

# ESTIMATES COMMITTEE

1956-57

**FORTY-FIFTH REPORT**

ON

**MINISTRY OF COMMUNITY DEVELOPMENT  
(COMMUNITY PROJECTS ADMINISTRATION)**

PART IV



सत्यमेव जयते

**LOK SABHA SECRETARIAT**

**NEW DELHI**

*December, 1956*

## CORRIGENDA

### Forty-fifth Report of the Estimates Committee on the Ministry of Community Development (C.P.A.)-

- Page (V) Para 1, line 3; *for 'forty-second' read 'forty-fifth'.*
- Page 9, Para 23 line 2; *for 'product on' read 'production'.*
- Page 9, Para 24, line 2; *for 'held' read 'help'.*
- Page 21, Para 50, line 12; *for "who's" read 'whose'.*
- Page 22, Para 51, line 4; *delete 'a' after 'by'.*
- Page 30, Para 82, line 3; *for 'hoses' read 'houses'.*
- Page 40, Para 106, line 4; *for 'Rrts' read 'Arts'.*
- Page 41, Para 110, line 7; *insert '/' after 'block'.*
- Page 41, Para 110, line 18; *delete 'and' after 'weights'.*
- Page 43, Para 115, line 15; *for 'ipidiascope' read 'epidiascope'.*
- Page 45, Para 119, line 9; *for '4' read '3'.*
- Page 51, Para 139, line 5; *delete 'a' after 'be'.*
- Page 53, Para 142, line 9; *for 'Ambhar' read 'Ambar'.*
- Page 59, Item 10(v); *for 'Airpore' read 'Aiport'.*
- Page 67, line 4 from below; *for 'is' read 'in' and delete 'and'.*
- Page 71, Item 53; *for 'Lmasculatoms' read 'Emasculators'.*
- Page 74, Item 36; *for 'orthopmedic' read 'orthopedic'.*

P.T.O.

**Page 90, S. No. 14, line 1; for '38' read '38-39'.**

**Page 91, S. No. 15, line 1; for '38' read '38-39'.**

**Page 93, S. No. 23, line 9; insert 'are' after 'there'.**

**Page 94, S. No. 25, line 3; for 'seakage' read 'soakage'.**

**Page 95, S. No. 34, line 1; for '103' read '102'.**

**Page 100, S. No. 47(iv), line 1; for 'improvement' read  
'improvements'.**

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## MEMBERS OF THE ESTIMATES COMMITTEE, 1956-57

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28. Shri Jaswantraj Mehta
29. Shri A. E. T. Barrow
30. Shri Choithram Partabrai Gidwani.

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<sup>1</sup>Resigned with effect from the 20th November, 1956.

<sup>2</sup>Died on the 6th October, 1956.

<sup>3</sup>Ceased to be a member upon his election to Rajya Sabha on the 13th December, 1956.

**SECRETARIAT**

**Shri S. L. Shakhder—*Joint Secretary***

**Shri H. N. Trivedi—*Deputy Secretary***

**Shri R. P. Kaushik—*Under Secretary.***

## INTRODUCTION

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

2. In this report, the Committee have dealt with certain specific subjects in connection with the Community Development Programme such as, Co-operatives, Communications, Cottage Industries & Rural Crafts, Administrative Intelligence & Miscellaneous.

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 22nd December, 1956.*



# I CO-OPERATIVES

## A. Introduction

As rightly pointed out by the Planning Commission, the principle of mutual aid, which is the basis of co-operative Organisation, and the practice of thrift and self-help which sustain it, generate a sturdy feeling of self-reliance which is of basic importance in a democratic way of life. By pooling their experience and knowledge and by helping one another, members of Co-operative societies can not only find the solutions of individual problems but also become better citizens. The Co-operative form of organisation is, therefore, an indispensable instrument of planned economic action in a democracy.

2. With regard to the implementation of the Community Development Programme the Planning Commission observed that in all respects of Community Development, co-operative methods of organisation should be adopted to the maximum possible extent as the ultimate justification of Community Projects will depend on the extent to which people were enabled to make self-reliant efforts to carry out their activities in an improved business-like and progressive manner. It recommended that in every Community Project area a programme for all round co-operative development should be drawn up. The establishment of various types of co-operative societies after educating the local public regarding their benefits would be best means to enlist the active support of the people on a voluntary basis for works of improvement on an organised scale. The Planning Commission further added that the co-operative principle in its infinitely varying form was capable of adoption for finding a solution to all problems of rural life and so the multi-purpose societies had to be used for practically every development activity in the Community Project area, including the encouragement of rural arts and crafts.

3. The Reserve Bank of India appointed a Committee of Direction in 1951 to conduct an All India Rural Credit Survey. The Report of this Committee was published in 1954. The Committee came to the conclusion that co-operation despite its long history had, so far, failed in the country. The background of this failure and the present position (*i.e.* of 1954) are depicted in the following extract from the Report:

**“In terms of the number of people who live in villages on the one hand and in towns and cities on the other, India is very largely rural India; and in terms of the means of livelihood pursued, rural India is very largely the cultivator. Agriculture is far and away the largest industry of the country; this is so not only because of the millions engaged in it or of the much larger number dependent on it; agriculture, and the many industrial and other activities based on**

agriculture, contribute nearly as much to the national wealth as all the remaining sources and occupations put together. A large increase in agricultural production has been planned and initiated; and the needs of a fast-growing population are likely to call for even bigger programmes of agricultural development than those now envisaged. Large holdings are relatively few and are likely to be fewer as a result of the land policies which Governments have adopted in pursuit of social ends. If only in the numerical aspect, therefore, the medium and small cultivator, who from that point of view is already important, will become increasingly important as a person whose needs have to be studied and borne in mind in the formulation of policies of agricultural credit and agricultural development. Medium and small holdings now account for about two-fifths of the agricultural produce of the country; but, as large holdings give place to the not so large, more and more will the latter be significant even in terms of their share in the total production. With little new land left to be brought under cultivation, the increased production must for the greater part take place on holdings already cultivated; the modes of increase, in other words, must in the main be in the nature of more intensive utilization of land; they have to consist, for example, of better seed, more water, more fertilizer, better implements and better techniques of cultivation. A start has been made, but a great many of these improvements have yet to be effected in a great many areas. Much cost will be involved as well as considerable effort. Part of the cost, as in irrigation, will be borne by the State; for the rest, most cultivators will have to be helped with credit to meet the initial and recurring outlays needed for improvement of land and increase of production. All this will be in addition to what the cultivator, at the present level of his productive operations, needs by way of short, medium and long-term loans. Since by and large he is unable to put by, after each harvest, what he needs till the next, for farm business and farm maintenance, his normal credit requirements during the year include both the elements of 'production' and 'consumption'. He also borrows and spends, sometimes unduly, on marriages, funerals and the like. The smaller the holding he cultivates, the more is his dependence on other forms of earning; the small cultivator, for example, has often to resort to carting or agricultural labour. For the cultivator generally—whether his farming economy be small or medium or, in relative terms, even large—there is great need of enlargement of the scope of his subsidiary occupations; these may, for instance, be either agro-industrial like the processing of paddy, sugarcane, cotton and groundnut, or of a 'mixed-farming' type like dairying and the rearing of livestock in conjunction with the cultivation of land. Finally, of great

importance in the economic life of the villager, whether or not he is a cultivator, is the non-farming sector of production represented by cottage industries. In all these contexts, many of them inter-connected, arises the need for rural credit. We are more especially concerned with that form of it which is agricultural credit.

"2. Today, the agricultural credit that is supplied, falls short of the right quantity, is not of the right type, does not serve the right purpose, and, by the criterion of need (not overlooking the criterion of creditworthiness), often fails to go to the right people. The moneylender in most places, including the low economy or subsistence areas, and both he and the trader in the cash crop or more commercialized regions, provide the cultivator with all but a small proportion of the total credit actually obtained by him. Somewhere near 3 per cent. of the total requirement is met by co-operatives, and a like proportion by Governments. Commercial banks hardly come into the picture. The moneylender takes no account of purpose and charges as high a rate of interest as he can; the trader lends or advances for production but pays as low a price as he can. The small fraction of credit supplied by co-operatives tends to follow ownership of land; it could be related to produce, if produce were channelled through co-operatives; but co-operative marketing is weak, undeveloped and in quantitative terms insignificant. Co-operative credit is more developed, but, even so, much the larger part of the cultivating population is still outside its ambit. The loans which the Governments advance are, like co-operative loans, found on investigation to gravitate to the big and large cultivators in preference to the medium and the small. Neither co-operatives for Governments have adequate supervisory arrangements to ensure that such little accommodation as they give is utilized for productive purpose.

"3. For several important reasons, borne out by the experience not only of India but of many other economically undeveloped countries, it may be regarded as axiomatic that at the rural base, that is to say in the village itself, no form of credit organisation will be suitable except the co-operative society. Where larger production is the aim, the moneylender's credit is obviously unsuitable. The alternative is institutional credit, private or other; but this tends more than ever to confine itself to the bigger cultivators if it is not channelled through some form of co-operative association of the borrowers. If, from this statement of a fundamental requirement, we turn to the record of co-operative credit in India, we notice individual instances of success co-existing with substantial failure in quantitative terms. The problem of future policy may therefore be thus summed up in the

**context of credit: Co-operation has failed, but Co-operation must succeed. The foremost objective of policy then becomes the positive and deliberate creation of conditions in which co-operative credit will have a reasonable chance of success."**

4. The Committee have quoted rather extensively, because this **extract** brings out the immensity of the problem and the imperative **need** of tackling it with the utmost speed.

## **B. Development of Co-operatives in Community Development Blocks and N.E.S. areas**

### *(a) Programme and Progress*

5. The Ministry in their Administrative Report for the year 1955-56 stated that it was urged on the Development Commissioners that in the various aspects of Community Development, co-operative methods of organisation should be increasingly adopted. In a majority of States a satisfactory head-way was made, but difficulties experienced were, (i) lack of adequate finance to meet the credit needs of co-operative societies in time, and (ii) inadequate qualified and technical staff to promote and handle the co-operative movement.

6. The Ministry further added that the Government of India had decided to supplement the co-operative and other institutional sources of rural credit, by providing Rs. 5 crores for medium term loans and another Rs. 5 crores for long term loans. It was further decided that 50 per cent. of the amount provided should be used in Community Project/N.E.S. areas. The programme aimed at establishment of one multipurpose co-operative society for each village level worker circle covering all aspects of the village production economy.

7. The Third Development Commissioner's Conference held in May 1954, recommended that a multipurpose society to handle credit, distribution of seeds and fertilizers etc. should be aimed at for every village or a group of villages depending on the density of population. In addition, there should be co-operative societies on a higher level, (say, a taluka) for the marketing of agricultural produce and such other activities which cannot be adequately handled at the village level.

8. The Fourth Development Commissioners' Conference held in May 1955 recommended at least one multipurpose co-operative society for each village level worker circle and that endeavours should be made to make every family a member of the society.

9. The Ministry of Community Development informed the Committee that they had a plan approved by the Development Commissioners' Conference to have a minimum of five large sized multipurpose societies for each block of 100 villages and to bring as far as possible every family in the co-operative fold. They added that the problem of non-credit-worthiness of the majority of rural families stood in the way of achieving that target. Besides, want of literacy

and co-operative education were handicaps in the success of co-operative programme. However, they were of the opinion that when the programme as envisaged under the Second Five Year Plan was implemented, namely, the promotion of marketing societies, construction of godowns, promotion of large sized multipurpose societies, and co-operative education for officials and masses, there was bound to be substantial progress in this field.

10. The Committee were informed that in the revised schematic budget for Community Development and N.E.S. Blocks in the Second Plan period, a provision had been made for an extension officer for co-operation in each block. Arrangements had also been made to train about 5,000 such officers. Eight training institutions were started in the country and 312 officers were undergoing training. About 17 lakhs new members in Community Development and N.E.S. Blocks had joined the co-operatives.

#### (b) *Co-operative Education*

11. The representative of the Ministry informed the Committee that there was a scheme for giving training to the Secretaries, Presidents and members of the Executive Committees of the Co-operative Societies and there was also an elementary co-operation training included in the Village Leaders' Camps. Regarding the question of imparting co-operation education to make the people co-operative minded on the lines of Etawah Pilot Project the representative of the Ministry informed the Committee that the entire Pilot Project in Etawah with regard to co-operation education was an experiment undertaken by the Planning, Research and Action Institute, Lucknow. It was in the nature of a pilot experiment and the results of the same were awaited before they could be applied on a wider scale.

#### (c) *Credit facilities*

12. The Ministry informed the Committee that the matter relating to the expansion of short-term credit facilities to the poorer sections of the people, who own no land, was discussed at the Third Development Commissioners' Conference held in May 1954 and it was resolved that the States should consider extending their short term credit facilities to the non-credit-worthy agriculturists on their security of tenure as was being done in Madras and Bombay and that the criterion for advancing the loan should not be so much credit-worthiness of the person who took the loan as the credit-worthiness of the purpose for which the loan was taken. The Ministry further added that the West Bengal Government had laid down a simplified procedure for sanction of loans to co-operatives and the terms and conditions for the grant of loans had been liberalised. The other State Governments had been advised to modify their rules on the lines of the procedure followed by the West Bengal Government and adopt the same to suit

local conditions prevailing in their areas. Adoption of the simplified procedure cut-short the delay involved in sanctioning the loans. The Ministry of Commerce and Industry had also recommended that the loan should be given in deserving cases on personal surety up to Rs. 2,000 and any loss accruing as a result of the liberalisation of the rules could be shared between the Centre and the States.

13. The Director Programme Evaluation Organisation informed the Committee that his predecessor Professor B. G. Karve was the first person to come forward with the suggestion that credit-worthy use should be the objective for the credit policy in the project areas. He pointed out in the First Evaluation Report that in the context of providing through national agencies adequate credit for approved items of development, one should think not in terms of credit-worthy members but of credit-worthy uses and that so long as the items for which credit was given were productive and, therefore, self-liquidating the provision of credit under suitable safeguards need not be treated as unsound. He suggested that a fresh approach to co-operation was indicated in view of the element of social policy introduced by national schemes of planned development and the co-operatives had to be judged not as an alternative to private institutions but to public departments.

14. The representative of the Ministry further informed the Committee that the Rural Credit Survey Committee made an estimate that the percentage of total requirements of credit in the rural areas, which was met by the Government and the Co-operative Societies taking together was a little over 6 per cent., the co-operatives and taccavis sharing it almost equally. There was definitely a great deal of scope, therefore, for liberalisation so that there may be greater amount of credit available from those sources.

15. As compared with co-operative credit, that was flowing to the rural areas, taccavi was cheaper. It carried a lower rate of interest. The money that was ploughed into the credit system by the Reserve Bank of India through co-operatives at the rate of  $1\frac{1}{2}$  per cent. reached the ultimate borrower at no less than 8 to 10 per cent. Various intermediaries added to the rate of interest before it reached the cultivator through the primary co-operative societies. There was, therefore, a great deal of pressure brought to bear upon Government regarding the two different rates of interests prevailing and at one stage a suggestion was put forward that Government should not compete on unfavourable terms with the co-operative movement and if necessary the rate of taccavi interest should be raised. That had not quite rightly found acceptance with the Government and the Rural Credit Survey conceded the point that it was necessary for Government to continue to grant taccavi loans until the co-operative system spread sufficiently in the rural areas and was able to take care of all the rural needs.

16. One basic thing was that the co-operative system was expected to be run on quasi-business principles and, therefore, it was not possible to advance loans unless the lending authority was practically cer-

tain that the loans would be repaid. Therefore, the careful registrars, who had the unpleasant job of winding up a large number of co-operative societies, had been unwilling to encourage lending to uncredit-worthy or non-credit-worthy persons and the criteria for credit-worthiness had been so fixed as to leave a large number of rural families outside the field of co-operative societies. Even in Madras and Bombay which had well developed co-operatives, it was estimated that the credit-worthy families in the rural areas were not more than 30 to 40 per cent. The rest of the families were considered to be non-credit-worthy.

17. The Rural Credit Survey Committee recommended that loans should be extended for credit-worthy purposes as distinguished from credit-worthy persons. That as a principle was readily acceptable today, but in a matter like this it was mainly a question of persuading the State Governments to do that. As a result of the persuasion it was noticed now that in the States of Bihar and Uttar Pradesh the rules were liberalised to the extent of granting loans up to Rs. 250/- in Bihar and Rs. 150/- in U.P. on purely personal surety basis and in Rajasthan loans up to the extent of Rs. 100 were given to the cultivators on personal surety. Mysore and Madras had also reported to have taken some action.

18. Regarding the elimination of delay in the grant of taccavi loans, the representative of the Ministry informed the Committee that one of the methods employed for reducing the delays was the delegation of powers for giving the loans to Block Development Officer. The State Governments were asked to do that and by and large they had accepted the suggestion.

(d) *Co-operative marketing and purchasing*

19. The Ministry informed the Committee that the Food and Agriculture Ministry had drawn up an elaborate programme for the development of co-operative marketing and purchase in the villages under the Second Five Year Plan. The representative of the Ministry further informed the Committee that the idea of co-operative marketing union was at the moment in a sort of planning stage. In a few States, however, co-operative marketing was already well organised by way of action by the Marketing Department and the Agricultural Department as in the case of cotton, groundnut, tobacco etc. In most of the States, however, it was in a formative stage and the State Governments would now submit their proposals for the establishment of the co-operative marketing unions to the Ministry of Food and Agriculture.

20. The Committee would like to point out here that unless the co-operative marketing is developed rapidly the efforts for improving the village industries will prove to be abortive. In this connection, the

Committee would like to quote the following observations of the Administrator (now the Minister) made at the Fifth Development Commissioners' Conference:

“We have to make considerable leeway in village industry in particular. I have known a wonderful worker who started cottage and village industries in Rajpura township in PEPSU, he has tried to provide livelihood to almost every single inhabitant of that refugee township. He has two godowns full of Khaddar. There is no market for it. What is the answer?”

21. In the opinion of the Committee co-operative marketing on an extensive scale is the answer and it has to be provided quickly. In regard to agriculture, the Committee were given to understand that it is proposed to establish one co-operative marketing union in each block and perhaps one godown for every two Village Level Workers, by the end of the Second Plan period.

### **C. Observation of P.E.O. on the development of Co-operatives in Project areas**

22. The P.E.O. in the First Evaluation Report of 1954 observed that while in the very initial stages of the formulation of Community Plans the aspect of mutual dependence between Community Development and Co-operative Organisation was not so explicitly stated, during the course of the year increasing emphasis was placed by the Community Projects Administration on promotion of Co-operative Organisations. In fact, Project authorities were urged to have plans by which within a measurable period all facilities in the village would be brought within the scope of co-operative service. The areas which were already advanced in regard to co-operative organisation, took to increasing the number of co-operatives and to augmenting their functions as the development programme gathered strength. Andhra, Bihar, Bombay, Punjab and Saurashtra made definite progress. In some States under the strong drive of authorities Co-operative Organisations had been registered and important functions such as those of distribution of seeds, fertilizers, implements etc. had been vested in them. Many of these were only Co-operative in name. The management was for the most part official and members took little active interest except as recipients. Even in the so called co-operatively developed States, the percentage of families, even agricultural facilities, reached by the co-operative movement was yet nowhere near the objective of reaching all families. An amount of preliminary educative effort and the availability of local leaders were essential. Extension efforts and demonstration were as necessary in this field as in other fields of Community Development. The P.E.O suggested that in providing adequate credit for an approved item of development one should not think in terms of credit-worthy view of the basic importance of co-operation in schemes of co-operative development



and national extension so emphatically stated in official utterances and of relatively small measure of actual achievement, the whole subject deserved a fresh and comprehensive consideration.

23. In the Second Evaluation Report of 1955 the P.E.O. observed that during the second year good progress was made in some States. Bombay, Andhra and Uttar Pradesh among the older and Saurashtra and Madhya Bharat among the newer States showed evident signs of a determined policy of associating co-operatives with Project efforts. Kolhapur in Bombay which was already a co-operatively developed area, succeeded in drawing co-operatives into its production as well as social programme. In the sphere of credit the societies followed a policy of extending credit on the basis of product on needs, thus serving a larger number of medium and small sized farmers than was possible under the older ideas about credit worthiness. While the progress in quantitative terms cannot be said to have been striking in any area the lines of progress and the variety of tasks attempted by co-operatives were such as should strengthen a feeling of confidence. It was a depressing thought that in by far the larger number of States little should have been done in promoting co-operation even in more familiar channels of rural credit. The P.E.O. suggested that the marketing must be treated as an important activity by itself and in small and large Mandi Centres suitable co-operative organisations with requisite storage, transport and credit facilities must be set up.

24. In the Third Evaluation Report of 1956, the P.E.O. observed that in the field of co-operation, held in formation of new societies and strengthening of the existing societies had been the main project programmes. In some projects the number of societies had recorded a considerable increase during the project period. In some others where because of difficulties like large arrears of loans, the existing societies were not functioning, efforts had been concentrated on revitalising them. The need for liberalisation of credit rules was by now widely recognised, and although in many projects no effective steps had yet been taken, in others some efforts had been made in that direction. In some States like Uttar Pradesh distribution of agricultural supplies was already in the hands of co-operative organisations. Availability of co-operative credit had remained confined in most areas to the middle and bigger holders although in some instances rules had been liberalised. The P.E.O. suggested the simultaneous advance in agricultural credit and co-operative marketing through suitable linking of the two and establishment of appropriate organisations for both.

25. The Committee note that the progress so far made in the development of co-operative organisations in the Project and N.E.S. areas has been uneven. It appears that the extension methods as applied in other spheres have not so far been extensively applied in the field of co-operatives with the result that some Projects/Blocks have made some progress in certain directions whereas in other

Projects/Blocks the progress made has been negligible. The Committee, therefore, recommend that the Ministry of Community Development should take concentrated action for the speedy development of co-operatives on the following lines:—

(i) *Organisation of Co-operative Societies*

(a) The Ministry should lay down a definite minimum programme to be followed uniformly in all the blocks on the lines recommended by the State Co-operative Ministers' Conference and the Rural Credit Survey Committee, emphasising that the co-operatives as far as possible should be evolved out of the felt needs of the people themselves and should be able to stand on their own feet without too much of official patronage.

