Village Industries Board in the selection of suitable candidates, might also be examined.

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Centres through visiting lecturers and Planning Commission and C.P.A. publications.

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States are alive to this need.

The State Governments have already been requested to associate representatives of All India Khadi Board etc. with the selection of and recruitment of Extension Officers (Industries).

The Committee suggest that the Ministry of Community Development should examine jointly with the Education Ministry the feasibility of making it compulsory for a college student to spend at least one month in a village camp before he becomes eligible for a University degree. These village camps should be planned and organised with two main objectives :

(1) the participating students should get a first-hand knowledge of the Community Development activities; and

(2) they should be able to make some useful contribution by participating in the activities.

The Committee also suggest that the country's Five Year Plan should be made one of the compulsory subjects for study by all college students.

This is already being done on a small scale under the "scheme for granting apprenticeship in the village development to selected University students and teachers". This scheme has been in force for two years. This year the quota of each University has been increased roughly by one third so as to bring the total number of students who will participate under this scheme to 2,000.

Steps are also being taken to interest the Universities, Colleges and Institutes of Higher Learning in community development work. It has been decided to send C.P. literature to these and efforts are being made to persuade the authorities to include in their syllabi for under-graduate and post-graduate students in Economics and Education a short course on community development including the Five Year Plans. The facilities available in block areas will be made available to students and the staff for studying and research in community development. The sug-

Please see para 1 of Chapter I.

Teachers, who have made a thorough study of the Plan and have had occasion to see things for themselves in action, should as far as practicable be entrusted with coaching in this particular subject.

gestion has, however, been noted for further consideration. [Ministry of C.D. O.M. No. 26 (8)/56-PC dated 20-6-57.]

This is being done in a limited measure under the scheme for granting of apprenticeship in village development to selected university teachers and students. The scheme is in operation since 1956. The Development Commissioners have been asked to give full help to make the scheme a success. Almost all the Universities have accepted the scheme and are now nominating their students and teachers to take advantage of the opportunities for work in the villages provided under the scheme. Camps are being regularly held in various parts of the country where the teachers and students participate in village development work.

[Ministry of C.D. letter No. 10 (1)/58-PC dated 14/26-8-58.]



*(Further information called for  
by the Committee)*

The latest position in the matter  
may please be intimated.

*(L.S.S. O.M. No. 79-EC-II/59  
dated 7-5-1959.)*

This is being done in a limited measure under the scheme for granting of apprenticeship in village development to selected university teachers and students. The scheme is in operation since 1956. The Development Commissioners have been asked to give full help to make the scheme a success. Almost all the Universities have accepted the scheme and are now nominating their students and teachers to take advantage of the opportunities for work in the villages provided under the Scheme. Camps are being regularly held in various parts of the country where the teachers and students participate in village development work.

The proposal to make it compulsory for college students to spend at least one month in a village camp before acquiring eligibility for a University degree is being examined by the Ministry of Education.

*[Ministry of C.D. letter No. 10(1)/  
D 58-PC dated 10-8-59.]*

19

The Committee generally agree with the views of the representative of the Ministry of Community Development that it is not desirable to build up a parallel administrative agency to take over the functions of various development Ministries relating to the Community Development Programme and that each Ministry concerned should take its due share and responsibility in the programme. The Committee, however, feel that the C.P.A. should be in a position to assert itself and see that the duties devolving on different Ministries are carried out in a more realistic way and that the programme advances according to schedule. The Committee, therefore, recommend that a strong Action Committee may be formed at the Centre under the Ministry of Community Development with the representatives of

In the field of Cottage and Village Industries, a co-ordination Committee has already been constituted at the Centre consisting of the Representatives of the Ministers concerned with the Minister of Commerce and Industries as Chairman in order to co-ordinate and guide the activities of the various All India Boards.

Two co-ordination Committees, one at the Ministers' Level and the other at Officers' level, have been set up in order to ensure effective coordination between the Ministries of Food and Agriculture and Community Development. Besides, the Technical Officers in this Ministry concerned with the programme in the fields of Agriculture, Animal Husbandry, Cottage Industries, Health, Education etc. maintain close liaison with their counter-parts in the respective

The Committee appreciate the efforts made by the Ministry of C. D. to achieve co-ordination between the Central Ministries by means of having separate co-ordination Committees. The recommendation of the Estimates Committee was, however, to have one strong Action Committee at the Centre with the representatives of various Ministries concerned. This objective does not appear to have been achieved. The Committee, therefore, suggest that the matter may be further reviewed by the Ministry.

various Ministries concerned, to co-ordinate the activities of different Ministries and to review the progress in rural areas periodically so that no time is lost in protracted negotiations and there is no overlapping of functions and duplication of development activities. In fact, the various activities of development undertaken by the different Ministries and Boards should be channelled in the Project and Block areas through the Ministry of Community Development.

Ministries in order to ensure integrated development.

[*Ministry of C.D. O.M. No. 26(8) /2/56-PC dated 20-6-1957*].

Similar Committees function for Ministries of Housing, Commerce & Industry and for C.S.I.R. and Central Social Welfare Board.

[*Ministry of C.D. and Co-operation O.M. No. 10-(1), 58-PC dated 4.6-2-1959*].

NEW DELHI;

October 24, 1959

Karūh 2, 1881 (Saha).