(b) The Ministry should make necessary arrangements for the collection of data in respect of the following to assess the progress in the Blocks as recommended by Fifth Development Commissioners' Conference held in May, 1956;

- (1) Number of new Co-operative societies started;
- (2) Number of new members enrolled in new and existing co-operative societies;
- (3) Amount of share capital raised from members;
- (4) Names, quantity and value of agricultural commodities marketed through primary marketing societies; and
- (5) Number of godowns constructed by co-operative societies.

(c) Further information should also be collected in respect of the societies existing in the block areas prior to the start of Community Development Programme to facilitate comparison.

(ii) *Co-operative education*

(a) A sub-Committee of the Estimates Committee which visited Pilot Development Project at Etawah reported that in Bhagyanagar Block of the Project, a co-operative member education programme as formulated by the Planning, Research and Action Institute, Lucknow, was launched; the procedure adopted being as under:—

- (i) A base-line survey was carried out in 22 villages of the Block to assess the needs of the people.
- (ii) Meetings were held with the Directors of the Block Co-operative Union, Development Officers, V.L.W's Co-operative Supervisors etc. to work out details.
- (iii) Two days short course was arranged for supervisors, V.L.W's, and local leaders chosen to assist in conducting the campaign.
- (iv) Publicity was given in the villages through V.L.W's and local leaders by personal talks, contacts, announcements and village Panchayat meetings.

(v) Organisational meetings were held in all the villages where programme was explained.

(vi) Regular meetings were held fortnightly or at short intervals as per the convenience of members.

(b) As the results of the Etawah experience are good, a similar programme of education in co-operation should be followed in other Blocks specially emphasising the need to transform the outlook of the people so that they do not indulge in any wasteful or extravagant expenditure on social and religious ceremonies and to inculcate the habit of thrift by popularising the National Savings Certificate Scheme in the Block areas.

(iii) *Credit facilities*

(a) The following recommendations of the Fifth Development Commissioners' Conference should be implemented:

(ii) Rules and regulations relating to taccavi should be expanded as far as possible and the State Governments should ensure that there was no duplication in the advance of loans from co-operatives and Government sources.

(ii) Rules and regulations relating to taccavi should be examined and liberalised as far as possible with a view to providing adequate credit to the so called non-credit-worthy applicants.

(iii) A uniformity in the rate of interest charged by the Co-operative Societies should be brought about.

(b) Further, the recommendation of the Rural Credit Survey Committee to extend loans for credit-worthy purposes as distinguished from credit-worthy persons should be made widely applicable to the grant of loans for productive purposes and in the field of agriculture co-operative credit and co-operative marketing should go hand in hand as rightly recommended by the P.E.O.

(iv) *Distribution of seeds and fertilisers*

It appears that a large portion of time of the V.L.Ws. is spent in the distribution of seeds and fertilizers with the result that they are left with comparatively less time for performing their important duties and functions. This work should be brought within the purview of the co-operative organisations relieving the V.L.Ws. to do the job for which they are meant.

(v) *Marketing and godown facilities*

There is a very great need for having co-operative societies for processing marketing and supplies in the Blocks and these societies should have adequate facilities for godowns and warehouses. The Committee note with satisfaction that this aspect has been taken due

notice of by the Ministry of Food and Agriculture and a Central Co-operative Development and Warehousing Board has been set up to promote a speedy development of co-operation with due regard to marketing, ware-housing and purchase facilities under the Second Five Year Plan. With the encouragement of cottage industries and village crafts the necessity of marketing and purchase facilities will be great in the villages and necessary arrangements should, therefore, be made through co-operative organisation to see that the cottage industries do not suffer for want of these facilities now as they have suffered in the past. The object of having a minimum of five large sized multipurpose societies for each Block of 100 villages should be implemented in all the Blocks. The ultimate aim should be to create conditions similar to those in China where both minimum prices and markets for agricultural products have been guaranteed.

(vi) *Panchayat Co-operatives*

A sub-Committee of the Estimates Committee, which visited Development Blocks in Orissa State, noticed that 19 Gram Panchayats surrounding Rourkela where a big steel plant was being set up had organised a co-operative society for marketing the daily necessities of life in the new township. The Gram Panchayats had purchased shares worth Rs. 7,500 in the Co-operative Society to which they also advanced a loan of Rs. 18,000 from their Gram Fund. With this amount the Panchayat Co-operative Society had started four stalls in the new township of Rourkela which supplied general merchandise, grocery, vegetables and fruits, meat and eggs to the township. The different Panchayats procured from the villages vegetables, fruits, eggs rice and pulses etc. at convenient centres for supply to the Co-operative Society stalls at Rourkela. The Panchayats were also encouraging local production of the commodities required by the stalls for which loans were being advanced to the villagers with the result that some big vegetable and poultry farms had already been set up. The Panchayats were also considering in consultation with the development authorities to promote dairy farming in the villages so that milk and milk products could also be supplied to the co-operative stalls at Rourkela. In this way the Panchayats were not only increasing their sources of revenue but also encouraging development of food supplies, poultry and dairy products in the villages. This example may with profit be followed in other Blocks wherever there are possibilities of its successful working.

(vii) *Co-operative farming*

The Committee have dealt with this subject under 'Agriculture' in Chapter II earlier. As a matter of interest, however, the Committee quote below the progress made in this respect in recent years in a sister country *i.e.* China as reported by the Indian Delegation to China in their Report recently published:

"Agricultural co-operatives had relatively small beginnings. In 1950, there were 19 producers' co-operatives, in 1952,

3644, in 1953, 15068 and in 1954, 114,366. In 1955 the number of agricultural co-operatives rose to 633, 742 of which only 529 were of the 'advanced' type. By the end of May, 1956, 10,010,000 agricultural co-operatives had been established. These included 91·2 per cent. of the 110 million rural households of China of which 61·9 per cent. had become members of agricultural co-operatives of the 'advanced' type and 38·1 per cent. of co-operatives of the 'elementary' type".

The Committee feel that in a country like India with great pressure on land and with farmers of poor means and small holdings the co-operative farming has great possibilities. Wherever the land has been reclaimed or the Government lets out the land for the purpose of farming, it should be made obligatory as a rule that the farmers should do the work on a co-operative basis so as to serve as a model to others to take up farming on a similar line.

## II. COMMUNICATIONS

### A. Introduction

26. India is a vast country where the distances to be traversed are tremendous and the natural obstacles to be overcome in going from one region to another are formidable. There are about 5,50,000 villages in India scattered all over area. Some of these villages which are situated on the national highways, State or District roads, near the Railway lines and on the banks of navigable rivers are easily approachable but those which are situated far in the interior away from railway lines and roads are difficult to be reached otherwise than on foot or in country carts. In the rainy seasons even the country carts get out of use and the villages are inaccessible except on foot. This state of affairs has been mainly responsible for the isolation of a large number of villages and has definitely been an impediment in their social and economic development.

27. In any programme of development of villages, it is therefore, very necessary to make adequate provision for developing the means of communications by which villages can be made easily approachable for vehicular traffic throughout the year with special attention to the improvements of country carts.

28. The Nagpur Report on the Post-War Road Development of 1943 (the Nagpur Plan) visualised the development, in a period of 10 years, of a total mileage of hard-surface roads from about 66,400 miles to 122,000 miles; of low type roads from about 112,000 to 207,500 miles and the improvement of existing roads, wherever necessary, so that the road system would cater for anticipated traffic needs for the next 20 years. The objective underlying the Nagpur Plan was that no village in a well-developed agricultural area should remain more than 5 miles from a main road. The Committee suggest that the C.P.A. should endeavour to see that the target laid down in the Nagpur Plan is achieved by the end of the Second Plan in the areas covered by the Community Development Programme.

### B. Programme and Progress

29. The Planning Commission made the following provision in the Community Development Programme under the First Five Year Plan:

“The road system on the country side is to be so developed as to link every village within the Project area upto a maximum distance of half a mile from the village, the latter distance being connected by feeder roads through voluntary labour of the villagers themselves, only the main roads being provided for and maintained by the State or other public agencies.”

## (a) Programme

30. In the Community Development and N.E.S. Blocks, the main programme of work in this connection has been (i) Construction of (1) Kutcha Roads and (2) Pucca Roads.

In the former case land and labour for earth work is provided by the people themselves and the Project Staff provide technical guidance and undertake construction of culverts and other pucca constructions. In the latter case the people either provide land and the earth work and the Project Staff undertake the metalling, or the estimated cost of the entire work is shared between the people and the Project: the latter providing the major share. Construction and repair to small bridges are other programmes undertaken in a few areas.

## (b) Progress

31. The Government expenditure incurred and physical achievements in the matter of construction of roads in the various Community Development and N.E.S. blocks upto 31st March, 1956 have been as shown below:—

Items	Communi- Projects/ Blocks			N.E.S. Blocks			TOTAL
	1952-53*	1953-54	1955-56	1953-54	1954-55	1955-56	
	series	series	series	series	series	series	
Government expenditure incurred (in lakhs of Rs)	2345	418	466	386	442	115	4602*
<i>Physical Achievements</i>							
(i) Pucca Roads constructed (miles)	2,174	645	1,011	789	1,037	372	6,029
(ii) Kucha roads constructed :							
(a) New roads constructed (miles)	14,000	4,000	5,000	6,000	7,000	2,000	38,000
(b) Existing roads improved (miles)	5,000	3,000	3,000	6,000	4,000	1,000	22,000

\*Total includes a sum of Rs. 430 lakhs as cost (tentative) of imported equipment received up to 31-3-56.

32. The Programme Evaluation Organisation observed in their Third Evaluation Report that the construction of Kucha Roads was very popular and had been undertaken on an extensive scale owing to the fact that this item of work was well adapted for voluntary participation of unskilled labour. It was noticed that generally the people had willingly surrendered the land required for the construction of kutchra roads.

33. In Punjab and PEPUSU programmes of Kutchra road construction had been linked with land consolidation work where provision was made for approach roads and a circular road around the village and the land was made available from the village pool. But there had been cases where land was not always given willingly and not always without hardship. The P.E.O., therefore, suggested that if provision was made for payment of compensation for land in exceptional cases

where hardship to small owners was involved, it would help avoiding the chances of a poor individual or group having to suffer for a programme of collective benefit to the Community.

34. Regarding the construction of Pucca roads the P.E.O. observed that it had not been an important programme in most areas, although in some projects, a sizable mileage of roads had been constructed. In many projects, roads constructed under the auspices of the project (with personnel loaned from the P.W.D. for this work) had been quite satisfactory, in others the attempt of the Project to undertake road construction or other civil works had not been too successful. The P.E.O. added that the Project agency was not advantageously situated for major works like pucca roads on its own and its real role in case of such works was one of assessing the felt needs of the people, planning the programme and finally drawing in the people for contribution of land, labour and materials, as required.

35. The various sub-Committees of the Estimates Committee, which visited a number of Community Development and N.E.S. Blocks noticed that notable progress was made in the construction of pucca roads in some areas. For instance, in Faridabad Community Development Block in Punjab, 24 miles of metalled roads had been constructed with people's participation in the shape of land and labour. The cost of construction per mile of the metalled road came to about Rs. 6,000/- as against Rs. 20,000/- to 25,000/- per mile which was stated to be the cost generally incurred by the Central P.W.D. In Harsi Community Project in Madhya Bharat a pucca motorable road of 7 miles 1 furlong had been constructed across Rani Ghati on Vindhya range at a cost of Rs. 1,19,500 out of which Rs. 47,000 were contributed by the Project authorities as grant and the rest Rs. 72,500 by the people in cash or kind. Similarly, in Amravati Daryapur—Morsi Community Project in Madhya Pradesh 25 miles and 2 furlongs Rithpur-Teosa road had been constructed at a cost of Rs. 550,000 out of which Rs. 80,000 were contributed by the people in cash and 70 acres of land worth Rs. 34,000 was also donated by the people free of cost. In Manavadar—Vanthali—Keshad Community Project in Saurashtra, the main road at Vadal, which was a cement concrete road was built by villagers with the aid of Government contributing 2/3rd of the cost. The Sub-Committee were informed that it was proposed to make every road in that village cement concrete during the Second Five Year Plan period.

36. In view of the important role that the roads play in the social and economic development of the areas, the Committee recommend that necessary action should be taken by the Block authorities to connect all villages in the Block with main roads and also all important villages in the block with its headquarters by constructing at least kutchha approach roads as recommended by the Planning Commission and satisfactory arrangements should be made for the maintenance of such roads by specifically entrusting the responsibility to Panchayats or local bodies. The Committee also endorse the



suggestion of the P.E.O. that there was a great need of research in the field of construction and maintenance of village roads. Any improvement which could be easily and cheaply adopted to prolong the life of roads and the introduction of labour saving devices in that field would be a tremendous advantage.

37. The sub-Committee of the Estimates Committee which visited the various Community Development and N.E.S. Blocks in the country noticed that the villages which were located on both sides of the pucca roads received more attention in the matter of development than those which were situated in the interior of the Block and were not connected with roads. The Committee feel that this tendency should not be allowed to continue as it is likely to create a feeling of frustration in those villages and all efforts should be made to connect the villages in the interior with approach roads in the first instance to avoid the possibility of lopsidedness in the progress within a Block.

38. The Committee feel that the development of rural transport should have a special place in the programme of Community Development as the economic development of villages to a large extent is dependent on the improvement in transport. The Committee, therefore further recommend that special attention should be paid to the improvement of country carts and necessary research should be made in that direction to improve upon the existing pattern of country carts and to reduce cost. In this connection, the Committee can do no better than to quote the following pertinent observations of the Prime Minister, in the National Development Council Meeting of 21st January, 1956.

“In this connection may I say that a natural line of development for us in the development of transport is the improvement of bullock cart. We jump too much to the streamlined railways and automobiles which are necessary no doubt—I don’t doubt that—forgetting that probably still, I do not know, what percentage of rail transport is used there and what is done by bullock cart. Therefore, we should improve the bullock cart; but by that I mean more especially rubber tyres to the bullock carts which would be really a far greater gain—looking at India’s position as a whole—than your streamlined wagons and the like. . . . . In China that is what they have done. They have tried to put on rubber tyres on the bullock carts or hand cart. You immediately improve the efficiency of that thing by 100 to 200 per cent.”

The Committee suggest that special efforts should be made to provide rubber tyres on bullock carts and hand carts. This improvement will prolong the useful life of the carts and will also reduce the maintenance cost of the village roads. A Sub-Committee of the Estimates Committee that visited the Central Road Research Institute

at Delhi found that useful research is being carried on the problems connected with the road construction with a view to evolve new specifications which would reduce the cost and extend the use of indigenous materials.

39. In view of the huge programme of road construction that would be undertaken during the Second Plan, concrete proposals emanating from the Central Road Research Institute would be of immense value. The Committee suggest that the C.P.A. should maintain a very close liaison with the Institute for this purpose. The problem of the absorption of moisture by the different types of walls during rainy season is also being specially studied. The Committee suggest that the results of these experiments should be widely popularised in the villages so that the best types of moisture resisting walls in various rain fall zones could be used extensively.

### **C. Post, Telegraph and Telephone facilities**

40. The Second Development Commissioners' Conference held in April 1953, recommended that in order to enable Director General of Post and Telegraphs, to expand postal facilities to the Project areas, State Govts. should furnish particulars of group of villages having a population of 2,000 or more which were compact *i.e.* in which no two villages were more than four miles apart, and in which the central village was not within 3 miles of an existing post office. The Conference also recommended the use of part of the building constructed for village school or that of some other public building for the housing of post office.

41. The Third Development Commissioners' Conference held in May 1954 reported that the Ministry of Communications were inclined to consider favourably C.P.A.'s proposal that telegraph offices, or combined sub-offices with postal and telegraph facilities should be provided one for each Development Block where such facilities did not exist and that no guarantee against financial loss would be asked for from the sponsoring authorities.

42. The Committee note that the Ministry of Communications had aimed to have one post office in every village with a population of 2,000 or over by the end of 1953, and by the end of First Plan period they aimed to have a post office for every group of villages located within a radius of 2 miles and having a total population of 2,000 provided the annual loss involved was not more than Rs. 750/- and that there was no post office within a distance of 3 miles.

43. In the Second Plan period the Ministry of Communications aims to provide a post office to each group of villages within a radius of 4 miles and having a population of 2,000. In addition, post offices will be provided at the Headquarters of all Community Development and N.E.S. Blocks. The Committee, therefore, recommend that the Ministry of Community Development should see that full advantage

is taken of the development plan of the Ministry of Communications in providing post offices and other communication facilities in the villages in Community Development and N.E.S. Blocks. "At headquarters of a Block, facilities should invariably be provided for depositing money and its withdrawal".

#### **D. Dissemination of special weather messages**

44. The Ministry of Community Development informed the Committee that the Meteorological Department prepared special emergency weather forecasts for the benefit of the agriculturists. Such weather forecasts generally deal with the expectations of heavy rainfall, protracted draught or frost. These weather messages are sent by telegram by the Meteorological Department to the Block Development Officer to whom the special weather forecast message applies and the B.D.Os. communicate the forecast quickly to the Gram Sevaks and other Project staff for dissemination among the farmers. The Committee note with satisfaction the steps taken in this direction and suggest that the messages received from the Meteorological Department should be fully explained by the Gram Sevaks to the farmers, so that they may be able to take precautionary measures to the extent possible.

### III. COTTAGE INDUSTRIES AND RURAL CRAFTS:

#### A. Introduction.

45. Agriculture is no doubt the principal occupation of the people in Indian villages. About 70% of the people in India depend mainly on agriculture for their livelihood. In villages this percentage is still higher. In addition, there are people in villages who, although they do not directly depend on agriculture, yet depend on occupations concerned mainly with agriculture. However, in the case of those who depend directly or indirectly on agriculture, there is a period during the year when they have nothing to do. This is so because agriculture in India does not provide full time occupation for all the twelve months in the year. Moreover, with the vagaries of the monsoons, small holdings of land and poor yield of crops, the agricultural income is very low. It is therefore, obvious that rural population in villages needs supplementary occupations which can be profitably carried on side by side with agriculture. This will enable them to utilise their spare time and to supplement their meagre income. This will not only provide an additional part-time source of income to the farmers but also full employment to those who have no land of their own.

46. The supplementary occupations in the villages were in the past provided by cottage industries and village crafts. Their decay in the villages has been one of the main causes of the abject poverty in villages. India was once very famous for her cottage industries. In olden days the skill of Indians in the production of delicate fabrics, in the mixing of colours, the working of metals and precious stones and in all matters of technical arts enjoyed a world-wide fame. The industrial Commission in 1918 observed. "At a time when the west of Europe, the birth place of modern industrial system, was inhabited by uncivilised tribes, India was famous for the wealth of rulers and for high artistic skill of her craftsmen".

47. The First Five Year Plan stressed the importance of the revival of village industries in the following terms:—

"Village industries have a Central place in rural development programmes. Diminishing opportunities for gainful employment account to some extent for the reduction in the standard of life of some sections of the rural population. Products of large-scale industries have increasingly limited the market for several classes of artisans. Their occupations now give them only partial employment so that they tend to join the ranks of agricultural workers. Development outside the rural sector has not been rapid enough to

arrest the increasing pressure of population on the land. The development of village industries should, therefore, be as much a matter of State action as the increase of Agricultural production. Indeed one cannot be separated from the other, for, increase in agriculture production presupposes fuller utilisation of the available man power and release of surplus workers for other occupations. Village industries, therefore, call for programmes which will develop a great deal of local initiative and co-operation, and an economic environment in which they have a reasonable chance of succeeding. If the measures to be undertaken are to be effective in dealing with so difficult a problem, it is essential that they should be commensurate with its size and importance."

48. The international planning team which studied the problem of small scale industries in the country at the instance of Government of India observed that the Indian market was one of the largest potential domestic markets in the world and if this market was fully developed in both the cities and the villages it can stimulate perhaps the greatest industrial revolution ever seen and make India one of the foremost producing and consuming areas in the world.

### **B. Development of Cottage Industries in Community Projects and N.E.S. Blocks during the First Plan.**

#### *(a) Progress made*

49. In the first Five Year Plan, village and small industries did not enjoy the same crucial importance as has been assigned to them in the Second Plan. Development of village industries has, therefore, been rather slow during the First Plan period.

50. The Programme Evaluation Organisation, in their First Report of May, 1954 observed that neither on the physical level nor on the level of actual incurring of sanctioned expenditure had any noticeable success been achieved, in the field of non-agricultural pursuits generally, and the traditional occupations of rural artisans in particular. It rightly pointed out that by comparison with agriculture the problems of village artisans who had powerful rivals among large scale producers within and without the country were far more difficult. Their products did not have the same assured demand and they had to make investments in equipment, raw material and stocks which they could ill-afford. The P.E.O., therefore, added that unless the current and prospective position of persons who's traditional callings had been rendered precarious was clearly marked in the National Scheme of Economic Progress, there was no overall pattern in which the local Community effort could help to rehabilitate non-agricultural personnel.

51. Even in their Second Report of April, 1955, the P.E.O. observed that within the experience of the Evaluation Centres there had been no really noticeable cases of improvement of the position of

village crafts other than hand-pounding of rice in Andhra, sericulture in Assam and brickkilns in Uttar Pradesh. They further added that the evidence of facts as obtaining in the twenty odd evaluation centres in as many States indicated by a no means active or successful programme for promoting the employment production, organisation or welfare of rural artisans and craftsmen.

52. The Third Evaluation Report of April, 1956, has however, held out the hopes that in the field of village industries also, a comprehensive programme of development for the Second Five Year Plan period was being drawn up and steps were being taken to develop the necessary organisation at various levels—central, state and field.

53. The C.P.A. in their Administrative Report of the year 1954-55 stated that the administrative machinery for the development of cottage and small scale industries in practically all the States had been inadequate and it had been the effort of the C.P.A. to persuade the States to strengthen their administrative set up. The Community Projects Administration sanctioned the appointment of a Joint Director (Extension) with two technical experts at the State level for Part A and B States and a Deputy Director for Part C States for the development of cottage industries on condition that they would provide for those posts from the normal budget after a year. Majority of States had since appointed the Joint/Deputy Directors and after the appointment of the Joint Director (Extension) the results in the field of cottage industries in those States had been encouraging. The Ministry of Commerce and Industry were now considering to finance the State Governments for continuing these posts.

54. The representative of the Ministry of Community Development further informed the Committee that with regard to development of village and small scale industries the state of preparedness of the country as a whole was very much less than in case of agriculture. In agriculture, the agricultural research was started as early as 1905, which meant that there was about 50 years of experience in research. In the case of village and small scale industries it was not so and it was only now that the subject was brought to focus. The Ministry of Commerce and Industry was upto now almost geared to the large-scale industries and it was only during the last couple of years that they had taken up the village and small scale industries and so a great deal of preparation both at the Centre and at the State level was required. The States had a Director, his Deputies and some technical advisers in the field and they were all concerned with the comparatively few industries which they could look after. Therefore, the first step taken by the C.P.A. and later by the Ministry of Commerce and Industry was in the direction of encouraging the State Governments to appoint a Joint Director in charge of Extension in the field of small scale and village industries. The Block level Extension Officers were also being trained by the Ministry of Commerce and Industry and the all India Khadi & Village Industries Board. A number of research institutes had been set up and the Khadi and Village Industries Board

had their own research arrangements. The results of these researches would flow through these organisations during the period of the Second Five Year Plan. In the First Five Year Plan period this was not organised and so no progress was made.

(b) *Grant of loans to artisans*

55. The Committee were informed that the States had very rigid rules for grant of loans for cottage industries and the artisans could hardly take any advantage from them. The States were, therefore advised by the Ministry of Commerce and Industry and the C.P.A. to advance loans after ascertaining their credit worthy use. Some of the States had accordingly liberalised terms and conditions governing grant of loans. This enabled the poor and needy artisans to get small loans on personal security, or security of equipment and implements, instead of furnishing landed property and other forms of immovable property as security to which they were subjected hitherto. The committee suggest that the C.P.A. should take early steps in consultation with the States concerned to see that the terms for grant of loans are liberalised in all the states and that the powers for the grant of loans are sufficiently delegated.

(c) *Pilot Projects for Cottage Industries*

56. The Fourth Development Commissioners' Conference held in May, 1955, recommended the starting of 26 Pilot Projects in the Community Projects areas all over the country for intensive work in the field of cottage industries. It also recommended the appointment of an officer of suitable status and qualifications in each of the Pilot Projects, for making a study of the potentialities in that area from the point of view of availability of raw materials, local skill, markets etc. with the assistance of the Boards and the technical service organisations of the Central and the State Governments. The Government of India accepted the recommendation of the Fourth Development Commissioners' Conference to initiate a programme of intensification of activities in the field of cottage industries in 26 projects and sanctioned the appointment of a special officer as recommended by the Fourth Development Commissioners' Conference. Further as the whole field of village and small scale industries is now covered by six all India Boards, these Boards are being actively associated with the intensification drive. The States have also been advised to set up immediately an action committee at the State level as a counterpart of the Action Committee at the Centre with the State Development Commissioner as the Chairman and Director of Industries, representatives of State Boards, Registrar of Cooperative Societies and Project Executive Officer as members and Community Project Officer (Industries) as member secretary of the committee and to delegate adequate financial powers to the Community Project Officer (Industries). Out of the 26 Community Project Officers (Industries) 22 have already received training at Bombay and out of the remaining, 2 have been attached to the Small Industries Service Institutes for a duration of about two months.

57. One of the important objects of 'extension' is to extend the knowledge achieved by research in the pilot projects to the artisans or villagers where there had been a big gap so far. The four Regional Small Industries Service Institutes set up at Bombay, Calcutta, Madras and New Delhi with branch units in Saurashtra, Punjab, Bihar, Hyderabad and Travancore-Cochin would help in that direction. These institutes provide various kinds of technical advice to small industries such as information about improved techniques of production, technical advice and assistance in the utilisation of the local raw materials.

*(d) Establishment of Small Industrial Estates*

58. The Committee were informed that the Ministry of Commerce and Industry have started a scheme of establishing the small industrial estates. The underlying idea is to choose an area of about 5 to 10 acres near the project headquarters and to develop that area by building suitable roads, providing electricity where necessary, and putting up certain type-designs of factory sheds. Those are made available to enterprisers on rent or for outright purchase or on a hire purchase basis. Subsequently the State Industries Department and the Small Industries Service Institutes would provide the technical guidance and also financial assistance to the prospective entrepreneurs to start industries in that Estate. A Common Facility Centre is also to be established like a heat treatment plant or an electroplating plant where certain finishing operations could be carried on, on behalf of the entrepreneurs. The entire management of the Small Industrial Estates would for the time be left to the State Governments, but all the finances would be provided by the Central Ministry of Commerce and Industry on the basis of loans. The loan is given for the building which is the main part of the Estate on a long term basis to be recovered in about 20 years. The loan for providing facilities like electricity, gas, heat treatment plant etc. is for a still longer period of about 30 years bearing interest at 4½ p.c. When a number of industries actually spring up, the idea is to form a sort of corporation of these various entrepreneurs to whom the management could be given. The management is to be run on a no-loss no-profit basis. So far nine industrial estates have been sanctioned to the various Community Project areas. Out of them detailed schemes have been worked out in respect of only two, one in Travancore-Cochin and another in Erode. In respect of others the details are being formulated with the cooperation of the Ministry of Commerce and Industry.

59. The programme of industrial estates is integrated in the Community Projects programme in the sense that the officer who is responsible for the Community Project programme in the project area is also associated with putting up these industrial estates in the same way as the running of the industrial pilot projects. These two things are linked together. There is this special officer who coordinates these activities along with the other activities of the State Governments in that respect.



### **C. Development of Cottage Industries during the Second Plan**

60. Though progress in this respect was slow in the First Plan, the Committee are glad to observe that considerably greater stress has been laid on this subject during the Second Plan. Programmes for the Second Plan and problems connected with their implementation have been recently reviewed by the Village and Small Scale Industries Committee, appointed by the Planning Commission in June, 1955. In making its proposals the Committee kept three principal aims in view, namely:

- (1) to avoid, as far as possible, during the period of the Second Plan, further technological unemployment such as occurs specially in the traditional village industries;
- (2) to provide for as large a measure of increased employment as possible during the plan period through different village and small industries; and
- (3) to provide the basis for the structure of an essentially decentralised society and also for progressive economic development at a fairly rapid rate.

61. In the Industrial Policy Resolution of 30th April, 1956, reference has been made to the policy of supporting cottage and village and small scale industries, which is sought to be done by restricting the volume of production in the large scale sector, by differential taxation, or by direct subsidies. The Committee would like the C.P.A. to exercise constant vigilance to ensure that the above three objectives are realised early.

### **D. Village crafts and training of artisans**

62. The Third Development Commissioners' Conference, held in May, 1954, recommended that the Government of India should organise a training course for the trainers of craft teachers and suitable people trained in the Polytechnics or other similar institutions with an aptitude for teaching should be selected for this purpose and given training in craft techniques. These persons should then be sent out to various States for training craft teachers. In the mean-time it recommended the following training programmes for the Project areas :

- (1) Basic craft training for young villagers in regular institutions set up for this purpose;
- (2) Training for improvement of the skill, and methods of production for the existing craftsmen through short-term courses or through peripatetic training parties.

63. The Ministry of Community Development in their Administrative Report for the year 1954-55 stated that the guiding principle in the development of cottage industries in the Community Projects had been to lay stress on the improvement of existing skill. The approach in the development of cottage industries was similar to that in the case of development of agriculture. The goal in the latter case was to

make farmer a better farmer. The goal in the field of cottage industries had also been to make an artisan a better artisan. In the case of agriculture, better seeds and better agricultural practices were introduced and the demonstration farms were set up for the purpose. Similarly, in the case of industries the Community Projects had been setting up training-cum-production centres for giving improved training in the rural industries and the artisans who had received such training were given loans to buy the better types of tools and raw materials.

64. The representatives of the Ministry further informed the Committee that the training had been attempted through different programmes. Where there was a need of introduction of new skills in the fields and where the artisans did not exist, institutional training arrangements were laid down and training centres were opened. Where it was a question of improving the existing skills some teams were organised to go to the villages and give necessary training. After finishing work in one place they move on to another village and so on. Under both these schemes up to March, 1956, about 56,000 artisans had received training. So far as the question of training to craft teachers was concerned, the representative added that enquiries from all the State Governments were made if they would need any assistance at the Central level and there was only one State *i.e.* Andhra which requested for some assistance. The other States stated that they had adequate number of craft teachers to man their training centres.

65. The Committee were informed that up to March, 1956, 1325 production-cum-training centres had been established in the country.

66. The representative of the Ministry further informed the Committee that the Small Industries Service Institutes were taking steps towards the introduction of improved tools of production. In order to extend this knowledge to village artisans, the scheme of mobile workshops has been very effective. Instead of bringing the artisan to the institute, the mobile workshops take the knowledge to the door of the artisan. According to the present programme about 45 mobile workshops are to be put into commission, which means 15 units, each unit comprising of three sections or mobile workshops. One section deals with carpentry, another section with small lathes, drilling machines etc. and the third section with any special industry which may be important in a particular region. For instance, in Madras this section deals with footwear. In another place it will deal with electroplating, heat treatment etc. So far about ten such mobile workshops have been put up on the road. When they go to a particular area, they stay in a central village for about 5 to 6 days and demonstrate the working of the machines. The artisans are also allowed to handle the machines. In case there is sufficient response, training for a longer period is also arranged in the mobile workshop in a central village. Thereafter arrangements are made through the National Small Industries Corporation to supply those machines to the interested artisans on payment by instalments.

67. The Committee were informed that the result obtained so far had been encouraging and that after the 45 mobile workshops have gone into commission and the results assessed, the targets for the whole country would be laid down.

68. The Committee feel that there is a shortage of trained technicians in the country and the arrangements made so far are not enough to meet the requirements of trained technical teachers and craftsmen. The Committee, therefore, suggest that the services of the existing training schools attached to various big factories in public sector at Perambur, Sindri, Chittaranjan and also in the Defence Industries which have most modern machinery should be utilised to the fullest extent. Further there are people technically trained who have retired from the army. They can be profitably absorbed in training jobs in the block areas. The Committee were glad to learn from the representative of the Ministry that the Small Scale Industries Board had set up a Committee with the representatives of various Ministries to go into the entire question of requirements of artisans of various broad categories for small scale industries and to recommend as to what extent these people could be trained by extending the facilities in the existing industrial undertakings and by opening new centres. The Committee hope that the recommendations of that Committee will be implemented without undue delay.

69. So far as the question of improving the skill of village artisans is concerned the Committee feel that unless satisfactory arrangements are made for the marketing of the goods produced by village craftsmen and providing them with necessary credit facilities, improvements in the village industries and crafts cannot be sustained and there is every danger of the village artisans again relapsing into the previous state. The Committee, therefore, recommend that the development of village industries and village crafts should be followed side by side with the development of cooperatives in the villages to look after the needs of the village craftsmen especially in the matter of organisation, finance, guidance, equipment and marketing. The Committee have dealt with the question of development of cooperatives in the villages in a subsequent chapter.

### E. Miscellaneous

#### (a) *Extent of unemployment in rural areas*

##### (i) *Survey*

70. The representative of the Ministry informed the Committee that there had been no comprehensive survey made either by the Ministry or by any other organisation. The National Sample Survey Unit under the Ministry of Finance had conducted an employment survey and that covered areas included in the Community Projects and N.E.S. Blocks but the results were not made so far available and were expected by the end of 1956. One or two *ad hoc* enquiries were also made including an investigation by the P.E.O. There were, however, not proper investigations and were a sort of easy study of rural employment.

(ii) *Increase in employment in rural areas*

71. The Ministry informed the Committee that it did not have an all-out programme to tackle unemployment and under-employment. Rs. 1.25 lakhs were sanctioned for a Community Development Block of 100 villages for promotion of cottage industries during the First Five Year Plan. Taking into consideration that about Rs. 1,000 were required for training and settling one artisan in an industry, Rs. 1.25 lakhs could be used for providing employment to only 125 persons in a block. In the case of Community Development Blocks started during the Second Five Year Plan, this allotment has been further reduced to Rs. 50,000. It was expected that the All India Boards would concentrate their schemes in Community Development Blocks and that would certainly promote employment. On account of the increased activities in agriculture, irrigation, school building, road construction, housing etc. an appreciable number of landless labour would also be getting additional employment.

72. To a question of the Committee if any scheme was framed to improve the economic condition of the landless labourer, unskilled artisans and other poor people in the villages, the Ministry replied that no special scheme had been framed for the betterment of such persons but it was felt that with the multi-purpose development programme, increased employment facilities would be available to them under various development activities.

73. The representative of the Ministry informed the Committee that although there was indication that increased employment had come about in project areas, but the extent of increase in employment was difficult to guess and, therefore, it was not possible to give accurate figures. The representative further added that it was a fact that a disproportionate share of the benefit of the programme did accrue to the land owning classes in the rural areas as compared to landless classes. But it was not correct to say that the landless classes did not benefit because if an agricultural production programme was undertaken and successfully implemented it meant increased employment to the agricultural labourers. So far as the artisan class was concerned it also benefited from an improvement in agriculture as it did produce a greater demand for artisan class.

74. The Committee feel that a sort of rough estimate should have been made in the Community Development areas to assess the extent of unemployment and under-employment in each village or in each village Level Worker's circle for guidance of the Project/Block Team and to determine the extent of the problem to be tackled in that respect in the Project/Block areas. The services of university students, village teachers and other honorary workers could have been enlisted for that work without much expense. The Committee, therefore, recommend that action on these lines should be taken and the problem tackled in the light of the results of the survey in planned way by fitting the un-employed and under-employed persons in the programme of cottage industries and village crafts in each Block.

**(b) Bee-keeping**

75. The Committee were informed that apiculture is one of the industries covered by the activities of Khadi and Village Industries Board and that they are taking it up in a concentrated and intensive way in areas which were suitable for the same. The representative of the Ministry, however, did not have any specific information with regard to the number of project staff and the farmers trained in the science of bee-keeping in the Community Development and N.E.S. Blocks.

76. The Committee feel that bee-keeping is not only important in that it provides additional employment and income but also because it increases agricultural production by facilitating pollination in field crops. The Committee, therefore, recommend that the Ministry should take more interest in the development of Apiculture in the Block areas wherever there are good possibilities for its development by encouraging and training the farmers and other people in the villages in proper methods of bee keeping.

**(c) Sericulture**

77. The representative of the Ministry informed the Committee that sericulture was recommended as one of the industries to be taken up at the beginning of the Community Development Projects. Subsequently after one or two years' experience, when a minimum programme for the development of village Industries was recommended to the State Governments, sericulture was one of the industries included therein to be taken up in all the blocks where the climate was suitable for that purpose. The Committee were informed that considerable work in this field had been done in the project areas of Himachal Pradesh, Assam, Manipur, Mysore and Coorg.

78. A sub-Committee of the Estimates Committee which visited Pilot Development Project, Etawah observed that a number of villages in that project had taken to sericulture and were earning Rs. 30/- to Rs. 45/- per month per family without any additional cost. The eggs were supplied free of cost and the cocoons were collected by the Project authorities and sold to Dchra Dun Sericulture Farm for manufacture of silk. The Project authorities had now decided to open a centre for hatching of eggs in the Project area itself.

79. The Committee suggest that in view of the financial potentiality of sericulture, the Ministry may consider the desirability of extending the rearing of silk worms to other Blocks where the climatic conditions are not unfavourable.

**(d) Brick-kiln industry**

80. The representative of the Ministry informed the Committee that the idea of manufacture of bricks was there right at the beginning and considerable progress in that direction was made in U.P. A special pamphlet was prepared thereon and the U.P. scheme was forwarded to all the State Governments. The subject was also discussed at a number of inter-State regional seminars and subsequently a

number of State Governments sent their representatives to U.P. to study the working of brick-kilns. The success achieved in U.P. had given a great impetus to the expansion of cooperative brick-kilns in other States like Bihar, Punjab, Bhopal and some parts of Rajasthan.

81. A sub-Committee of the Estimates Committee which visited Pilot Development Project, Etawah observed that each of the 15 Co-operative Unions in that Project was running a brick-kiln and was selling the bricks to the villages at reasonable price. This had greatly helped the villages in improving village sanitation and houses.

82. The Committee feel that in view of the importance of pukka bricks for construction of village drains, lanes, soakage pits, bathrooms, urinals, hoses and other sanitary conveniences and above all to provide additional employment to landless labour in villages, more attention should be paid to the brick-kiln industry in the Block areas. The Committee, therefore, recommend that vigorous steps should be taken by the C.P.A. to develop brick-kiln industry on cooperative basis in all the Blocks under the N.E.S. on the same lines as in U.P.

(e) *Wind Mills for Villages*

83. The representative of the Ministry informed the Committee that the Council of Scientific and Industrial Research was examining the question of improving the designs of wind mills for rural areas with different velocity of wind. They had a sub-Committee—the Wind Power sub-Committee which was examining the question and collecting data. The idea was to utilise wind mills in case of wells for drinking water and irrigation wells. So far one wind mill was put up at Sonapat for water supply purposes and that was giving very satisfactory service. The estimates and costs were circulated to other States to consider the possibility of setting up similar wind mills.

84. The Committee feel that if suitable wind mills for rural areas could be designed by the Council of Scientific and Industrial Research at reasonable costs, they will be of great help in the rural areas in promoting cottage industry. The Committee, therefore, recommend that efforts in this direction should be intensified, so as to achieve concrete results.

## VI. ADMINISTRATIVE INTELLIGENCE

### A. Introduction

85. For a successful implementation of the Community Development Programme, it is necessary to have a well-knit machinery at all levels not only for proper planning but also for watching the progress of implementation of the programme. One of the essential requirements for this purpose is an organisational set up from which can emanate all basic information relating to planning, execution and progress. The set-up should be such as will be able to provide with minimum of delay basic and accurate data for guided action in the light of past achievements or failures, difficulties experienced in the process and future requirements. Unfortunately, however, lack of adequate and accurate data for the correct assessment of the progress made is one of the weakest links of the Community Development programme. There was a number of questions put by the Committee to which the reply received was that the information was not available with the C.P.A. In this connection, the following observations of the Programme Evaluation Organisation in their first Evaluation Report (May 1954) are worth recording:

“It is an elementary requirement of planned community, programme that records and reports must be scrupulously attended to. Appropriate forms have to be devised and they have to be carefully maintained. Executive Officers at all levels are apt to overlook the essential need for ‘Paper work’ and to feel impatient and consequently indifferent about it. There is also an initial urge to ‘puff’ the results till it is realised that the new developmental administration has come to stay and that no ‘puff’ can last for all time. It has taken more than a year for the need and importance of records to be appreciated. Several States have set themselves seriously to the task of evolving a simple yet adequate system of maintaining the necessary records. As yet the rationalization of appropriate forms is not complete, as the whole complex and routine of activities are unprecedented. The formulation of appropriate methods will no doubt, continue for some time, but an objective sense of responsibility in the matter of maintaining records and of framing reports must be created and nursed from the very start. To help the framers of developmental policy to assess the working of their schemes these records and reports are indispensable. In that sense they are an integral part of the work that all connected with developmental activity are expected to do. After an initial

unfamiliarity an appropriate attitude on this subject is ~~now~~ being induced. Both for maintenance and for check and supervision of records a definite allocation of responsibilities will have to be thought of."

86. In their Second Report (April 1955), also the Programme Evaluation Organisation had an occasion to comment on this subject as under:

"As the extension programme is a part of the scheme of planned development of the country its implementation and progress should be capable of quantitative measurement at fairly frequent stages. To make this possible quantitative records have to be maintained. In most cases these are in the nature of noting down the implications of the activities of the extension staff itself. What is needed here is only an appreciation of the importance of quantitative record and the regularity of habit to maintain it. The feeling that maintenance of records is an unnecessary botheration imposed by unimaginative theorists on practical men is gradually yielding place to a readiness to maintain what are conceded to be essential records. A series of relevant forms and registers have accordingly been approved by the Developmental authorities and these are waiting actual adoption in selected areas. The sooner this step is taken, and the more the basic records are relied upon for all quantitative reporting the better will it be for the planners and administrators themselves."

"Where the actions of the extension staff affect the fortunes of village people the maintenance of records becomes more difficult but on that account not less necessary. For instance, in almost every item of the developmental programme great reliance is placed on the method of demonstration, on the cultivators' own farm or premises. Unless full records of these demonstrations are maintained they cannot be utilised for all they are worth. A new method often affects both the expenses and proceeds—the inputs and outputs—of an operation. Unless full details about these are available the extension staff will not be able to determine in a specific way the net advantages of an improvement."

87. The importance of maintaining adequate and accurate records cannot be overstressed. In this connection, the Committee were rather perturbed to note the following observations of the Programme Evaluation Organisation in their Second Report (April 1955):

"Even the yield figures are not always very carefully collected, and the expense figures—cash, kind and labour—are maintained only in exceptional cases."