H. C. DASAPPA,  
Chairman,  
Estimates Committee.

## APPENDIX I

### Recommendation 9 (d) of 40th Report of Estimates Committee

*Position regarding the appointment of non-official chairman for Block Development Committee*

State	Stage I Blocks	Stage II Blocks
(1) Andhra Pradesh	Revenue Divisional Officer.	Non-official
(2) Assam . . . . .	Official	Official
(3) Bihar . . . . .	Collector (In his absence a non-official will preside).	
(4) Bombay . . . . .	S.D.O.	S.D.O.
(5) Jammu & Kashmir	A non-official who is a literate will be elected by the Block Panchayat Board. But, for the first 3 years Government have right to nominate any person as Chairman.	
(6) Kerala . . . . .	Revenue Divisional Officer.	Revenue Divisional Officer.
(7) Madhya Pradesh	A non-official elected out of those present will preside.	
(8) Madras . . . . .	Collector	Collector
(9) Mysore . . . . .	Assistant Commissioner.	Asstt. Commissioner
(10) Orissa . . . . .	S.D.O.	Elected non-official.
(11) Punjab . . . . .	*Deputy Commissioner.	Deputy Commissioner.
(12) Rajasthan . . . . .	†District Development Officer.	Distt. Development Officer.
(13) Uttar Pradesh . . . . .	A non-official is elected for each meeting.	
(14) West Bengal . . . . .	†S.D.O.	S.D.O.

\*Punjab State Government has agreed in principle to the suggestion to have a non-official chairman for Block Development Committees. This will be tried in one or two districts for a year.

†In Rajasthan and West Bengal a non-official is elected to preside in the absence of the official chairman.

## APPENDIX II

### *Action taken by State Governments on recommendations 11 and 12 of the 40th Report of the Estimates Committee*

#### 1. ANDHRA PRADESH

*S. No. 11* : Local development works and some programmes under C.D. and N.E.S. and repairs and improvements of minor irrigation works are entrusted to Panchayats. Youth organisations, Mahila Samaj etc. are also organised. These measures promote community spirit and eliminate faction.

*S. No. 12* : Steps are being taken to try this in some places.

#### 2. ASSAM

Following the recommendations of the Estimates Committee, the revised legislation which is being enacted would enable the Panchayats to be effective agencies of development.

#### 3. BIHAR

*S. No. 11* : All District officers have been instructed to see that factions are eliminated.

*S. No. 12* : Necessary action is being taken to give it a trial on pilot scale.

#### 4. BOMBAY

*S. Nos. 11 & 12* :

Recommendations circulated for guidance of all Project Officers, B.D.Os. etc.

#### 5. KERALA

*S. No. 11* :

Entire state is expected to be covered by Panchayats by 1958. Taluk and district delimitation committees are organised and efforts made up to eliminate factions.

*S. No. 12* :

Wide publicity given to the system. However, it is too early to think of introducing such a scheme in the State.

#### 6. MADHYA PRADESH

As there are four different kinds of local bodies (Panchayats) with different names (in the 4 constituent units of the State) e.g. Gram Panchayats, Panchayats, Janpad Sabhas, etc., the State Government propose to examine the recommendations only after alignment of the laws and set up of the local bodies in all the four units.

**7. MADRAS**

Instructions issued to give publicity to the practice obtaining in **Vadal** village. No. of membership is to be increased and election in **Class II Panchayats** also will be by secret ballot system.

**8. MYSORE**

Divisional Commissioners are requested to take necessary action.

**9. ORISSA****S. No. 11 :**

Section 40 (g) (f) of the Panchayat Act provides for debarring persons in the habit of encouraging litigations from standing for Panchayat elections.

**S. No. 12 :**

Steps are taken to give publicity to the instances cited.

**10. RAJASTHAN****S. No. 11 :**

The entire State is covered by Panchayats and they are actively associated with the developmental works. A sum of Rs. 2,000/- is being placed at the disposal of every Panchayat yearly for taking up works of their selection. Village Vikas Mandals are established under the auspices of Panchayats. These steps are calculated to eliminate rivalry.

**S. No. 12 :**

Publicity is being given to the instances cited.

**11. UTTAR PRADESH****S. No. 11 :**

Every effort is made to make Panchayats participate in Developmental works and to eliminate factions.

**S. No. 12 :**

Attempts were made to collect land revenue through Panchayats as an experimental measure and it was found a success. Panchayat tax collection is made by most of the Panchayats and a scheme of awarding prizes is in vogue. Wide publicity has been given to the instances cited through the magazine 'U.P. Panchayat Raj'.

**12. WEST BENGAL****S. No. 11 :**

Being done by laying emphasis on each Panchayat drawing up its development programme and by allocating to each Panchayat some grants out of the block budget for execution of local works under communication and water supply.

**S. No. 12 :**

Intimate contact between a Panchayat member and his voters is being established to ensure voluntary payment.

**43. HIMACHAL PRADESH**

**S. No. 11 :**

**Being implemented.**

**S. No. 12 :**

**Action being taken to explore possibilities of similar works by the Pan-  
chayats.**

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### APPENDIX III

(Vide Introduction)

*Analysis of the Action taken by Government on the recommendations contained in the Fortieth Report of the Estimates Committee (First Lok Sabha)*

1. Total number of recommendations made . . . . .	34
2. Recommendations accepted fully by Government ( <i>Vide</i> recommendations in Chapter II) . . . . .	
Number . . . . .	22
Percentage to total . . . . .	64·7
3. Recommendations accepted by the Government partly or with modifications ( <i>Vide</i> recommendations Nos. 5, 7, 8, 9, 11 and 16 in Chapter III)	
Number . . . . .	6
Percentage to total . . . . .	17·6
4. Recommendations not accepted by Government but replies in respect of which have been accepted by the Committee ( <i>Vide</i> recommendations Nos. 29 and 30 in Chapter III)	
Number . . . . .	2
Percentage to total . . . . .	5·9
5. Recommendations replies to which have not been accepted by the Committee ( <i>Vide</i> recommendations in Chapter IV)	
Number . . . . .	4
Percentage to total . . . . .	11·8