"Quantitative reporting, when it is resorted to, often tends to be very inexact. Thus while any work for which full or partial payment has to be made is normally measured and



checked by technically qualified personnel, there are several degrees of inaccuracy in some of the reported items. Thus, the number of participants in voluntary labour is more a cumulative calculation of man days, without too much insistence on the length of the working day or the quality of work. Even when work is measured by the piece, some departures from approved methods are resorted to which vitiate the calculation of work done. Sometimes work is inferred from a standard table of items, like say a well, and their equivalent in hours of labour. Or instead of measuring earthwork from the size of the pit an estimate of quantity spread or used is made. Whatever the method used may be some clear directions for use of the method should be given and its operation should be checked. Progressively more standardised methods of measurement should be adopted. Without such data the planning and organisation of works based on voluntary labour cannot proceed a long way."

"A more appreciative and constructive approach towards quantitative records is necessary."

88. The Committee regret to note that in spite of the emphasis rightly laid on the importance of adequate and accurate records by the Programme Evaluation Organisation in their two consecutive reports, not much progress was made in this direction, as is clear from the following comments of the Programme Evaluation Organisation in their Third Report (April, 1956):

"Although awareness of the importance of records is steadily growing and attempts are being made to improve the systems of records, actual maintenance of records in the field is still rather unsatisfactory, in most cases. The feeling that records are an 'unnecessary burden' if not a 'hindrance' to actual work, which is still commonly held by many a fieldman, has to give place to a genuine appreciation of their usefulness as an aid in achieving the objectives of the programme before any material improvement can take place."

"The status of maintenance of records in many areas at present is not even sufficient for securing purely administrative ends."

"When the objectives of the programmes are conceived in terms of the all round social and economic development of an area and bringing all classes of people progressively under its influence, a system of records which enables the fieldmen themselves to get some indication of the extent to which these objectives are being achieved is essential. There is, however, at the present time a wide gap between what is

considered essential, in terms of the objectives of record keeping and what is considered practical in the field. For resolving this gap some serious rethinking on the purpose of records, methods of record keeping, systems of maintenance and checking in the field are essential.”

89. The Committee are glad to note that the importance of standardisation and proper maintenance of records has at last been fully realised, and that the C.P.A. has brought out a Draft Manual on Administrative Intelligence in December, 1955, wherein an effort has been made to standardise the records, returns and reports to be prepared at various levels. The Committee hope that no further time will be lost in implementing the various suggestions incorporated in the Draft Manual.

### **B. Machinery for Administrative Intelligence**

#### *(a) At the Central Level*

90. At the headquarters of the Ministry of Community Development there is a Progress and Planning Branch under the charge of a Progress and Planning Officer. This branch is responsible, among other things, for all work relating to Administrative Intelligence. The Progress and Planning Officer is assisted by staff consisting of a Community Project Officer\* (Rural Economics), a Research Officer, Economic Investigators, Statistical Assistants, Draftsmen, Tracers, Clerks etc. The Progress and Planning Branch is responsible for:—

- (i) Timely preparation of consolidated All-India statistical statements of various types and under various heads, which involve—
  - (a) scrutiny, compilation and analysis of data contained in the preliminary survey reports, quarterly progress reports etc.;
  - (b) assessment of achievements in individual States against all-India achievements;
  - (c) assessment of item-wise progress of expenditure against 'pro-rata' targets in different States;
  - (d) assessment of the quantum of non-project inputs in the Community Projects and N.E.S. areas;
  - (e) compilation and processing of statistics of the personnel employed in the Community Development and N.E.S. Blocks; and
  - (f) correspondence with the State Governments seeking clarification on any doubtful points, particularly in the matter of reconciliation of discrepancies observed in the reports and returns furnished by them.

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\*Post vacant.

- (ii) Careful analysis of the data with a view to studying the inter-relationship of the various aspects of the programme, in other words, continuous and systematic study of the available factual information with a view to arriving at correct conclusions and detecting any inherent or apparent contradiction regarding the progress of implementation of the programme under important heads like Government expenditure, people's contribution, physical achievements etc.;
- (iii) Making available to all concerned the results of studies indicated under (ii) above;
- (iv) Examination and formulation of proposals for the conversion of N.E.S. Blocks into intensive Community Development Blocks;
- (v) Preparation of *ad hoc* notes, reports and statements for the officers of the C.P.A. and others e.g., Members, Advisers and Officer of the Planning Commission; and
- (vi) Preparation of graphs and charts.

(b) *At the State Level*

91. The progress in setting up appropriate organisations at the State level is rather slow. The Fourth Development Commissioners' Conference had recommended that the State Governments should proceed immediately with the appointment of trained and/or experienced staff both at the State Headquarters and at the Block Level for handling the work relating to administrative intelligence. The Third Joint Conference of Central and State Statisticians held in Calcutta in December, 1954 had recommended that statistical work relating to planning at the State level should appropriately be located in the State Statistical Bureaus which were now in existence in all the major States and which would work in close co-operation with the Planning Department and other Government agencies at State level. The Fourth Joint Conference held in New Delhi in December, 1955, reiterated its earlier recommendation.

92. The representative of the Ministry further informed the Committee that a number of States had accepted the recommendation of the Ministry regarding the establishment of an Administrative Intelligence unit as an integral part of the State Statistical Bureau and some others were in the process of doing so. The Ministry had also suggested to the Central Statistical Organisation that the cost may be shared half and half, between the Centre and the States as recommended by the Planning Commission. The matter was still under consideration of the Central Statistical Organisation but the proposal was likely to materialise.

(c) *At the District Level*

93. So far as the Community Development Programme was concerned, the authorities at the district level did not yet form an integral

part of the machinery for administrative intelligence but it was hoped that they will do so at a later date with the expansion of the programme.

*(d) At the Project/Block Level.*

94. The representative of the Ministry informed the Committee that a provision was made for the appointment of a Statistical Assistant at the Project/Block level and recruitments were taking place.

95. The Committee recommend that the work of setting up proper machinery for the collection and collation of the necessary data for the proper assessment of the Community Development Programme at various levels (*viz.* State, District, Project and Block) should be finalised as early as possible.

*(e) Training Programme*

96. The Committee were informed that a detailed scheme had been prepared for the training of 5,000 Statistical Assistants in the course of the Second Five Year Plan and that 4 or 5 training centres were being started for this purpose. It was also proposed to take the following action on the recommendations of the Fourth Development Commissioners' Conference:

- (i) To arrange a seminar of the Heads of State Administrative Intelligence Units as early as possible;
- (ii) To arrange at the C.P.A. Headquarters a programme of training for the Statistical Officers/Assistants at the State level; and
- (iii) To organise regional training centres at appropriate places from time to time.

97. The Committee suggest that some of the officials of the Progress and Planning Branch attached to the Headquarters, should occasionally visit the Statistical Offices in various States to see that statistics are being compiled according to the instructions laid down. Similarly, the officials of the Statistical Offices in the States should check and supervise the statistics compiled by the V.L.Ws. to ensure accuracy.

### **C. Basic Survey and Planning**

98. The importance of collecting the basic data about the existing set up of things for any planned development is well brought out in the following extract from the "Draft Manual on Administrative Intelligence" referred to earlier:

"A pre-requisite of any planned rational development is an intimate knowledge of the existing set-up of things, of the available resources both human and material of the vocations open to the people and of the social and cultural practices obtaining in the area. In view of the huge dimensions of the present programme, the necessity for conducting surveys in the Community Projects/Blocks and N.E.S. Blocks so as

to obtain basic data on economic and social conditions, which are closely related to the development programmes cannot be over-emphasised. The survey data, in particular, provide essential material on base-line data for a proper examination of the development programme and periodical assessment of the improvements effected in the block areas as a result of the development programme."

99. In view of the importance of the basic survey, the C.P.A. had suggested to the State Governments as early as in April, 1952 that the latter should undertake a survey of the project areas as a first step to the formulation of actual schemes of Community Development. In order to assist the State Governments in conducting these surveys, the C.P.A. prepared and transmitted a detailed questionnaire for the village survey report calling for such basic information as nature of the soil and land utilization, rain-fall and irrigation facilities, occupational distribution of population, livestock distribution, communication, literacy and education, health and sanitation, housing, co-operation etc. The C.P.A. also indicated the sources from which the various types of information called for in the questionnaire could be conveniently derived, and thereby economy in the cost of survey effected. Unfortunately, however, this suggestion has not been implemented fully by all the State Governments. The Committee suggest that special efforts should be made for the implementation of this suggestion by all the State Governments at a very early date.

100. At the Fourth Development Commissioners' Conference it was agreed that the State Governments should send to the C.P.A. blockwise consolidated survey reports for each development block in the prescribed proforma, a copy of which is enclosed as Appendix I. Though the blockwise consolidated survey reports may suffice as far as the C.P.A. is concerned, it is necessary that the State Governments prepare village-wise survey reports originally planned. As a matter of fact, it would not be possible to prepare block survey reports properly unless and until village survey reports are completed. In regard to the block survey report proforma, the Committee suggest that the items indicated in the Appendix XI of their 38th Report may be suitably incorporated in the same.

#### **D. Bench Mark Survey**

101. The Programme Evaluation Organisation had undertaken a comprehensive rural survey called "The Bench Mark Survey" in 1954. The objective of the survey was to obtain information on (i) the extent of people's participation in improved practices and in works of Community Development, and (ii) the effects of adoption of such practices upon production, income, employment and levels of living of the rural population. The total number of villages selected for the Bench Mark Survey was approximately 200. The Committee would suggest that the machinery of the Programme Evaluation Organisation may, if necessary, be strengthened further to enable it to undertake some surveys of this nature.

### **E. Records, Returns and Reports**

102. In addition to the Block Survey Reports, the following records, returns etc. bearing on the progress of the Community Development Programme are being prepared and maintained by Village Levels:

- (i) Records maintained by Village Level Workers;
- (ii) Records maintained at the Project/Block level;
- (iii) Monthly Progress Reports;
- (iv) Quarterly Progress Reports; and
- (v) Miscellaneous *ad hoc* surveys.

It is essential that the various records and reports are properly scrutinized, analysed and tabulated at appropriate levels.

103. With a view to systematising and standardising the records that should be maintained at the village level, the Programme Evaluation Organisation have prepared, at the request of the Ministry of Community Development, an elaborate "Manual of Village Level Workers' Records" which contains, among other things, a set of village and family forms and registers for the use of the Village Level Worker. The manual also contains instructions for filling up the forms and registers.

104. From the records maintained by the Village Level Worker a monthly report is submitted by him to the respective Project/Block Development Officers. It is the duty of the Project/Block Officer to check the data contained in the V.L.W's reports and submit to the State Government monthly and Quarterly Progress Reports in the prescribed forms. The State Governments, after careful scrutiny and summarization, submit their monthly and Quarterly Progress Reports to the Ministry of Community Development. However, with the programme gaining momentum, the monthly reports are no longer required by the Ministry and their submission has been discontinued though the State Governments continue to get these from the Blocks for their information and use. The Fourth Development Commissioners' Conference held in Simla in May, 1955 decided that beginning with the quarter ending September, 1955, the State Governments should furnish to the C.P.A. consolidated quarterly progress reports separately for each series for the State as a whole in addition to the individual Block-wise reports as had been the practice hitherto. A separate proforma for the consolidated report was accordingly devised and circulated to the State Governments in October, 1955.

105. From the Quarterly Progress Reports and other material received in the Ministry, the following statements are prepared and circulated after the Quarterly statements have been checked, analysed and processed:—

- (i) Summary statement regarding Government expenditure and People's Contribution in the Community Projects/Blocks and N.E.S. Blocks, All India;

- (ii) Physical achievements, people's contribution and Government expenditure in Community Projects/Blocks and N.E.S. Blocks;
- (iii) Progress of Government expenditure in the 1952-53 Community Projects/Blocks. Ratio of Government expenditure to 'Pro-rata' targets;
- (iv) Progress of Government expenditure in the 1953-54 Community Development Blocks; Ratio of Government expenditure to 'Pro-rata' targets;
- (v) Assessment of achievements in the various Community Projects/Blocks and N.E.S. Blocks; and
- (vi) Statement showing the position of Extension Staff.

In addition, the following statements are also prepared and sent to the Development Commissioners of each of the States each quarter:—

- (vii) Summary assessment statement regarding the progress of Government expenditure, people's contribution, physical achievements, (and staff position) in the State concerned *relative to All-India average performances*;
- (viii) Field-wise and state-wise summary assessment statement regarding the progress of physical achievements *relative to all-India average performances*.

106. The Committee have gone through the revised proforma for the Quarterly Progress Report and find that it contains a lot of useful information. The brief outline of the proforma is given below:

I. GENERAL.

II. NARRATIVE SUMMARY.

III. FAMILIES BENEFITTED BY DEVELOPMENT WORK.

IV. PERSONNEL.

V. PROGRAMME:—

A. Agriculture and animal husbandry

- (a) Distribution schemes—seeds, fertilizers and implements.
- (b) Animal Husbandry and Veterinary aid.
- (c) Fisheries.
- (d) Fruits.
- (e) Vegetables.
- (f) Afforestation.
- (g) Compost pits dug.
- (h) Demonstration held.

B. Irrigation.

C. Reclamation.

D. Health and Rural Sanitation.

- E. Education.
- F. Social Education.
- G. Communication.
- H. Rural Rrts, Crafts and Industries.
- I. Co-operation.
- J. Local Bodies.
- K. Housing.

- VI. PROJECT/BLOCK ADVISORY COMMITTEE.
- VII. PROJECT BUDGET POSITION.
- VIII. NON-PROJECT INPUTS.
- IV. PEOPLE'S PARTICIPATION.
- X. PROGRESS INDICATORS:—

- A. Population.
- B. Emigration and Immigration.
- C. Occupational Distribution of Population.
- D. Employment.
- E. Production.
- F. Living Conditions.
- G State of Indebtedness.
- H. Co-operative Societies.

In regard to item X of the proforma "Progress Indicators", the Committee suggest that the items on the lines indicated in Appendix XI of their 38th Report may also be incorporated so as to make these indicators more exhaustive.

107. The Committee find that the annual reports of the Community Projects Administration are very sketchy and do not give sufficient detailed information. They recommend that the annual reports should henceforth follow the pattern of the revised proforma for the Quarterly Progress Report. Similarly, it would prove useful as well as informative if each State Government compiles figures on various items of work blockwise, indicating the district in which the block is situated.

#### **F. Physical measurement of achievements**

108. The Committee examined the various statistical statements issued by the Ministry of Community Development regarding achievements and the expenditure incurred thereon in different fields and found that no endeavour had been made to compare the actual expenditure under each head with the grant sanctioned or the physical achievements with the expenditure incurred or the target fixed. As it was not possible to know, without these figures, whether the work done in the various States in respect of each item of activity was satisfactory or otherwise,



the Ministry were asked to furnish the required information. The Ministry, however, explained that the targets of expenditure and the actual expenditure under each item of activity were not available with them. They stated that this information was available in respect of broad fields of activity, such as, irrigation, animal husbandry, reclamation etc., in case of Community Projects Development Blocks taken up in 1952-53 and 1953-54 only, and no information was available in respect of detailed activities like seeds distributed, fertilizers distributed etc. In respect of C.D./N.E.S. Blocks after 1953-54 information in that connection was not available even for broad categories. It is unfortunate that it should be so.

109. As regards physical achievements, the Ministry explained that assessment of progress against targets presented considerable technical difficulties and that an expert sub-committee, consisting of the Heads of Statistical Bureaus of Bihar, U.P., Bombay, Punjab and West Bengal (Dy. Director) and the representatives of the Central Statistical Organisation, Government of India, Programme Evaluation Organisation and the Ministry of Community Development, had recently been appointed to examine the problem in great detail with a view to recommend a scientific method of assessing physical achievements.

#### *Recommendations of Expert Sub-Committee*

110. The main conclusions and recommendations of the Sub-committee were as shown below:—

- (i) Planning in its real sense involved the fixation of targets and that without targets planning could not be systematically organised and executed.
- (ii) The present provisional method of measuring progress achieved in any block State on the basis of the average All-India standard of achievements was not fully satisfactory owing to the fact that the needs and requirements as also the opportunities and resources for meeting such needs and requirements varied frequently from Block to Block and State to State.
- (iii) All States should be asked to take up the question of fixing targets in each sphere of activity for each block in the State.
- (iv) For inter-State comparison of achievements, the Ministry should prepare an index for each State on the basis of the set of weights and determined for the State as a whole in respect of the revised key indicated by the Development Commissioner of the State in consultation with the State Statistical Bureau.

111. Regarding the fixation of targets, the sub-Committee recommended that the work of the preparation of targets and allocation of weights should be completed before the end of the Second Year of the

Second Five Year Plan in order that the compilation of the index of achievement on the basis of targets and weights may commence from the beginning of the 3rd year of the Second Five Year Plan.

112. The Committee feel that a satisfactory method of physical assessment of the achievements should have been evolved earlier to facilitate comparative analysis of progress at different levels with a view to giving clear idea of work done in different Blocks in different States. They suggest that the recommendations of the sub-committee referred to above should now be implemented with the least possible delay.

113. With the limited data available with the Committee, a comparative review was attempted by the Estimates Committee and it was found that there was great disparity in the performance of the various States. While some States had shown very good results under a large number of items, some had shown good results only under a few items and average or poor results under others. But there were some States which showed poor or disappointing results under almost all the items. A copy of the note containing this review, sketchy as it is, is enclosed herewith as a matter of interest as Appendix II. The Committee suggest that more detailed reviews of this type should be prepared and circulated to the State Governments by the C.P.A.

## V. MISCELLANEOUS

### A. Distribution of Imported Stores

#### (a) *American aid for imported equipment*

114. A Technical Co-operative Programme Agreement was entered into in January, 1952 between the Governments of India and the U.S.A. under which the latter agreed to provide financial and technical assistance for speeding up development projects in India. In pursuance of this agreement, an operational agreement No. 8 was signed by the two Governments in May, 1952 under which the Government of U.S.A. agreed to make available to the Indo-American Technical Co-operative Fund a sum of \$ 8,671,000 for the import of equipment required for the Community Projects started in 1952-53. Three supplementary agreements were later signed with the Technical Co-operative Mission to provide additional \$ 4,169,000 for the import of equipment required for the Community Projects started in 1953-54 and 1954-55 and also some initial equipment and supplies required for the Community Development Blocks started in 1955-56. The size of the American aid for the fiscal year 1957 has not been definitely fixed but the Ministry propose to put forward a demand for 2 million dollars.

#### (b) *Nature of imported equipment*

115. A complete list of the equipment required for various purposes and indented for import is shown at Appendices III & IV. A perusal of the list will show that the equipment required is of various types and mainly consists of the following:

- (a) Transport like jeeps, station wagons, pick-ups, trucks and trailers.
- (b) Agriculture and Reclamation equipment like tractors, farming implements, rippers, power sprayers, dusters and soil testing equipment.
- (c) Irrigation equipment consisting of drilling rigs, pumping sets, pipes, air compressors, jack hammer drills.
- (d) Road making equipment like road rollers, concrete mixers, graders and scrapers.
- (e) Audio-visual equipment such as mobile film projection units, ipidiascopes, tape recorders, public address sets, hand cameras and cine cameras.
- (f) Animal husbandry equipment like artificial insemination sets, refrigerators, thermos-flasks and microscopes.
- (g) Health equipment like mobile health vans, obstetric beds, primary health units and other hospital items.
- (h) Cottage industries equipment like lathes, milling machines, grinding machines, engine lathe, electric furnaces.

(c) *Procedure for obtaining and distributing the imported equipment*

116. The C.P.A. plan the requirements of the State Governments for the imported equipment, receive firm demands from the State Governments, scrutinise the demands with reference to budget provision, draw out specifications and procure the equipment through the D.G.S. & D. and India Supply Mission and General Services Administration, Washington. On receipt of the equipment at different ports, the C.P.A. arrange to distribute it to the State Governments and account for it.

A statement showing the State-wise distribution of equipment received under the "Dollar aid" for the Community Development Programme is enclosed at Appendix V. State-wise distribution of audio-visual aid equipment is shown at Appendix VI.

(d) *Expenditure on imported equipment*

117. The year-wise expenditure for the Community Development Programme from the funds provided under operational agreement No. 8 and supplements thereto is as under:—

1952-53	3,196,778
1953-54	2,579,557
1954-55	1,130,214
1955-56	4,391,101

TOTAL.	\$ 11,297,650
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This excludes the expenditure of about 1.47 million dollars relating to the Purchase Authorities Indents issued during 1956-57.

118. The Ministry informed the Committee that the equipment manufactured in India is not imported under the Dollar aid. As a rule the Ministry obtain import clearance from the Ministry of Commerce and Industry before indents are placed on India Supply Mission, Washington. Whenever indigenous angle exists for any equipment, the Ministry of Commerce and Industry impose a ban on its export. The Committee were assured that the indigenous industries were not being adversely affected by the import of American equipment.

119. Regarding distribution of imported equipment to various States, the representative of the Ministry further informed the Committee that the policy in that respect was somewhat erratic in the beginning but by trial and error they had arrived at some kind of an arrangement which was comparatively satisfactory. He added that the American aid used for that purpose was defined in such a way as to make it more and more difficult for the Government of India to utilise it for purchasing all the equipment needed. They had thus been driven to the necessity of weeding out comparatively less necessary element and the equipment that was being imported now consisted of

a few recognised items like jeeps, road rollers and audio-visual equipment. The representative informed the Committee that when the programme was initiated they consulted the American Technical Mission, the Road Organisation of the Ministry of Transport, Central Tractor Organisation, Ministry of Education etc. about the equipment required under the various fields but because of reduced American aid and the cutting down of Budget grant the demand had now been reduced to a bare minimum. The Committee suggest that an expert Committee of 2 or 4 persons should go into the matter from a broader angle and recommend rationalised distribution of equipment according to needs of the areas concerned. The feasibility of revising the agreement suitably by negotiation might also be examined.

### **B. Small Savings Movement**

120. The question of promoting the small savings movement in the Community Development and N.E.S. Blocks was considered at the Fifth Development Commissioners' Conference held at Namital in May 1956 and the following measures were recommended:—

- (i) Sub-Committees of Block Advisory Committees may be constituted specially for the small savings movement and suitable non-officials may be co-opted to these sub-Committees;
- (ii) District Savings Committees may be considered to be sub-Committees of the District Planning Committees in order that there may be an effective liaison between the savings movement and the planning organisation;
- (iii) With a view to facilitating the issue of savings certificates, it is necessary that at least one post office savings bank is opened in every block, if not already in existence;
- (iv) The Village Level Workers should be given some training either at the Extension Training Centres or through special lectures so that they may explain the aims and objects of the movement to the villagers; and
- (v) The audio-visual equipment available in the block could be used for giving publicity to the savings movement.

The following observations were also made in this connection at the Conference:

- (i) With a view to encouraging the people to save more, the proceeds of small savings should be used, as far as possible, for development work locally and on what people generally consider their own projects.
- (ii) Maximum co-ordination is needed among various Government agencies interested in mopping up of small savings in rural areas, viz., Nationalised Insurance, State Bank of India, Post Office Savings Bank, etc.

121. The Committee are of the opinion that there is great scope for popularising the Small Savings movement in villages and suggest that this item may be included as one of the aims of the Community Development Programme and the village Panchayats should be encouraged to take active interest in organising the small savings campaigns on the lines suggested by the Fifth Development Commissioners' Conference in their areas. The Committee also suggest that the results achieved should be indicated in the Annual Reports of the C.P.A.

### **C. Drinking and Prohibition**

122. The Community Projects Administration informed the Committee that no specific instruction had been issued to the officers and staff in the Community Development and N.E.S. Blocks to popularise prohibition. The representative of the Ministry, however, informed the Committee that it was one of the items in their programme of "Social Education" which was meant for creating greater social consciousness. It was essentially an educational process and as the process gained ground, useful results would be achieved. He further added that from the reports received from a number of blocks it was found that social education did have an effect on the evil of drinking. One difficulty in achieving greater progress in that field, was that there were only two social education organisers to look after 100 villages. Another difficulty was that sufficient number of women social education organisers were not forthcoming. Thus at least half of the population remained outside the ambit of the social education programme. In regard to social evils it was much easier to make a beginning with women folk, and it was but proper that efforts should be directed towards that end.

123. The Committee find from the manual of Social Education issued by the C.P.A. that one of the items in syllabus in the first test (stage) in social education recommended by the Ministry of Education, Government of India is "evils of drinking". The Committee are of the opinion that the Social Education Organisers should lay greater stress than hitherto, on the eradication of various social evils such as drinking wine, incurring heavy expenditure during social functions, addiction to Ganja, tobacco, opium, gambling, committing crimes, like cutting others' crops or damaging it by letting one's own cattle graze it or stealing away others' cattle and the like.

### **D. Hindi Names**

124. The Committee notice that English names like "Community Projects", "National Extension Service", "Block Development Officer", "Social Education Organiser" etc. are still being used and no serious thought seems to have been given to replace these by Hindi names. The representative of the Ministry informed the Committee, that the matter was discussed at the Fifth Development Commissioners' Conference held at Nainital in May, 1956 wherein it was suggested that

English names should be replaced by Indian terminology as under which may be recorded in local languages in different areas:—

“Gram Vikas Yojna”	for “Community Project”.
“Gram Seva Yojna”	for “National Extension Service”.
“Gram Sevak”	for “Village Level Worker”.

The representative further added that some of the Hindi names did not find acceptance and the names already used were found acceptable. It was thus a question of selecting something which would be readily acceptable to the States.

125. The Committee regret to note that although over 9 years have elapsed since India achieved independence, the question of having Hindi names which will catch the imagination of the people and which will convey something of the significance of the activities to the rural people has not yet been seriously thought of. The Committee feel that there might be many suitable names in Sanskrit, and Buddhist literature or in Kautilya's works. The Ministry can also enlist the help of people who are in touch with the ancient culture and background and who will be able to suggest something which people can readily accept and understand. The Committee suggest that the C.P.A. should take early steps, in consultation with the Education Ministry to evolve suitable terminology in Hindi for replacing the existing English phrases which are not understood by the villagers, and which, therefore, do not catch their imagination. Till such time as a suitable uniform terminology is evolved, the individual States may be allowed to introduce Hindi names like Gram Vikas Yojna, Gram Sudhar Yojna, Gram Kalyan Yojna, if they so desire.

#### **E. Work load of Gram Sevaks**

126. At present one Gram Sevak holds charge of ten villages. The Third Development Commissioners' Conference held in May, 1954, suggested that the charge should be a manageable one to enable the Gram Sevak to establish effective contact with the village people and recommended that 500 families per village worker should be a manageable charge. The P.E.O., also in view of the fact that the Gram Sevaks attention was primarily devoted to works programme, suggested the need for redefinition of the duties and functions of the Gram Sevaks.

127. Mr. M. L. Wilson who recently submitted a report on the survey of Community Development Programme in India observed as under in this connection.

“It should be clearly recognised by all that (a) the Village Level Worker is an educator; (b) he must have a programme and a plan for his works based on the needs of the village people, otherwise his accomplishment will not be very great;

and (c) he must be regarded as a member of the 'block team who has as definite responsibilities to the villages to which he is assigned, as the Block Development Officer and other block staff."

128. Mr. Carl. C. Taylor in his critical analysis of India's Community Development Programme also observed that the V.L.Ws. were over-burdened with chores and did not display too much genius for group and Community organisation.

129. The Committee understand from the C.P.A. that the entire question of work-load of the Village Level Worker was under examination and as such the Committee recommend that the views of different persons as reproduced above should be given full consideration and the work-load of Gram Sevak should be so fixed that he may be able to discharge his duties effectively instead of wasting his time and energy in doing things which were of minor importance. One way of doing that in the opinion of the Committee is that the work in connection with distribution of seeds and fertilizers in the villages which is at present done by the V.L.Ws., should be entrusted to the Panchayats and Co-operatives in the villages wherever they exist. This will enable the V.L.Ws. to devote more time to extension work. The feasibility of reducing the number of villages under the charge of a V.L.W. according to the number of families in each circle should also be examined. The Committee also suggest that the feasibility of providing a cycle to the V.L.W. to improve his mobility should also be examined.

### **F. Bhoodan Movement**

130. One of the very pressing problems of the villages at present is the provision of land to the landless and it is, therefore, imperative that the land problem should be given important place in the programme of development of villages. The Development Commissioners' Conference held in May, 1956, considered the question whether the project staff in the Community Development and N.E.S. areas should take an interest in the Bhoodan movement and other constructive work. The Conference suggested that the Project staff were not expected to actually collect lands but could, perhaps, assist in the redistribution of land already collected by the Bhoodan workers and help to promote an atmosphere for Bhoodan.

131. The Committee feel that efforts could be made in giving short orientation training to the B.D.Os. with the help of Sarva Seva Sangh in the philosophy of Bhoodan movement in the training centres for B.D.Os., so that they may be of assistance in redistribution of land and in creating an atmosphere for Bhoodan in their Blocks. The Committee recommend that the Ministry should seriously consider this aspect and take suitable action in that direction.



## G. Publicity and Public Relations

### (a) *Publicity and public relations arrangements*

132. Publicity arrangements of the Ministry of Community Development are made through the Community Projects unit in the Press Information Bureau of the Ministry of Information and Broadcasting. This unit has its own organisation consisting of a Director, Deputy Director, two Assistant Directors, one Section Officer and other non-gazetted staff. The annual estimated expenditure for the year 1956-57 is Rs. 19,762 for the gazetted staff and Rs. 20,841 for non-gazetted staff. The various media employed for publicity work are the press, Publications, photographs, films broadcast talks, posters and broad sheets, songs and dramas etc. Liaison is maintained with the State Governments, with T.C.A. and non-Governmental organisations both Indian and foreign for the publicity work.

### (b) *Information and Community Centres*

133. The Fourth Development Commissioners' Conference, held in May, 1955, approved the programme to open 700 Information and Community Centres during the First Five Year Plan period and to organise such centres in most of the Blocks during the Second Five Year Plan period. During the year 1955-56 the scheme for organising Information and Community Centres was finalised and 674 Community Centres were established at Block headquarters in various States. The publicity material to these Centres is supplied free by the Community Projects Administration, the Ministry of Information and Broadcasting and the State Governments. In addition, the Block headquarters maintain basic information and exhibition material regarding the particular Block in which it is located. Four model centres have been established at Nilokheri, Sriniketan, Allahabad and Nowgong in 1955-56 to train the Social Education Organisers who will be in charge of the centres in their areas.

### (c) *Publicity Literature*

134. The literature issued by the Ministry of Community Development is of two kinds—popular and technical. The former is meant for the common man and is published in English, Hindi and regional languages. The latter is meant for the projects personnel and has been hitherto published in English. So far 53 publications of a technical nature for the guidance and use of community development staff have been issued as shown in the list attached as Appendix VII. Of these, four publications are priced publications, the sale proceeds of which are realised by the Ministry of Works, Housing and Supply and the rest are non-priced publications. The Ministry have also brought out 13 popular publications as per list attached as Appendix VIII. Under the integrated publicity programme of the Ministry of Information and Broadcasting, the cost of printing of these publications is borne by the Controller of Printing and Stationery.

135. The Ministry have so far confined themselves to the issue of literature relating to the concept of Community Projects. But the Fifth Development Commissioners' Conference, held in May, 1956, recommended for the provision of a special fund of Rs. one crore for supply of basic and cultural literature and other special educational material to project areas in accordance with the expansion programme for the community development visualised in the Second Five Year Plan.

(d) *Production of Films.*

136. The representative of the Ministry of Community Development informed the Committee that the Ministry were preparing films of particular activities in regard to irrigation, roads etc. through the Film Division of the Information and Broadcasting Ministry. In addition, the Ministry of Agriculture and the Indian Council of Agricultural Research have also brought out a number of films and they have a further programme for preparation of about 36 films during the course of next two years. Some State Governments were also preparing their own films. The representative further added that the publicity work was done by the Ministry of Information and Broadcasting but the work relating to production of material for use of field workers was done by the Ministry itself. Other publicity work like films or publicity through radio and other media was the responsibility of the Ministry of Information and Broadcasting which was the common service Ministry for that purpose employed by all Central Government organisations.

137. While noting the efforts made so far to disseminate information about the Community Development Programme, the Committee offer the following suggestions:

- (i) Each State may be requested to bring out a small publication in the regional language, indicating the progress made in different directions in the rural areas, during the First Five Year Plan, and the targets aimed at during the Second Plan.

The pamphlet should bring out in simple language the role that each village has to play in making the programme a success and thus in giving a concrete shape to Gandhiji's concept of "Ramarajya".

- (ii) *Production of films.*—The Ministry should prepare some films of its own depicting special features of different areas where good work has been done and such films can be exchanged between different parts of the country with a view to keeping the people aware of the progress in different parts.
- (iii) The various publications depicting the activities of the Community Development Programme should be made available for sale at railway book-stalls.

## H. The Future Administrative Set-up

138. According to the present arrangement, a block is first taken up for National Extension Service for a period of three years. Thereafter it has to be converted into a Community Development Block for another period of three years for a more intensive development. After this phase of intensive development is completed, the block is again to be converted into a National Extension Service Block and it is intended that this set up will remain as permanent one. At present, there are four distinct tiers of administrative machinery for the community development work, namely, the Village Level Worker, the Block Development Officer, the Development Commissioner at the State level and the Community Projects Administration at the Centre. After the phase of intensive development is completed in all the blocks covering the entire country, the question will arise whether this development machinery will continue to operate in its present form or whether it will be absorbed in the normal administrative machinery. For instance, it may be possible to retain the Village Level Worker, but he may be given the work of being the secretary of the village panchayat. Similarly, the Block Development Officer might also be retained and he may function as the secretary of the District Board. In any case the developmental work cannot remain confined merely to the V.L.Ws., B.D.Os., Development Commissioners and the C.P.A.; it has to be extended to all the branches of the Administration. A very close association of the different administrative departments including the revenue department with the development officers at various levels is absolutely necessary so that after the phase of intensive development is over, the administrative machinery does not fall into the normal bureaucratic rut, but continues to retain the enthusiasm and new approach created by the Community Development Programme.

139. The Committee suggest that the C.P.A. should give serious consideration to these aspects of the matter and evolve a suitable plan for the absorption of the newly created development machinery into the normal administrative set up of the country, so that the advantages gained thereby do not prove to be a ephemeral.

140. In the same way it would be advisable to give serious consideration to the question as to what should be the minimum size of a village and what permanent facilities in the form of local self-government, people's participation in developmental activities and other modern amenities such as, electricity, schools, hospitals or dispensaries, maternity welfare etc. are to be provided. A clear conception of a village unit and all round efforts to stabilise it by giving all the modern amenities that are normally available in towns and cities with a view to avoid the continuous emigration of village population to towns and cities appear to be necessary.

## I. Conclusion

141. The Committee have completed their examination of the estimates of the Community Projects Administration. They have already presented three reports on the subject and this is the fourth

and the last of the series. The study of the various problems concerned with the Community Development Programme in India has been a fascinating one. India lives mostly in villages. Any movement designed to improve the conditions of the villages is, therefore, a national movement. It is, therefore, natural that this subject should evoke national interest. Whether the objective laid down before the country in the Constitution, *viz.* establishment of a welfare state, will be realised in the foreseeable future will depend to a great extent on the success of this movement. As the Prime Minister has aptly said, "All over India, we have centres of human activity, which are like lamps spreading their light more and more in the surrounding darkness. This light has to grow till it covers the land". It is also necessary that these lamps burn steadily and brightly.

142. In their reports, the Committee had several occasions to criticise the slow progress achieved in various spheres. While offering these criticisms, the Committee have also kept in view the difficulties encountered specially in the earlier stages of the programme. It is true that the programme had to start from scratch, and that the gearing up of the administrative machinery from the concept of "Law and Order State" to the concept of "Welfare State" is necessarily a slow and difficult process. All the same the programme has aroused the expectations of the people. The ancient spirit of the Indian villages which was slumbering under the foreign rule has been awakened. The people are, therefore, impatient to see the concrete results. This new spirit is aptly described in the following observations of the Administrator (now the Minister) in his speech at the 5th Development Commissioners' Conference:

"Now we are talking in terms of a new age. We remained the beast of burden for the whole of the world for a period of 200 years, because the Industrial Revolution by passed us. Today every one knows that a revolution far greater than the Industrial Revolution is round the corner in the form of atomic power that is coming to play its part in our life. Fortunately we are now a free agent and conscious agent and, therefore, we should be able to make both the revolutions come in one stroke. When that happens, it is elementary common-sense that our people would not certainly permit us to think in terms of two wells for a thousand people, one doctor for 65,000 people and a thatched hut and a tree shade for a village school. They will not permit it. Our village people are also waking up and they are realising their powers. Therefore, two sets of standards—one for the villages and another for the cities—will be untenable.

If this programme goes through, and I have no doubt that it will—because none in the world can resist it—one thing at least we are going to do. The villager is going to be awakened from his Kumbhakaram slumber. When that happens he will also know how to join together. We

have an All-India Farmers' Forum which is growing. Therefore let us not talk in terms of double standards between the cities and the villages. We have to think in terms of the same standard. This disparity is already increasing in the villages and I found it from my personal experience when for seven days I worked as a village level worker. We have helped the people who have land. We have done very little for the people who do not have land. The villager is still waiting for the Ambhar Charkha so that his wife could spin some yarn and produce some cloth. These disparities have to be wiped out. Of course, we have to find the funds for maintaining the wheel of the Second Five Year Plan in motion—but if this wheel is kept in motion only at the expense of the poor, dumb and mute villagers, something certainly is going to happen and it will not be good for anyone of us particularly those who claim to be deciding the policies for the future and priorities for the future. The writing on the wall is quite clear.”

143. Here the Committee would like to stress one aspect of this problem. During the course of the tours of the Sub-Committees of the Estimates Committee, it was noticed that there is a general tendency on the part of the officials dealing with the Community Development programme to give inadequacy of funds as one of the reasons for the slow progress in various spheres. In this connection, the Committee would like to draw their attention to the following observations of the Prime Minister:

“People talk of money and money is no doubt useful. But it is the human-being that counts in the end and it is the human-beings who have made history and who have advanced the humanity, not money. If we train and prepare the right type of human-beings in India, then the rest is easy.”

144. It would be well for every official dealing with the Community Development Programme to remember that the funds earmarked for this programme during the First Plan were not fully utilised. It would, therefore, not be proper to give this as an excuse for slow progress in any sphere of activity. If the right type of leadership is created and if the co-operation of the people is sought in the right manner, the Committee are confident that money cannot stand in the way of progress.

145. It is however, very necessary to make periodical assessment of the progress made in different directions. For this purpose certain criteria for assessing the success of the movement have to be laid down and the results achieved periodically tested with these criteria. The Committee are glad to observe that the Deputy Chairman of the Planning Commission while addressing the 5th Development Commissioners' Conference in May, 1956 has indicated such criteria which can serve as a useful guide. The Committee reproduce these below:

*“Criteria for Assessing Success:*

(i) Has the Extension Movement given a plan of improvement to every family in the countryside and is it assisting these families to implement their plans? Every family should make the optimum use of irrigation facilities, consolidation of holdings, contour-bunding, increased employment opportunities, cottage industries, available social services (especially in education and health) and so on.

(ii) Is every family made fit to become a member of at least one co-operative society in its own right? An essential point is how the sections of the community which are not represented on a co-operative because they do not satisfy the tests of credit-worthiness can be rehabilitated and made credit-worthy. More broadly, is the Extension Movement benefitting the poorest sections of the villages and not only the stronger and more privileged classes? Are its services to all on an equitable basis?

(iii) To what extent the families in a village utilise a portion of their time for voluntary work for the benefit of the community? The aim should be to have permanent works of public benefit like village forests, improvement of grazing grounds, drinking water wells, roads, school buildings etc. constructed with people's participation and maintained by the village community.

(iv) Is there an active women's and youth movement in the village?

(v) Have all the improvements in individual and communal life become part of the permanent life of the village and not a mere temporary phase?

(vi) Is the Extension Service in close and continuous touch with the most up-to-date research and agricultural teaching?

(vii) Is there economy and efficiency in the operation of the Extension Service, avoiding duplication, delay and overlapping of administration?

Every progress report should give answer to these questions.”

146. In view of the fact that the instructions have been issued that every progress report should give answer to these questions, the Committee recommend that in future Annual Reports of the C.P.A. should devote a special chapter in which answers to these questions should be given clearly and in detail state-wise and for the country as a whole. The Committee are sure that if satisfactory answers to these questions are forthcoming, it would not be difficult to implement the directive principles of State policy laid down in the Constitution and to realise the ideal of Welfare State.

BALVANTRAY, G. MEHTA,  
*Chairman, Estimates Committee.*

NEW DELHI;  
The 22nd December, 1956.

## APPENDIX I

### Proforma of Block Survey Report for both C.D. and N.E.S. Blocks

#### I. GENERAL

- (i) Name of State
- (ii) Name of Block
- (iii) Type of Block  
C.D. or N.E.S.
- (iv) Year of allotment
- (v) Period to which the report relates
- (vi) Location of Block: District  
Tehsil  
(attach sketch map, scale 1 inch=4 miles)
- (vii) Block Headquarters
- (viii) Area of Block (acres)
- (ix) No. of villages in Block.
- (x) Population
  - Total (No.)
  - Adult Males (No.)
  - Adult Females (No.)
  - No. of children under 5 years
  - No. of children of age 5-16 years
- (xi) No. of families in the Block
- (xii) Principal towns with population

Town	Population
(1)	
(2)	
(3)	

#### 2. OCCUPATIONAL DISTRIBUTION OF POPULATION

##### I. Agriculturists:

- (a) Owner cultivators (No.)
- (b) Non-cultivating owners (No.)
- (c) Agricultural labourers (No.)

##### II. Landless labourers.

**III. Skilled labourers and workers:**

- (a) Arts, crafts and cottage industry workers (No.)
- (b) Workers in urban small-scale industry (No.)
- (c) Building trade workers (No.)
- (d) Transport workers (No.)
- (e) Others, specify (No.)

**IV. Other occupations:**

- (a) School Teachers (No.)
- (b) Persons engaged in administrative and supervisory services (No.)
- (c) Shopkeepers (No.)
- (d) Others, specify (No.)

V. Give a brief note on the state of employment and un-employment in the Block and state specifically with regard to the adult male population in the age-group 18—55.

- (a) No. of un-employed, and
- (b) Unemployed as per cent of total adult male population (%).

**3. Regarding arts, crafts & cottage industry [item 2 III(a) above]:**

Please furnish the following further information:—

Type of industry	No. of persons engaged in
1. Weaving	
2. Oil pressing	
3. Blacksmithy	
4. Pottery	
5. Mat weaving	
6. Toy making	
7.	
8.	
9.	

**4. SOIL AND LAND UTILISATION**

- (a) Nature of soil
- (b) Total area:
  - (i) in square miles
  - (ii) in acres
- (c) Net sown area (acres)
- (d) Area sown more than once (acres)
- (e) Total crop area (acres) (c plus d)
- (f) Current fallows (acres)
- (g) Area under forests (acres)



- (h) Cultivable waste land (acres)  
 (i) Barren and uncultivable land (acres)

## 5. RAINFALL AND IRRIGATION

### A. Rainfall:

- (i) Annual (inches)  
 (ii) Seasonal i.e., during crop season (inches)  
 (iii) Level of water table (feet).

### B. Irrigation: Nos. Area Irrigated (acres)

- (i) Wells  
 (ii) Tubewells  
 (iii) Tanks  
 (iv) Canals (miles)  
 (v) Other sources (specify)  
 Net area irrigated (acres)  
 Area irrigated more than once (acres)  
 Gross area irrigated (acres)

## 6. AGRICULTURAL PRODUCTION AND TRADE

(a) Names of Crops	Area under crops (acres)		Yield per acre (lbs.)		Production (Total mds.)
	Irrigated	Unirrigated	Irrigated	Unirrigated	

1. Rice
2. Wheat
- 3.

(b) Names of Crops	Season of			Please indicate whether major portion of the crop is exported or consumed internally.
	Sowing	Harvesting	Marketing	

1                      2                      3                      4                      5

1. Rice
2. Wheat
3. Gram
4. Cotton
5. Oilseeds

1	2	3	4	5
6.				
7.				
8.				

(c) No. of regulated/wholesale markets.

## 7. AGRICULTURAL PRACTICES

Fertilisers and seeds	Quantity used per year (mds.)	Crops for which used
(i) Chemical fertilizers (ammonium sulphate, super phosphate etc.)		
(ii) Manures (cow-dung, oil- cake, town compost etc.)		
(iii) Improved seeds.		

## 8. LIVESTOCK AND VETERINARY SERVICES

(i) Live-stock:

A. Oxen

- (a) Breeding bulls (No.)
- (b) Working bullocks (No.)
- (c) Cows (No.)
- (d) Young stock (No.)

B. Buffaloes

- (a) Male (No.)
- (b) She buffaloes (No.)
- (c) Young stock (No.)

C. Sheep (No.)

D. Goats (No.)

E. Horses and Ponies

- (a) Horses (No.)
- (b) Mares (No.)
- (c) Young stock (No.)

(ii) Veterinary and Animal Husbandry Services:

- (a) No. of Veterinary Dispensaries
- (b) No. of Key Village Centres, if any
- (c) No. of Artificial Insemination Centres not included under  
(b) above.

## 9. SYSTEM OF LAND TENURE AND PATTERN OF LAND HOLDINGS

### (i) System of land tenure.

No. in each category	Area covered under each category (acres)
Zamindari	
Ryotwari	
Inams	
Others	

### (ii) Pattern of land holdings

Size of holdings (acres)	No. of cultivators operating	Area covered (acres)
Below 1		
1 to 5		
5 to 10		
10 to 20		
20 and above		

## 10. COMMUNICATION

(i) Mileage of pacca roads

(ii) Mileage of kacha roads

(iii) No. of Railway Stations (mention line also)

(iv) Availability of Bus Service (mention number of routes and buses available)

(v) Distance of Block Headquarters from the nearest Railway Station/Bus Station/Airport (miles).

(vi) No. of Post Offices.

(vii) No. of Telegraph Offices.

## 11. LITERACY AND EDUCATION

(i) Primary Schools:                      No. of Schools                      No. of Students

(a) Ordinary

(b) Junior Basic

(ii) Secondary Schools:

(a) Middle Ordinary

(b) Senior Basic

(iii) High Schools:

(a) Ordinary High

(b) Post Basic

(iv) Percentage of literacy  
among adults (%)

**12. HEALTH AND SANITATION**

- (i) No. of hospitals/dispensaries and number of beds provided for indoor patients.
- (ii) No. of child welfare and maternity centres
- (iii) Drinking water facilities:
  - (a) No. of wells
  - (b) No. of tanks
  - (c) Is drinking water supply sufficient?
- (iv) Is drainage system satisfactory?

**13. HOUSING**

- (i) No. of kacha houses
- (ii) No. of pacca houses

**14. COOPERATION**

Type of cooperative	No. of members enrolled
Credit	
Farming	
Marketing	
Multipurpose	
Other, if any (specify)	

**15. LOCAL BODIES**

	No.	No. of villages covered
(i) Panchayats and other statutory bodies		
(ii) Non-statutory bodies like Village Councils, Vikas Mandals, etc.		

**16. REMARKS**

Mention any special features of the block, for instance whether the block has been subjected to nature's vagaries like cyclones, floods etc., during recent years and, if so, the cause and the extent of the damage.

## APPENDIX II

*Statement showing a comparative review of the performances of various States.*

As stated by the Community Projects Administration, the object of the Community Development Programme is to secure the fullest development of the material and human resources of the rural areas through co-operative effort of the people themselves in building the village community, assisted by the Government. The programme framed is, therefore, such as will lift the community to a higher level and arouse in the people enthusiasm for new knowledge and new ways of life. As this object cannot be served by insistence on the achievement of targets, the C.P.A. do not do so, but they take steps to see that the average level of performance continues to increase everywhere.

2. The C.P.A. accordingly, publish statistics showing the physical achievements in each of the States under the various series of Community Projects/Development Blocks and N.E.S. Blocks. The statistics published in their annual report for 1955-56 cover the period upto 30th September, 1955, but the statistics upto 31st March, 1956 have since been compiled and circulated separately by the C.P.A. These statistics, which show the physical achievements expressed as percentages of all-India achievements per 1,000 persons, exhibit the performance under different items of the programme. They also show the all-India achievements per 1,000 persons (in physical units) etc.

3. An examination of the statistics published by the C.P.A. with a view to find out as to how far the work done in various States from the commencement of operations to date has been satisfactory and how the performance of one State compares with that of another presents certain difficulties. For administrative and other reasons the allotment and phasing of blocks is not uniform in all the States. Thus, only Part A States have been allotted Blocks in all the series of Community Projects/Development Blocks and N.E.S. Blocks; the only exception being Madhya Pradesh which has not been allotted any Block in the 1955-56 series of N.E.S. Blocks. Out of 7 Part B States, 4, viz. Madhya Bharat, Mysore, Saurashtra and Travancore-Cochin, have not been allotted any Block in one of the series. Amongst Part C States, only Bhopal and Himachal Pradesh have been allotted Blocks in all the series. Other States have been allotted Blocks in 3 to 5 of the series, except Jammu & Kashmir which has been allotted Blocks in only 2 series. The period of the operation of the various series of Blocks also differs. For instance, while 3½ years' has been put in in the 1952-53 series of Community

Project/Development Blocks on 31st March 1956, the work done in the 1955-56 series of N.E.S. Blocks upto that date has been for a period of 6 to 12 months only. It has also been noticed that while very good work has been done on one item of work in a State in one series of Blocks little or no work has been done in that State in respect of that item in the other series. Another difficulty, which is remediable, but which makes the comparison between the performances of various States difficult, is the non-receipt of statistics from States. An important State like U.P. has not submitted figures for one of the series completely, while other states have not furnished figures for a number of items each.

4. Notwithstanding all the difficulties mentioned in the preceding para, an endeavour has been made to compare the performance of the various States and a note is enclosed at annexure A containing an analysis of the achievements of the various States under the 27 items for which the statistics are published by the C.P.A. It is fully recognised that owing to geographical and economic conditions, peculiar needs and requirements and the opportunities and resources available, the performances of the various States will differ. For the same reasons, while one state will concentrate its energies in doing work under certain items, another State will take up some other items. For instance, a State which is already well advanced in agriculture, irrigation or literacy will not have much to do under these items and will tackle some other items. But there is no reason why a State should show poor performance under almost all the items. A perusal of the annexure will show great disparity in the achievements of the various States. Amongst Part A States, while appreciable progress has been made in Assam, Bihar, Andhra, Punjab and Orissa, the work done in U.P. has not been very encouraging. The performance of West Bengal has been rather poor and results are very disappointing in Bombay, Madras and Madhya Pradesh. So far as Part B States are concerned, good work has been done in Mysore, and Pepsu, Saurashtra and Rajasthan show fair progress under some of the items. The performances of Hyderabad and Madhya Bharat are rather poor. The most unsatisfactory work has, however, been done in Travancore-Cochin. In fact, except in 3 or 4 cases, the percentages of achievement in this State are either insignificant or nil in all items. Some of the Part 'C' States like N.E.F.A., Ajmer and Coorg show some very creditable results. The performances of Delhi, Himachal Pradesh and Bhopal are also fair but Manipur, Tripura, Kutch and Vindhya Pradesh show very poor performances. The work done in Jammu & Kashmir was either insignificant or nil except under 2 or 3 items.

5. As the amount of Budget grant sanctioned for each kind of Community Project/Development Blocks and each kind of N.E.S. Blocks is the same in all States, the great disparity in the performance of various States requires explanation. But from a perusal of the published statistics it is difficult to resist the conclusion that if the C.P.A. staff and the people had shown the same enthusiasm in all States there would have been far greater progress in various directions in the areas served.

## ANNEXURE A

### I. Agriculture

#### (i) Seed distribution:

Delhi leads all the States in the matter of seed distribution with its high percentage of 732 in one of the series of blocks and 642 in another. Ajmer has also a high percentage of 716 in one of the series. Both these states were allotted blocks in only 3 out of 6 series. The work done in Uttar Pradesh and PEPSU is also creditable. Amongst other states, mention might be made of fairly good work done in Punjab, Andhra, Madhya Pradesh, Bihar, Madhya Bharat and Rajasthan. The work done in other states was generally poor, particularly in Assam, Bombay, Madras, West Bengal, Bhopal, Saurashtra, Coorg and Himachal Pradesh. Little or no work was done in Kutch, Manipur, Tripura, Jammu and Kashmir and Travancore-Cochin.

#### (ii) Fertiliser distribution:

Saurashtra, Mysore, Bihar and Coorg with their percentages of 535, 815, 611 and 597 respectively in one of the series show very satisfactory results along with Andhra where consistently good work has been done in all the series. Fairly good work has also been done in Madras, Punjab, PEPSU and Hyderabad. The work done in Bombay, Uttar Pradesh, Madhya Bharat, Travancore-Cochin and Delhi was generally poor, whereas little or no work was done in Assam, Rajasthan, Bhopal, Himachal Pradesh, Kutch, Manipur, Tripura, Vindhya Pradesh and NEFA.

#### (iii) Demonstrations held:

N.E.F.A., Andhra and Mysore held the largest number of demonstrations. The N.E.F.A. was allotted blocks in 4 out of 6 series, but its percentages in 2 of these were as high as 1404 and 1779. The percentages of Andhra were 901 and 510 in two out of the six series, whereas the percentages of Mysore were 1204, 619 and 491 in 3 out of 5 series. Coorg which was allotted blocks in only 3 out of 6 series has also high percentages of 588 and 409 in 2 of these series. The work done in Bihar, Orissa, Punjab, Uttar Pradesh, PEPSU, Bhopal and Himachal Pradesh was also fairly good but that done in other States was generally poor particularly that in Bombay, Madras, Hyderabad, Saurashtra, Delhi, Manipur, Tripura and Jammu and Kashmir.

#### (iv) Area brought under fruits:

The area brought under fruit cultivation was largest in the Punjab. Its percentages of all India achievement per 1,000 persons were as high as 3780, 1003 and 406 in three of the series. Mysore too shows a very high percentage of 2380 in one of the series. Coorg which was allotted blocks in 3 out of 6 series also shows very good results with its percentages of 1006, 678 and 253 in these series.

The performances of Himachal Pradesh and Andhra are equally good. Assam, Hyderabad, Madhya Bharat, Saurashtra and Kutch and N.E.F.A. have also done fairly good work, but the performances of other States are generally poor. The most disappointing results are those of West Bengal, Ajmer, Bhopal, Manipur and Tripura while little or no work was done in Delhi.

**(v) Area brought under Vegetables:**

While no work was done in Delhi in respect of fruit cultivation, the area brought under vegetable cultivation was the largest in this State; being as high as 1878 per cent. in one of the series. The work done in Andhra, Orissa, and Coorg has also been very good. Assam, Bihar, Punjab, Uttar Pradesh, Mysore, Pepsu, Rajasthan, Saurashtra, Manipur and N.E.F.A. show fair progress, but the work done in Madras, Hyderabad, Bhopal, Himachal Pradesh, Kutch and Tripura has been very poor. The most unsatisfactory work has been done in Travancore-Cochin and Jammu and Kashmir.

## II. Animal Husbandry

**(i) Breeding, Artificial Insemination and Key Village Centres Started:**

The work under this head has been very creditable in N.E.F.A. and Andhra States. The percentages of the former were as high as 3522 and 2200 in 2 out of 4 series. The percentages of the latter were 620, 630, 800 and 2300 in 4 out of 6 series. The work done in Punjab, West Bengal, Hyderabad, and PEPSU has also been fairly good but other states show generally poor results, particularly, Bombay, Madras, Madhya Bharat, Mysore, Travancore-Cochin, Himachal Pradesh and Coorg. Uttar Pradesh, Manipur, and Delhi have done little or no work under this head.

**(ii) Pedigree bulls supplied:**

Ajmer, which was allotted blocks in 3 of the series shows an extraordinarily high percentage of 3,486 in one of the series. Its percentage in one other series is 884. The N.E.F.A. which was allotted blocks in 4 series shows high percentage of 885 and 719 in two of these series. The work done in Andhra, Uttar Pradesh and Saurashtra was also very good and that in Delhi, Punjab, PEPSU, Bombay and West Bengal fairly satisfactory. The performances of other states were generally poor; the most disappointing being those of Assam, Madhya Pradesh, Orissa, Hyderabad, Mysore, Rajasthan, and Coorg. Hardly any work was done in Bhopal, Travancore-Cochin, Kutch and Tripura and none whatsoever in Manipur.

**(iii) Pedigree birds supplied:**

Coorg leads all other states in this item of work, its percentages in 3 series of blocks allotted to it out of 6 being as high as 1223, 724 and 984 respectively. Very good work has also been done in Mysore, PEPSU, Andhra and Punjab. West Bengal, whose achievement in other items is poor shows very good results under this item. The performances of Assam, Bihar, Orissa, Ajmer and Delhi are also



fairly good, but the remaining states show poor results. The performances of Bombay, Madhya Pradesh, Madras, Uttar Pradesh, Hyderabad and Himachal Pradesh are rather poor and very little work was done in Rajasthan, Saurashtra, Vindhya Pradesh and Jammu and Kashmir. No work whatsoever was done in Madhya Bharat, Kutch and Manipur. Perhaps some of the states are not interested in this item of work.

### III. Additional Area brought under Irrigation

The work done in Assam in the matter of bringing the additional area under irrigation is very creditable with its percentages of 298, 1011, 907 and 855 in 4 out of the 6 series. Manipur was allotted blocks in 3 series and in one of these its percentage is as high as 1630. Little or no work has, however, been done in this state in the other 2 series. Bihar, Uttar Pradesh and PEPSU have done very well and the work done in Ajmer and Punjab may also be considered to be fairly satisfactory. The performances of other states are generally poor, particularly those of Bombay, Madhya Pradesh, Mysore, Madras, West Bengal, Bhopal Himachal Pradesh, Vindhya Pradesh and N.E.F.A. Hardly any work was done in Travancore-Cochin, Tripura and Jammu and Kashmir.

### IV. Reclamation

#### (i) Area Reclaimed:

The largest area reclaimed was that in Bhopal with its very high percentages of 3640 and 2093 in two of the series. Next comes N.E.F.A. with its equally high percentages of 3852, 746 and 159 in 3 out of 5 series. The work done in PEPSU with its percentages of 245, 319, 324, 390 and 1933 in 5 out of 6 series and that in Andhra, Punjab, Madhya Pradesh, Coorg, Vindhya Pradesh and Kutch with sufficiently high percentages was also fairly good. The work done in other states was generally poor, the most disappointing being that in Madras, West Bengal, Madhya Bharat, Saurashtra, Himachal Pradesh, Manipur and Tripura. Little or no work was done in Jammu and Kashmir and Travancore-Cochin.

### V. Health and Rural Sanitation

#### (i) Drinking water wells constructed:

There are no extraordinary results under this head but Assam, Bihar and Orissa have done very good work. The work done in Punjab, Uttar Pradesh, West Bengal, Rajasthan, Bhopal, Coorg, Himachal Pradesh, Tripura, and N.E.F.A. has also been fairly satisfactory but Hyderabad, Mysore, PEPSU and Bombay show very poor results. As in other cases, the performances of Travancore-Cochin and Jammu and Kashmir are most unsatisfactory.

#### (ii) Drinking Water Wells Renovated:

The performance of Himachal Pradesh with its high percentages of 1218 and 1122 in 2 out of 6 series is the best in all states. Andhra, Assam, Bihar and Coorg have done very well and the work done in Orissa, Punjab, U. P., Mysore, Rajasthan, Manipur and N.E.F.A. was also fairly good. Bombay, Madras, Madhya Pradesh, Hyderabad,

**Madhya Bharat, West Bengal, Pepsu, Saurashtra, and Kutch show rather poor results. The performances of Travancore-Cochin and J. & K. are the poorest in all states.**

**(iii) Drains Constructed:**

N.E.F.A. with its high percentages of 845, 2573 and 335 in 3 out of 4 series of blocks allotted to it leads all other states in the matter of construction of drains, followed by Delhi which has equally high percentages of 1166 and 1470 in 2 out of 3 series. Assam, Orissa, Andhra, Coorg and Punjab have also shown good results. Fairly satisfactory work has also been done in Bihar, PEPSU and West Bengal. The performances of Bombay, Madhya Pradesh, Madras, U.P., Madhya Bharat, Rajasthan, Ajmer, Bhopal and V. P. have been very poor and no work has practically been done in Saurashtra, Travancore-Cochin, Bhopal, Kutch, and Jammu & Kashmir.

**(iv) Latrines Constructed:**

The consistently good work done in Assam in 5 out of 6 series is very creditable but no work has so far been done in that State in the 1955-56 series of N.E.S. blocks. N.E.F.A. and Delhi which were allotted blocks in 4 and 3 series respectively show high percentages of work done. The work done in Andhra, Mysore, Orissa, Bihar, West Bengal and Travancore-Cochin is also fairly good but other states show poor results particularly, Madhya Pradesh, Punjab, Madhya Bharat, PEPSU, Saurashtra, Kutch, Manipur and Vindhya Pradesh. Hardly any work was done in Bhopal.

## VI. Education

**(i) New Schools opened:**

Excepting U.P. & T.C. all states have made fairly good progress in this item of work. The most outstanding work has, however, been done in Ajmer, Bhopal and Saurashtra. Assam and Madhya Bharat have also done good work. The most disappointing performance is that of Uttar Pradesh and as in other cases no work was done in Travancore-Cochin.

**(ii) Ordinary Schools converted into basic type:**

Ajmer which was allotted blocks in only 3 out of 6 series tops all other states in this item of work with its very high percentages of 4,800 and 617 in 2 out of 3 series. Very good work has also been done in Andhra, Saurashtra and Rajasthan. The performances of Assam, Bihar, Madras, Orissa, PEPSU, Delhi Coorg, Jammu & Kashmir are also fairly good but those of Bombay, Bhopal, U.P. Punjab, Mysore, Himachal Pradesh, Tripura, N.E.F.A. and Vindhya Pradesh are poor. No work was done in Travancore-Cochin whose percentages are 6, 6 and 3 respectively in 3 series and none whatsoever in Manipur.

## VII. Social Education

**(i) Adult education centres Started:**

Ajmer takes the lead in the matter of starting adult education centres with its high percentages of 608, 307 and 911 in the 3 blocks

allotted to it. Orissa's performance is also very good and a majority of other States show fairly good progress. The results shown by Madras and U.P. are poor. Travancore-Cochin's and J. & K.'s performances are the poorest amongst all the states.

**(ii) Adults trained/under training:**

Most of the states have generally done satisfactory work under this item. Orissa, Bihar and Ajmer, however, top the list. The work done in Madhya Pradesh, Punjab, Coorg and Kutch has generally been poor. Travancore-Cochin has very low percentages and practically no work was done in Jammu & Kashmir.

**(iii) Units of peoples' organisations developed:**

Andhra, Bihar, Ajmer and Himachal Pradesh have done very good work under this item. PEPSU & U.P. might also be mentioned for their good work. Some of the other states have done fairly well. On the other hand, the performances of Bombay, Madhya Pradesh, Madras, Mysore, Manipur, N.E.F.A. & Travancore-Cochin were poor with Jammu & Kashmir coming at the bottom.

**(iv) Community Centres Started:**

Andhra and Ajmer take the lead in the matter of starting community centres with their percentages much higher than those of other states. Good work has also been done in Bihar, Orissa and PEPSU. U.P., Hyderabad, Saurashtra, Rajasthan, Himachal Pradesh, Bhopal and Assam also show fair progress, but the work done in Madras, Tripura, Travancore-Cochin was poor. Little or no work was done in Jammu and Kashmir.

## VIII. Communications

**(i) Pucca Roads constructed:**

Mysore tops all other states in this item of work. Some of the Part 'C' States, like N.E.F.A., Ajmer and Coorg also show very good progress though these were allotted blocks in only 4 or 3 out of 6 series. Madhya Bharat, Andhra, Madras, Bhopal, Delhi and Himachal Pradesh also show very good results. Himachal Pradesh did no work whatsoever in 4 out of 6 series of blocks; in the 5th its percentage is 85, but in the 6th it has the highest percentage of 1642. Similarly N.E.F.A. was allotted blocks in 4 series in two of which no work was done, but in the other two its percentages are as high as 692 and 1542. The work done in Orissa, Vindhya Pradesh and Kutch was also fairly good. Travancore-Cochin, where little or no work has been done in other items, shows percentage of 100, 0, 120, 100 and 200 under this item. The work done in other states was poor, particularly, in Assam, Bombay, U.P., West Bengal, PEPSU, Rajasthan, Saurashtra and Manipur. It is strange that hardly any work was done in Bihar under this item. No work whatsoever was done in Tripura.

**(ii) Kutcha Roads Constructed:**

Coorg's performance is only 3 out of 6 series and exceeds that of other states; its percentages in the 3 series being 1502, 1683 and 859 respectively. N.E.F.A. and Himachal Pradesh come next with their percentages of 717, 2051 and 209 in 4 out of 5 series and of 1212, 514

and 604 in 3 out of 6 series. Other states which have done well are Assam, Punjab, Mysore and Bhopal. Fairly good work has also been done in Orissa, U.P., Rajasthan, Pepsu, Manipur, Vindhya Pradesh and Tripura. The performances of other states are generally poor, particularly those of Bombay, Madhya Pradesh, Madras and Saurashtra. Practically no work was done in Kutch.

### IX. Housing

#### (i) New houses constructed:

The work done in Assam under this item is very creditable with its extraordinarily high percentage of 5050 in one of the series. N.E.F.A. also has a high percentage of 2583 in one of the series. Ajmer, Delhi, PEPSU, Punjab and Coorg have also done good work. The progress made in Andhra, Bihar, Bombay, Madras, Madhya Pradesh, Orissa, Madhya Bharat, Rajasthan, Saurashtra, Tripura, Himachal Pradesh and Vindhya Pradesh was poor and no work was done in Mysore, Travancore-Cochin and Jammu and Kashmir. Many of the states have not furnished figures for one or more series under this item.

#### (ii) Old houses reconditioned:

Here also many of the states have not furnished figures for one or more of the series. Ajmer with its high percentage of 2,523 in one of the series leads all other states. It has done no work in another series and its results for the 3rd are not available. Some appreciable work has also been done in U.P. and Hyderabad, but a great majority of states have done very little or no work under this item.

### X. Arts and Crafts

#### (i) Demonstration-cum-training centres started:

Ajmer has started the largest number of centres, with its percentages of 1150 and 2200 in 2 out of 3 series for which the figures are available. Very good work has also been done in Andhra, Assam, Orissa, Punjab, Saurashtra and N.E.F.A. The progress made in other states is very poor, the most disappointing being that in Bombay, Madras, West Bengal, Madhya Bharat, Mysore, Coorg, Delhi, H.P., Kutch and Jammu and Kashmir.

#### (ii) New co-operative societies started:

There are no extraordinary results under this item. The performances of Ajmer, Bihar, U.P., PEPSU, Delhi, Punjab, and Rajasthan are very good. Fairly satisfactory work has also been done in Assam, Orissa, Hyderabad, Saurashtra, Coorg and Himachal Pradesh. The performances of other states are generally poor, particularly those of Andhra, Bombay, Madhya Pradesh, West Bengal, Mysore, Bhopal, Kutch, Manipur, Tripura, Vindhya Pradesh and Travancore-Cochin. Practically no work was done in Jammu and Kashmir.

**(iii) New members enrolled in co-operative societies:**

In the matter of enrolment of new members in Co-operative societies, Orissa, Coorg, Ajmer, and Assam have done very good work. Mention might also be made of work done in Andhra, Bihar, Madras, Punjab, U.P., Rajasthan, Himachal Pradesh and Delhi. Other states show poor performances, particularly Madhya Pradesh, West Bengal, Bhopal, Kutch, Manipur, Vindhya Pradesh and Travancore-Cochin. Practically no work was done in N.E.F.A. under this item.

## APPENDIX III

*Statement showing types of equipment indented for import under the Technical Co-operation Mission Dollar Aid.*

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### EQUIPMENT

#### Transport

1. Jeeps
2. Pick-up Trucks
3. Station Wagons
4. Out-Board Motor
5. Jeep Truck  $\frac{1}{2}$  ton
6. Truck 3 ton capacity, 4 wheel drive
7. Truck 5 ton capacity
8. Water Tanker
9. Mobile Machine Shop

#### Social Education

10. Mobile Cinema Vans
11. Cinema Trailer Set consisting of:
  - a. Two wheel Trailer
  - b. Portable Gasoline Generator
  - c. Motion Picture Projector 16. m.m.
  - d. 35 m.m. Film Strip Projector
  - e. 150 ft. of Cable
12. Turn Table Gramophone with Microphone
13. Tape Recorders
14. Hand Camera Rollieflex
15. Battery Operated Public Address Sets
16. Epidiascopes
17. Film Unit
18. Film Strip Projector 35 m.m. Kerosene Operated
19. Hand Cameras

#### Communication

20. Road Rollers 8—10 tons Diesel
21. Concrete Mixers 7 Cft.
22. Road Rollers 6—8 tons capacity Diesel worked.

## **Reclamation**

23. Tractor D-7 80—85 H.P.
24. Motor Grader
25. Ripper
26. Tractor D-4 with Bulldozer

### **Irrigation Well Boring Equipment**

27. Portable Air Compressors
28. Jack Hammer Drills
29. Steel Drive Pipe 10" Dia.
30. Steel Drive Pipe 8" Dia
31. Submersible Pumps
32. Rotary Rigs

### **Agriculture and Animal Husbandary**

33. Tractor D-4 type without Bulldozer 40—45 H.P.
34. Brush Breaking Plows for attachment to above Tractor
35. Tractor Plows for attachment to above Tractor
36. Disc Plows for attachment to above Tractor
37. Disc Tillors for attachment to above Tractors
38. Offset Disc Harrow for attachment to above Tractor
39. Carrier Cultivator for attachment to above Tractor
40. Grain Drill for attachment to above Tractor
41. Grain Binders for attachment to above Tractor
42. Threshing Machine for attachment to above Tractor
43. Power Sprayers
44. Power Duster
45. Soil Testing Kits
46. Rubber Roll Rice Huller Steel Machine
47. Rice Hullers Hand Operated
48. Rice Hullers Hand Operated Wooden type
49. Rotary Hoes
50. Refrigerators Kerosene Operated
51. Thermoflasks
52. Artificial Insemination Sets
53. Lmasculatoms
54. Heavy duty Syringes
55. General purposes wheel type Tractor 28—30 H.P.
56. Rear Mounted Blade for attachment to above
57. Offset Disc Harrow for attachment to above
58. Mounted Disc Plow for attachment to above
59. Mounted Soil Scope for attachment to above

60. Mounted Cultivator for attachment to above
61. Mounted Tiller for attachment to above
62. Mould Board Plow for attachment to above
63. Tow Row Middle Buster for attachment to above
64. Two wheel Garden type Tractors 5 H.P.

#### **Cottage Industries Equipment**

65. Precision Grinding Machine
66. Hoat Treatment Furnace
67. Drilling Machines
68. Engine Lathes
69. Universal Milling Machines
70. Electric Welding Plants.

#### **Health**

71. Clinic Cars
72. Microscope Binoculars
73. Obstetric Beds
74. X-Ray Equipment
75. Primary Health Unit
76. Pressure Sterilizers
77. Portable Sterilizers
78. Haemocytometers
79. Photometers
80. Haemoglobinometers
81. Mobile Health Vans

#### **Administrative Intelligence**

82. Calculating Machine, Electrically operated.



## APPENDIX IV

*Statement of equipment yet to be received against indents placed*

Total funds provided under the Agreement	\$ 12,771,860,00
Cost of equipment already received	\$ 8.6 million (Approximate)
Equipment yet to be received, detailed below:	\$ 4.2 million (approximate)

S. No.	Equipment	Qty.	Remarks
1	2	3	4
1	Jeep . . . . .	603	
2	Station Wagons . . . . .	12	
3	Pick-up Trucks . . . . .	6	
4	Jeep spares . . . . .	1445 Sets	
5	Cinema Trailer Sets . . . . .	236	
6	Portable Gasoline Generating Sets . . . . .	2	
7	Tape Recorders . . . . .	564	
8	Hand Cameras . . . . .	501	
9	Epidiascopes . . . . .	579	
10	Battery Operated Public Address Sets . . . . .	541	
11	Microphones . . . . .	600	
12	Record Players . . . . .	600	
13	Audio Vans . . . . .	1	
14	Tractor D-7 . . . . .	2	
15	General Purposes Wheel Tractors 20 <sup>1</sup> / <sub>2</sub> 8 H. P. . . . .	9	
16	Farming Implements for the above . . . . .	Lot	
17	Tractors D-4 . . . . .	8	
18	Artificial Insemination Sets . . . . .	2209	
19	Refrigerators Kerosene Operated . . . . .	293	
20	Thermoflasks . . . . .	2364	
21	Traction Dynameters . . . . .	3	
22	Motor Graders . . . . .	3	
23	Road Rollers . . . . .	21	

1	2	3	4
24	Sheep Foot Rollers . . . . .	2	
25	Concrete Mixers . . . . .	3	
26	Mobile Health Vans . . . . .	27	
27	Portable X-Ray Sets . . . . .	4	
28	Vibrating Soil Compactors . . . . .	2	
29	Microscopes Binoculars . . . . .	13	
30	Obstetric Beds . . . . .	8	
31	Sterilizers of sorts . . . . .	30	
32	Haemocytometers . . . . .	44	
33	Haemoglobinometers . . . . .	18	
34	Centrifuges . . . . .	25	
35	Rotary Bon Saw . . . . .	1	
36	Albucomper Fracture & Orthophedic Table	1	
37	Light Surgical Major Ceiling suspending.	1	
38	Submersible Pumps . . . . .	6	
39	Electrical Equipment for West Bengal .	Lot.	
40	Printing Press Machinery for Nilokheri .	Parts	
41	Cottage Industry Equipment for Orissa	10 Items	
42	Air Compressors with Jack Hammer Drills . . . . .	8	
43	Printing Press Machinery for Faridabad.	Parts	
44	Percussion Drilling Rigs with acces- sories . . . . .	4	
45	Truck Mounted Reverse Circulating Rotary Drills with accessories . . . . .	1	
46	Trucks 14000 lbs. 4 wheel drive . . . . .	8	
47	Calculating Machines . . . . .	50	
48	Medical Books . . . . .	34	

APPENDIX V

Statement showing the statewise distribution of equipment imported under operational agreement No. 8. and supplements thereto.

Serial No.	State	Transport Vehicles.	Mobile Cinema Units.	Tape Recorders.	Battery Operated Public Address Sets	Epidiascopes.	Hand Cameras.	Cine Cameras.	Tractor D.7 80-85 H.P.	Motor Graders.	Rippers.	Tractor of Sorts with Farming implements	Artificial insemination Sets.	Refrigerators or Kerosene operated.	Thermo-basks.
I	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1	Andhra	97	19	—	—	—	—	—	—	—	—	—	25	25	—
2	Assam	69	19	—	7	—	7	—	—	4	—	10	22	27	110
3	Bihar	190	22	15	22	15	15	—	—	5	—	—	10	29	115
4	Bombay	130	33	12	12	—	12	—	2	2	—	8	36	36	20
5	Madhya Pradesh	175	25	—	19	4	3	—	6	8	—	12	16	16	80
6	Madras	130	36	—	—	—	—	—	6	—	—	2	37	37	—
7	Orissa	90	13	—	—	—	8	—	—	—	—	—	15	33	65
8	Punjab	91	23	—	—	—	—	—	—	1	—	—	7	7	35
9	Uttar Pradesh	267	44	4	—	—	23	2	2	2	—	30	15	17	85
10	West Bengal	80	14	11	—	—	19	—	6	1	—	—	—	—	—
11	Hyderabad	82	16	2	1	—	9	—	3	3	3	12	3	12	60
12	Madhya Bharat	48	11	1	7	—	4	—	—	1	—	7	10	10	—
13	Mysore	47	7	—	1	—	1	—	2	—	1	1	10	7	5
14	P.E.P.S.U.	37	6	—	—	—	—	—	—	—	—	—	10	10	—
15	Rajasthan	89	15	7	—	7	3	—	—	—	—	9	16	19	45
16	Saurashtra	23	6	—	—	—	—	—	1	—	—	5	—	—	—
17	Travancore-Cochin	45	10	—	2	3	1	—	—	—	—	6	7	14	25
18	Ajmer	9	2	—	—	—	—	—	—	—	—	—	1	2	7
19	Bhopal	26	7	1	—	—	—	—	1	1	1	8	7	7	15
20	Coorg	8	3	—	1	—	1	—	—	—	—	2	4	—	15
21	Delhi	8	1	—	—	—	—	—	—	—	—	—	—	7	15
22	Himachal Pradesh	28	7	1	4	4	2	—	—	—	—	—	3	7	—
23	Kutch	7	2	—	—	2	1	—	—	—	—	1	1	1	5
24	Manipur	7	1	—	1	—	—	—	—	1	—	—	1	1	5
25	Tripura	8	2	—	—	—	—	—	—	1	—	—	1	3	5
26	Vindhya Pradesh	24	6	—	—	—	—	—	—	1	—	3	1	—	9
TOTAL		1,815	350	54	77	49	109	2	29	31	6	118	263	325	716

Statement showing the Statewise distribution of equipment imported under a special agreement No. 8 and supplement the equipment.

Serial No.	State	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34
		Rice Hullers.	Power Sprayers.	Soil Testing Kits.	Emasculators.	Heavy Duty Syringes.	Pumping Sets with Pipes and Fitting.	Portable Rotary Drills.	Road Rollers.	Concrete Mixers.	X-ray Sets	Primary Health Units.	Microscope Monocular.	Microscope Binoculars.	Obstetric Beds.	Machines and Sorts.	Mobile Machine Shops.	Heavy Electrical Equipment.	Remarks.
1	Andhra							1											
2	Assam	3	2				20						8						
3	Bihar		2				3		4				3			1			
4	Bombay	3					18		1										
5	Madhya Pradesh	3	2				6		1										
6	Madras	3	7				6		2			12							
7	Orissa	3							9			10							
8	Punjab		2				5		2		3	8			2*				
9	Uttar Pradesh	3	9					2	1			18							
10	West Bengal	3					22		2			16			7				
11	Hyderabad	3	5	10	30	30			4			3	4				Lot.		
12	Madhya Bharat		4				1		4										
13	Mysore	3	4						1										
14	P.E.P.S.U.		4						1										
15	Rajasthan								1										
16	Saurashtra											4	6						
17	Travancore-Cochin		5					3											
18	Ajmer						4	1	1			3	2	1		6	1		
19	Bhopal								1				4						
20	Coorg						73												
21	Delhi						10												
22	Himachal Pradesh	3							1						2				
23	Kutch													3		3			
24	Manipur									2					2				
25	Tripura									1									
26	Vindhya Pradesh						7						2						
TOTAL		30	42	10	30	30	169	4	38	11	3	7	95	7	12	8	2	Lot.	

\*Printing Press Machinery for Nilokheri and Printing Press Machinery for Faridabad indentured by the Ministry of W.H.&S., New Delhi.

## APPENDIX VI

*Statement showing State-wise distribution of Audio-Visual Aid Equipment*

Serial No.	State	Projectors		Tape Recorders	Epidiascopes
		16 M.M.	35 M.M.		
1	Andhra	.	19	..	.
2	Assam	.	19	..	11
3	Bihar	.	22	15	15
4	Bombay	.	33	12	..
5	Madhya Pradesh	.	25	..	4
6	Madras	.	36	..	..
7	Orissa	.	13	..	..
8	Punjab	.	23	..	1
9	Uttar Pradesh	.	44	4	1
10	West Bengal	.	14	11	..
11	Hyderabad	.	16	2	..
12	Madhya Bharat	.	11	1	..
13	Mysore	.	7	..	1
14	PEPSU	.	6	..	..
15	Rajasthan	.	15	7	7
16	Saurashtra	.	6	..	..
17	Travancore-Cochin	.	10	..	3
18	Ajmer	.	2	..	..
19	Bhopal	.	7	1	..
20	Coorg	.	3	..	..
21	Delhi	.	1	..	..
22	Himachal Pradesh	.	7	1	4
23	Kutch	.	2	..	2
24	Manipur	.	1	..	..
25	Tripura	.	2	..	..
26	Vindhya Pradesh	.	6	..	..
<b>TOTAL</b>		.	350	54	49

## APPENDIX VII

### Details of Community Projects Administration Publications (Tech.)

Sl. No.	Name of Publication	No. of copies printed so far	Cost of Printing	Price	Sale Proceeds
1	2	3	4	5	6
1	Community Projects— A Draft Outline.	1st impression 2000 2nd impression 5000 3rd impression 5000	Non-paying Deptt.	Placed for sale @ -/6/- per copy.	Sale proceeds collected by Ministry of W.H.& S.
2	Summary Record of 1st Development Commission-ers' Conference—1952.	2000	Do.	..	..
3	Community Projects—A Draft Handbook.	1st impression 5000 2nd impression 8000	Do.	515 copies placed for sale @ 1/4/- per copy with the Manager Publications.	Sale proceeds collected by the Ministry of W.H. & S.
4	Palm Gur Industry	1st impression 2000 2nd impression 3000 3rd impression 3000	Do.	1000 copies placed for sale @ -/4/- per copy.	Sale proceeds collected by the Ministry of W.H & S.
5	Manual for V.L.Ws.	1st impression 3000 English and 2nd impression 5000 Hindi 3rd impression 5000 version each	Do.	Not priced	Does not arise

6	Inaugural Address by Sri V. T. Krishnamachari on the occasion of the inauguration of the social education course at Nilokheri.	1st impression 3000 2nd impression 5000 3rd impression 5000	Do.	Do.	Do.
7	Remarks by Shri V. T. Krishnamachari at the Development Commissioners' Conference.	1st impression 3000 2nd impression 5000	Do.	Do.	Do.
8	Rural Development through self-help—By Dr. K. N. Katju.	3000	Do.	Do.	Do.
9	Orientation and Training Course for Projects Executive Officers at Nilokheri.	1st impression 3000 2nd impression 3000	Do.	Do.	Do.
10	Hand made paper industry	1st impression 2500 2nd impression 3000	Do.	Do.	Do.
11	Latrines for improved methods of excreta disposal in villages.	1st impression 2000 2nd impression 5000 3rd impression 5000	Do.	Do.	Do.
12	Report 1952-53: Community Projects Administration.	2000	Do.	Do.	Do.
13	Organisation for a National Extension Service and Expansion of the C.D. Programme.	1st impression 15000 2nd impression 5000 3rd impression 10000	Do.	Do.	Do.





24	Manual for Village Road construction.	1st impression 3000 2nd impression 5000	Do.	Do.	Do.
25	Manual on Rural Housing	10000	Do.	5000 copies placed for sale @ Rs. 2/14/- per copy	Sale proceeds collected by the Ministry of W. H. & S.
26	Syllabus for Training of B. D. Os.	1st impression 2000 2nd impression 2000	Do.	Not priced	Does not arise
27	Important letters issued by C.P.A.	3000	Do.	Do.	Do.
28	Summary Record of 3rd Development Commissioners' Conference 1954.	3000	Do.	Do.	Do.
29	Main Recommendations and conclusions of 3rd Development Commissioners' Conference 1954.	3000	Do.	Do.	Do.
30	Manual for V.L.W. Record	1st impression 4000 2nd impression 8000	Do.	Do.	Do.
31	C.D. Programme in India presented at Bandung Conference.	1st impression 5000 2nd impression 10000	Do.	Do.	Do.
32	Manual on Social Education	1st impression 3000 2nd impression 10000	Do.	Do.	Do.

1	2	3	4	5	6
33	Remarks by Shri V. T. Krishnamachari at the 4th Development Commissioners' Conference 1955.	5000	Non-paying Deptt.	Not priced	Does not arise.
34	Main recommendations and conclusions of 4th Development Commissioners' Conference 1955.	5000	Do.	Do.	Do.
35	Summary Record of 4th Development Commissioners' Conference.	3000	Do.	Do.	Do.
36	Manual on Health . . .	3000	Do.	Do.	Do.
37	Broadcast talk by Shri V. T. Krishnamachari.	10000	Do.]	Do.	Do.
38	Broadcast talk by Shri S. K. Dey.	10000	Do.	Do.	Do.
39	Village Play . . .	5000	Do.	Do.	Do.
40	Bee-keeping . . .	10000	Do.	Do.	Do.
41	C.P.A.—Report 1954-55 . . .	5000	Do.	Do.	Do.
42	Information and Community Centre—A Manual.	10000	Do.	Do.	Do.

43	Primary Health Centre (Tech.)	5000	Do.	Do.	Do.
44	Draft Manual on Administrative Intelligence.	10000	Do.	Do.	Do.
45	C.P.A.—Report 1955-56	10000	Do.	Do.	Do.
46	Taking a visitor round	10000	Do.	Do.	Do.
47	Ram Raja in Action	10000	Do.	Do.	Do.
48	C.P. & N.E.S. Blocks upto July, 1956.	3000	Do.	Do.	Do.
49	Rabi Crop Estimate Survey	10000	Do.	Do.	Do.
50	C.D. Programme in India by Shri M. L. Wilson.	10000	Do.	Do.	Do.
51	Guide for students/teacher apprentices in village development.	10000	Do.	Do.	Do.
52	Random Thoughts	25000	Do.	Do.	Do.
53	C.D. Programme—Pamphlet presented to Marshal Bulganin.	10000	Do.	Do.	Do.

## APPENDIX VIII

### *Details of Community Projects Administration Publications (Popular).*

Sl. No.	Name of Publication	No. of copies printed so far	Cost of printing	Price	Sale proceeds
1	2	3	4	5	6
1	A Road to New India (Folder)	25000		Not priced	Does not arise.
2	C.P.A. Better series :		Integrated Publicity		
	(a) Better Irrigation	In 10000 copies each in English and Hindi 3 to 5 thousand in each regional language.	I.P.P.	Do.	Do.
	(b) Better Seeds		I.P.P.		
	(c) Better housing		I.P.P.		
	(d) Better Farming		I.P.P.		
	(e) Better Roads		I.P.P.		
	(f) Social Education		I.P.P.		
	(g) Better Health.		I.P.P.		
3	Random Thoughts (abridged)	10000		Do.	Do.
4	5 1/2 lakh villages on the move.	2000		Do.	Do.
5	Training for village work	5000		Do.	Do.
6	Pure water for villages	10000		Do.	Do.

7	Primary Health Centre	1000	I.P.P.	Do.	Do.
8	*Kurukshetra' Symposium	2500	I.P.P.	Do.	Do.
9	Community Projects—A Road to New India (English, Hindi and 10 regional languages).	1st impression 5000 (English). 2nd impression 10000 (10000 Hindi 5000 in each regional language)	I.P.P. I.P.P.	Do. Do.	Do. Do.
10	Building for Tomorrow (English and Hindi).	10000 copies each.	I.P.P.	Do.	Do.
11	Soil in Rural Development	3000 copies	I.P.P.	Do.	Do.
12	'Kurukshetra' Series: (a) Brick Kiln Cooperatives (b) The village ' Ghani'	1000 copies 1000 copies.	I.P.P.	Do.	Do. 3
13	Road to Welfare State (English, Hindi and regional) Malayalam, Marathi, Gujrati and Tamil.	10000 copies each In English and Hindi 3000 copies each 5000 copies.	I.P.P.	Do.	Do.

\* This is a priced publication printed under the I.P.P. 2500 copies have been received 'gratis' from Publications Division by C.P.A.

## APPENDIX IX

*Statement showing the Summary of Conclusions/Recommendations.*

S. No.	Ref. to Para No. of the Report	Summary of Conclusions Recommendations
1	2	3
1	20 & 21	The Committee would like to point out that unless co-operative marketing is developed rapidly the efforts for improving the village industries will prove to be abortive.
2	25 and 25(i)	<p>The Committee note that the progress so far made in the development of co-operative organisations in the Project and N. E. S. areas has been uneven. The Committee, therefore, recommend that for the organisation of the Co-operative Societies the Ministry should :</p> <p>(a) Lay down a definite minimum programme to be followed uniformly in all the blocks on the lines recommended by the State Co-operative Ministers' Conference and the Rural Credit Survey Committee, emphasising that the co-operatives as far as possible should be evolved out of the felt needs of the people themselves and should be able to stand on their own feet without too much of official patronage.</p> <p>(b) Make necessary arrangements for the] collection of data in respect of the following to assess the progress in the blocks as recommended by Fifth Development Commissioners' Conference held in May, 1956 ;</p> <ol style="list-style-type: none"> <li>(1) Number of new co-operative societies started ;</li> <li>(2) Number of new members enrolled in new and existing co-operative societies ;</li> <li>(3) Amount of share capital raised from members ;</li> <li>(4) Names, quantity and value of agricultural commodities marketed through primary marketing societies; and</li> <li>(5) Number of godowns constructed by co-operative societies.</li> </ol>

(c) Further information should also be collected in respect of the societies existing in the block areas prior to the start of Community Development Programme to facilitate comparison.

3      25(ii) b      The Committee recommend that a programme of co-operative education on the lines of that launched in Etawah Pilot Project U. P. should be chalked out for other Blocks also specially emphasising the need to transform the outlook of the people so that they do not indulge in any wasteful or extravagant expenditure on social and religious ceremonies and to inculcate the habit of thrift by popularising the National Savings Certificates Scheme in the Block areas.

4      25(iii)      • In regard to credit facilities the Committee suggest that the following recommendations of the Fifth Development Commissioners' Conference should be implemented ;

(a) Both the *taccavi* and co-operative credit should be expanded as far as possible and the State Governments should ensure that there is no duplication in the advance of loans from co-operatives and Government sources.

(b) Rules and regulations relating to *taccavi* should be examined and liberalised as far as possible with a view to providing adequate credit to the so called non-creditworthy applicants.

(c) Uniformity in the rate of interest charged by the Co-operative Societies should be brought about.

Further, the recommendations of the Rural Credit Survey Committee to extend loans for credit-worthy purposes as distinguished from credit-worthy persons should be made widely applicable to the grant of loans for productive purposes and in the field of agriculture co-operative credit and co-operative marketing should go hand in hand as rightly recommended by the Programme Evaluation Organisation.

5      25(iv)      • The Committee feel that a large portion of time of the V. L. Ws. is spent in the distribution of seeds and fertilisers with the result that they are left with

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comparatively less time for performing their important duties and functions. This work should be brought within the purview of the cooperative organisations relieving the V. L. Ws, to do the job for which they are meant.

- 6      25(v)      The Committee note with satisfaction that the great need for having co-operative societies for processing, marketing and supplies with adequate facilities for godowns and ware-houses, has been taken due notice of by the Ministry of Food & Agriculture and a Central Co-operative Development and Warehousing Board has been set up to promote a speedy development of co-operatives with due regard to marketing, ware-housing and purchase facilities under the Second Five Year Plan. With the encouragement of cottage industries and village crafts the necessity of marketing and purchase facilities will be great in the villages and necessary arrangements should, therefore, be made through co-operative organisations to see that the cottage industries do not suffer for want of these facilities now as they have suffered in the past. The object of having a minimum of five large size multipurpose societies for each Block of 100 villages should be fulfilled in all the Blocks. The ultimate aim should be to create conditions similar to those in China where both minimum prices and markets for agricultural products have been guaranteed.
- 7      25(vi)      A Sub-Committee of the Estimates Committee which visited Development Blocks in Orissa State, noticed that 19 Gram Panchayats around Rourkela, where a big steel plant was being set up, had organised a co-operative society for marketing the daily necessities of life in the new township. The Gram Panchayats had purchased shares worth Rs. 7,500 in the Co-operative Society to which they also advanced a loan of Rs. 18,000 from their Gram Fund. With this amount the Panchayat Co-operative Society had started four stalls in the new township of Rourkela which supplied general merchandise, grocery, vegetables and fruits, meat and eggs to the township. The different Panchayats procured from the villages vegetables, fruits, eggs, rice, and pulses etc. at convenient centres for supply to the Co-operative Society stalls at Rourkela. The Panchayats were also encouraging local
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production of the commodities required by the stalls for which loans were being advanced to the villagers with the result that some big vegetable and poultry farms had already been set up. The Panchayats were also considering in consultation with the development authorities to promote dairy farming in the villages so that milk and milk products could also be supplied to the co-operative stalls at Rourkela. In this way the Panchayats were not only increasing their sources of revenues but also encouraging development of food supplies, poultry and dairy products in the villages. This example may with advantage be followed in other blocks wherever there are possibilities of its successful working.

- 8            25(vii) The Committee feel that in a country like India with great pressure on land and with farmers of poor means and small holdings, co-operative farming has great possibilities. Whenever the land has been reclaimed or the Government lets out the land for the purpose of farming, it should be made obligatory as a rule that the farmers should do the work on a co-operative basis so as to serve as a model to others to take up farming on a similar line.
- 9            27 In any programme of development of villages, it is very necessary to make adequate provision for developing the means of communications by which villages can be made easily approachable for vehicular traffic throughout the year with special attention to the improvements of country carts.
- 10           28 The Committee suggest that the C.P.A. should endeavour to see that the target laid down in the Nagpur Plan, *viz.*, that no village in a well developed agricultural area should remain more than 5 miles from a main road, is achieved by the end of the Second Plan in the areas covered by the Community Development Programme.
- 11           36 In view of the important role that the roads play in the social and economic development of the areas, the Committee recommend that necessary action should be taken by the Block authorities to connect all villages in the Block with main roads and also all important villages in the Block with its headquarters.

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by constructing at least kutchha approach roads as recommended by the Planning Commission and satisfactory arrangements should be made for the maintenance of such roads by specifically entrusting the responsibility to Panchayats or local bodies. The Committee also endorse the suggestion of the P.E.O. that there is a great need of research in the field of construction and maintenance of village roads in that any improvement which could be easily and cheaply adopted to prolong the life of roads and the introduction of labour saving devices in that field would be of a tremendous advantage.

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37 The sub-Committee of the Estimates Committee which visited the various Community Development and N.E.S. Blocks in the country noticed that the villages which were located on both sides of the pucca roads received more attention in the matter of development than those which were situated in the interior of the Block and were not connected with roads. The Committee feel that this tendency should not be allowed to continue as it is likely to create a feeling of frustration in those villages and all efforts should be made to connect the villages in the interior with approach roads in the first instance to avoid the possibility of lopsidedness in the progress within a Block.

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38 The Committee feel that the development of rural transport should have a special place in the programme of Community Development as the economic development of villages to a large extent is dependent on the improvement in transport. The Committee, therefore, further recommend that special attention should be paid to the improvement of country carts and necessary research should be made in that direction to improve upon the existing pattern of country carts at a cheaper cost.

38 The Committee suggest that special efforts should be made to provide rubber tyres on bullock carts and hand carts. This improvement will prolong the useful life of the carts and will also reduce the maintenance cost of the village roads. In view of the huge programme of road construction that would be undertaken

- during the Second Plan, concrete proposals emanating from the Central Road Research Institute would be of immense value. The Committee suggest that the C.P.A. should maintain a very close liaison with the Institute for this purpose.
- 15 38 The sub-Committee of the Estimates Committee that visited the Central Road Research Institute at Delhi found that useful research is being carried on on the problems connected with road construction with a view to evolve new specifications which would reduce the cost and extend the use of indigenous materials. The problem of the absorption of moisture by the different types of walls during rainy season is also having specially studies. The Committee suggest that the results of these experiments should be widely popularised in the villages so that the best types of moisture resisting walls in various rainfall zones could be used extensively.
- 16 43 The Committee recommend that the Ministry of Community Development should see that full advantage is taken of the development plan of the Ministry of Communications in providing post offices and other communication facilities in the villages in Community Development and N.E.S. Blocks. At the headquarters of the Blocks, facilities should invariably be provided for depositing money and its withdrawal.
- 17 44 The Committee suggest that weather forecast messages received from the Meteorological Department should be fully explained by the Gram Sevaks to the farmers so that they may be able to take precautionary measures to the extent possible.
- 18 55 The Committee suggest that the C.P.A. should take early steps in consultation with the States concerned to see that the terms for grant of loans are liberalised in all the States and that the powers for the grant of loans are sufficiently delegated.
- 19 60-61 The Committee would like the C.P.A to exercise constant vigilance to ensure that the three objectives mentioned below, kept in view by the Village and Small Scale Industries Committee appointed in 1955 are realized early:—
- (1) to avoid, as far as possible, during the period of the Second plan, further techno-

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logical unemployment such as occurs specially in the traditional village industries;

(2) to provide for as large a measure of increased employment as possible during the plan period through different village and small industries ; and

(3) to provide the basis for the structure of an essentially decentralised society and also for progressive economic development at a fairly rapid rate.

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68 The Committee feel that there is a shortage of trained technicians in the country and the arrangements made so far are not enough to meet the requirements of trained technical teachers and craftsmen. The Committee therefore, suggest that the services of the existing training schools attached to various big factories in public sector at Perambur, Sindri, Chittaranjan and also in the Defence Industries which have got modern machinery should be utilised to the fullest extent. Further there are people technically trained who have retired from the army. They can be profitably absorbed in training jobs in the block areas. The Committee were glad to learn from the representatives of the Ministry that the Small Scale Industries Board had set up a committee with the representatives of various Ministries to go into the entire question of requirements of artisans of various broad categories for small scale industries and to recommend as to what extent these people could be trained by extending the facilities in the existing industrial undertakings and by opening new centres. The Committee hope that the recommendations of that Committee will be implemented without undue delay.

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69 So far as the question of improving the skill of village artisans is concerned the Committee feel that unless satisfactory arrangements are made for the marketing of the goods produced by village craftsmen and providing them with necessary credit facilities, improvements in the village industries and crafts cannot be sustained and there is every danger of the

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village artisans again relapsing into the previous state. The Committee, therefore, recommend that the development of village industries and village crafts should be followed side by side with the development of co-operatives in the villages to look after the needs of the village craftsmen especially in the matter of organisation, finance, guidance, equipment and marketing.

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74 The Committee feel that a sort of rough estimate should have been made in the Community Development areas to assess the extent of un-employment and under-employment in each village or in each Village Level Worker's circle for guidance of the Project/Block Team and to determine the extent of the problem to be tackled in that respect in the Project/Block areas. The services of university students, village teachers and other honorary workers could have been enlisted for that work without much expense. The Committee, therefore, recommend that action on these lines should be taken and the problem tackled in the light of the results of the survey in a planned way by fitting the un-employed and under-employed persons in the programme of cottage industries and village crafts in each Block.

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76 The Committee feel that bee-keeping is not only important in that it provides additional employment and income but also because it increases agricultural production by facilitating pollination in field crops. The Committee, therefore, recommend that the Ministry should take more interest in the development of agriculture in the Block areas wherever there good possibilities for its development by encouraging and training the farmers and other people in the villages in proper methods of bee-keeping.

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79 The Committee suggest that in view of the financial potentiality of sericulture, the Ministry may consider the desirability of extending the rearing of silk worms to other Blocks where the climatic conditions are not unfavourable.

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- 25            82    The Committee feel that in view of the importance of pucca bricks for construction of village drains, lanes, seakage pits, bath-rooms, urinals, houses and other sanitary conveniences and above all to provide additional employment to landless labour in villages, more attention should be paid to the brick-kiln industry in the Block areas. The Committee, therefore, recommend that vigorous steps should be taken by the C.P.A. to develop brick-kiln industry on co-operative basis in all the Blocks under the N.E.S. on the same lines as in U.P.
- 26            84    The Committee feel that if suitable wind mills for rural areas could be designed by the Council of Scientific and Industrial Research at reasonable costs, they will be of great help in the rural areas in promoting cottage industries. The Committee, therefore, recommend that efforts in this direction should be intensified, so as to achieve concrete results.
- 27            88    The Committee regret to note that in spite of the emphasis laid on the importance of adequate and accurate records by the Programme Evaluation Organisation in their two consecutive reports, not much progress was made in this direction.
- 28            89    The Committee are glad to note that the importance of standardisation and proper maintenance of records has at last been fully realised and that the C.P.A. has brought out a Draft Manual on Administrative Intelligence in December, 1955, wherein an effort has been made to standardise the records, returns and reports to be prepared at various levels. The Committee hope that no further time will be lost in implementing the various suggestions incorporated in the Draft Manual.
- 29            95    The Committee recommend that the work of setting up proper machinery for the collection and collation of the necessary data for the proper assessment of the Community Development Programme at various levels (*viz.* State, District, Project and Block) should be finalised as early as possible.
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30	97	The Committee suggest that some of the officials of the Progress and Planning Branch attached to the Headquarters, should occasionally visit the Statistical Offices in various States to see that statistics are being compiled according to the instructions laid down. Similarly, the officials of the Statistical Offices in the States should check and supervise the statistics compiled by the V.L.Ws. to ensure accuracy.
31	99	The Committee regret to note that the suggestion of C.P.A. to State Governments, that the latter should undertake a survey of the project areas as a first step to the formulation of actual schemes of Community Development has not been implemented fully by all the State Governments. The Committee suggest that special efforts should be made for the implementation of this suggestion by all the State Governments at a very early date.
32	100	The Committee suggest that the items indicated in appendix XI of their 38th Report may be suitably incorporated in the Block Survey Report proforma.
33	101	The Committee would suggest that the machinery of the Programme Evaluation Organisation may, if necessary, be strengthened further to enable it to undertake some surveys like the 'Bench Mark Survey'.
34	103	The Committee feel that it is essential that the various records and reports prepared by V.L. Ws. are properly scrutinised, analysed and tabulated at appropriate levels.
35	106	In regard to item X of the proforma for the quarterly progress Report of the Blocks "Progress Indicators", the Committee suggest that the items on the lines indicated in appendix XI of their 38th Report may also be incorporated so as to make these indicators more exhaustive.
36	107	The Committee find that the annual reports of the Community Projects Administration are very sketchy and do not give sufficient detailed information. They recommend that the annual reports should henceforth follow the pattern of the revised proforma for the Quarterly Progress

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		Reports. Similarly it would prove useful as well as informative if each State Government compiles figures on various items of work block-wise, indicating the district in which the block is situated.
37	112	The Committee feel that a satisfactory method of physical assessment of the achievements should have been evolved earlier to facilitate comparative analysis of progress at different levels with a view to giving clear idea of work done in different blocks in different States. They suggest that the recommendations of the sub-Committee referred to above should now be implemented with the least possible delay.
38	113	With the limited data available at their disposal the Committee have attempted a comparative review of the performances of various States, as given in appendix II. The Committee suggest that more detailed reviews of this type should be prepared and circulated to the State Governments by the C.P.A.
39	119	The Committee suggest that an expert committee of 2 or 3 persons should be appointed to go into the question of the imported equipment from a broader angle and recommend rationalised distribution of the same according to the needs of the areas concerned. The feasibility of revising the agreement suitably by negotiation might also be examined.
40	121	The Committee are of the opinion that there is great scope for popularising the small savings movement in villages and suggest that this item may be included as one of the aims of the Community Development Programme and the village panchayats should be encouraged to take active interest in organising the small saving campaigns in their areas on the lines suggested by the Fifth Development Commissioners' Conference. The Committee also suggest that the results achieved should be indicated in the Annual Report of the C.P.A.
41	123	The Committee find from the manual of Social Education issued by the C.P.A. that one of the items in syllabus in the first test (stage) in social education recommended by the Ministry of Education, Government of India, is "evils of drinking".



- The Committee are of the opinion that the Social Education Organisers should lay greater stress than hitherto, on the eradication of various social evils such as drinking country wine, incurring heavy expenditure during social functions, addiction to Ganja, tobacco, opium, gambling, committing crimes, like cutting others' crops or damaging it by letting one's own cattle graze it or stealing away others' cattle and the like.
- 42 125 The Committee regret to note that although over 9 years have elapsed since India achieved independence, the question of having Hindi names which will catch the imagination of the people and which will convey something of the significance of the activities to the rural people has not yet been seriously thought of. The Committee feel that there might be many suitable names in Sanskrit and Buddhist literature or in Kautilya's works. The Ministry can also enlist the help of people who are in touch with the ancient culture and background and who will be able to suggest something which people can readily accept and understand. The Committee suggest that the C.P.A. should take early steps, in consultation with the Education Ministry to evolve suitable terminology in Hindi for replacing the existing English phrases which are not understood by the villagers, and which, therefore, do not catch their imagination.
- 43 129 The Committee understand from the C.P.A. that the entire question of work-load of the Village Level Worker was under examination and as such the Committee recommend that the views of different persons on the subject should be given full consideration and the work-load of Gram Sevak should be so fixed that he may be able to discharge his duties effectively instead of wasting his time and energy in doing things which are of minor importance. One way of doing that, in the opinion of the Committee, is that the work in connection with distribution of seeds and fertilizers in the villages which is at present done by the V.L.Ws, should be entrusted to the Panchayats and Co-operatives in the villages wherever they exist. This will enable the V.L.Ws. to devote more time to extension work. The feasibility of reducing the number of villages under the charge of a V.L.W. should also be examined. The Committee also suggest that the feasibility of providing a cycle to the V.L.W. to improve his mobility should also be examined.

- 44 131 The Committee feel that efforts should be made in giving orientation training to the B.D.Os with the help of Sarva Seva Sangh in the philosophy of Bhoodan movement in the training centres for B.D.Os so that they may be of assistance in redistribution of land and in creating an atmosphere for Bhoodan in their Blocks. The Committee recommend that the Ministry should seriously consider this aspect and take suitable action in that direction.
- 45 137 While noting the efforts made so far to disseminate information about the Community Development Programme, the Committee offer the following suggestions :
- (i) Each State may be requested to bring out a small publication in the regional language, indicating the progress made in different directions in the rural areas, during the First Five Year Plan, and the target aimed at during the Second Plan.
- The pamphlet should bring out in simple language the role that each village has to play in making the programme a success and thus in giving a concrete shape to Gandhiji's concept of "Ram Rajya".
- (ii) The Ministry should prepare some films of its own depicting special features of different areas where good work has been done and such films can be exchanged between different parts of the country with a view to keeping the people aware of the progress in different parts.
  - (iii) The various publications depicting the activities of the Community Development Programme should be made available for sale at railway book-stalls.
- 46 139-140 The Committee suggest that the C.P.A. should evolve a suitable plan for the absorption of the newly created development machinery into the normal administrative set up of the country, so that the advantages gained thereby do not prove to be ephemeral.

In the same way it would be advisable to give serious consideration to the question as to what should be the minimum size of a village and what permanent facilities in the form of local self-Government, people's participation in developmental activities and other modern amenities such as, electricity, schools, hospitals or dispensaries, maternity welfare etc. are to be provided. A clear conception of a village unit and all round efforts to stabilise it by giving all the modern amenities that are normally available in towns and cities with a view to avoid the continuous emigration of village population to towns and cities appears to be necessary.

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The Committee are glad to observe that the Deputy Chairman of the Planning Commission while addressing the Fifth Development Commissioners' Conference in May, '56 has indicated certain criteria which can serve as a useful guide and which are reproduced below :

- (i) "Has the Extension Movement given a plan of improvement to every family in the countryside and is it assisting these families to implement their plans? Every family should make the optimum use of irrigation facilities, consolidation of holdings, contour bunding, increased employment opportunities, cottage industries, available social services (especially in education and health) and so on.
- (ii) Is every family made fit to become a member of at least one co-operative society in its own right? An essential point is how the sections of the community which are not represented on a co-operative because they do not satisfy the tests of credit-worthiness can be rehabilitated and made credit-worthy. More broadly, is the Extension Movement benefiting the poorest sections of the villages and not only the stronger and more privileged classes? Are its services to all on an equitable basis?
- (iii) To what extent do the families in a village utilise a portion of their time for voluntary work for the benefit of the community? The aim should be to have permanent works of public benefit.

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like village forests, improvement of grazing grounds, drinking water, wells, roads, school buildings etc. constructed with people's participation and maintained by the village community.

- (iv) Is there an active women's and youth movement in the village ?
- (v) Have all the improvement in individual and communal life become part of the permanent life of the village and not mere temporary phase ?
- (vi) Is the Extension Service in close and continuous touch with the most up-to-date research and agricultural teaching?
- (vii) Is there economy and efficiency in the operation of the Extension Service, avoiding duplication, delay and over-lapping of administration? Every progress report should give answers to these questions."

In view of the fact that the instructions have been issued that every progress report should give answer to these questions, the Committee recommend that in future Annual Reports of the C.P.A. should devote a special chapter in which answers to these questions should be given clearly and in detail State-wise and for the country as a whole. The Committee are sure that if satisfactory answers to these questions are forthcoming, it would not be difficult to implement the directive principles of State policy laid down in the Constitution and to realise the ideal of welfare State.

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