

ESTIMATES COMMITTEE

FORTIETH REPORT
ON
MINISTRY OF COMMUNITY DEVELOPMENT
(COMMUNITY PROJECTS ADMINISTRATION)
(PART II)

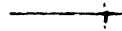


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LOK SABHA SECRETARIAT
NEW DELHI
December, 1956

CORRIGENDA

FORTIETH REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF COMMUNITY DEVELOP- MENT (C.P.A.) - PART-II.



Page 9. Para 35, Line 5, *read 'facets' for 'facts'*

Page 19. Para 72, Line 8: *read 'upto' for 'from'*

Page 30, Para 105, Line 14; *read 'it' for 'is'*

Page 31 Para 108, Line 2, *read 'assuming' for 'assuring'*

Page 41, Para 140 Line 15, *read 'label' for 'lable'*

Page 63, Appendix III, S.No 1, Column 6 *read '33,415'
for '33 445'*

Page 70, Appendix V, Para III(ii), Line 12, *read 'of'
for 'or'*

Page 95, S No 28, line 4, *read 'man' for 'men'*

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*Resigned with effect from the 20th November 1956.

** Died on the 6th Oct. 1956.

INTRODUCTION

1. The Chairman, Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Fortieth Report on the Ministry of Community Development (C.P.A.) Part II.

2. In this report, the Committee have dealt with certain specific subjects of all India importance in connection with the Community Development programme such as, Recruitment and Training, Conferences, Seminars and Study Tours, People's participation, Administrative co-ordination, Planning and Research etc.

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 13th December, 1956.

I. INTRODUCTORY

In their first Report on the Community Projects Administration, the Committee have given a descriptive survey of the organisation and set-up of the Community Development Programme initiated by the Government and of the Programme Evaluation Organisation, which has been set up under the Planning Commission exclusively for the purpose of evaluating the progress made under this programme. In the last Chapter of that Report, the Committee have also tried to give a general appraisal of the situation indicating the results achieved and the drawbacks to be remedied.

2. In this Second Report on the Community Projects Administration, it is proposed to deal with certain specific problems which are vital for the successful implementation of this programme on a countrywide basis. According to the estimate made out by the Community Projects Administration, the number of staff that will be engaged at various levels and in various categories for the implementation of this programme will be of the order of 3·5 lakhs. Quite a substantial portion of this personnel will have to be given proper training. It is, therefore, obvious that recruitment and training of personnel is one of the most important problems requiring earnest attention. The Community Development is not, however, such a programme as can be successfully implemented only by the Government machinery. This programme touches the life of rural India on every fringe. A very close degree of co-operation amongst the people, the people's leaders, the people's representatives and the people's servants is, therefore, necessary. As the villages in India are dispersed over a wide area, the problems that might be presented while implementing the programme may vary from place to place. Moreover, the same problems might be tackled in different ways in different areas and the results achieved by these different methods of tackling the problems might also vary from place to place. Frequent exchange of ideas and the pooling of experience gained in different areas through the media of conferences, seminars, camps etc. is, therefore, very essential. It is also necessary to arouse the enthusiasm of the people, giving them the correct lead and bringing home to them the advantages that are likely to flow from the successful implementation of the programme, so that the participation of the people in this gigantic programme on a sufficiently wide scale can be assured. Then there is also the question of administrative co-ordination. The programme is no doubt planned, directed and co-ordinated by the Community Projects Administration situated at New Delhi. The actual implementation of this programme, however, has to be carried out by the State Governments. Moreover the various developmental Ministries in the States as well as at the Centre have also to be brought into the picture, because it is largely through intensive activities of these developmental departments that the various benefits accruing from the progress of science and technology can be taken to

the door of the villager. The question of a very close degree of co-ordination between the Centre and the States is, therefore, of paramount importance. Then there is also the question of doing systematic research into the various problems that arise in the implementation of the programme from time to time. This research has to be carried out not purely from the academic point of view but from the point of view of the utility of the results to the rural population. The programme also requires systematic planning both on a long-term basis as well as on a short-term basis with a view to see that the progress of the programme in different branches as also in different areas is reasonably uniform and that no lop-sided development takes place.

3. The Committee, therefore, propose to deal with these important problems mentioned above, in this Report under the following heads:

1. Recruitment and training of staff,
2. Conferences, Seminars and Study tours,
3. People's participation,
4. Administrative co-ordination, and
5. Planning and Research.

II. RECRUITMENT AND TRAINING OF STAFF

A. Introduction

4. The need of recruiting right type of personnel and giving them right type of training cannot be over-emphasised for successfully implementing a vast, integrated and multi-purpose programme of development like the 'Community Development Programme in India. The magnitude of the task becomes all the more apparent when one bears in mind that the aim is no less than to educate and organise the entire rural population of India with a view to acquiring new knowledge, new ways of life and a will to a fuller and richer life by transforming the entire outlook of the rural people.

5. Mr. Carl C. Taylor rightly observed in his 'Critical Analysis of India's Community Development Programme' that a people's programme and programme of change required top administrators with skills and aptitudes superior to those required for less dynamic programme. Everything that had been learnt about human relations in administration needed to be a part of their administrative know-how, and not every person with experience in administering other types of programmes was qualified to administer a people's programme of this type.

6. The programmes for Community Projects/Blocks and N.E.S. Blocks required for their execution large number of trained persons of various kinds, viz. administrative officers (Project Executive Officers and Block Development Officers), Village Level Workers, Agricultural Extension Supervisors, Veterinary Doctors, Co-operative and Panchayat Officers, School Teachers, Social Education Organisers, Doctors, Compounders, Sanitary Inspectors, Lady Health Visitors, Midwives, Engineers, Overseers, Mechanics etc. Approximately 83,834 personnel of various kinds were estimated to be required for the Community Projects and N.E.S. Blocks started during the period of First Five Year Plan as per details given in Appendix I.

7. The total staff requirement upto the end of Second Plan period is estimated to be 3.5 lakhs as per Appendix II. Out of these 96,273 are those requiring training upto the end of Second Plan period as per details given in the statement attached as Appendix III. Training such a large body of workers is bound to be a complicated task requiring considerable advance planning and vision.

8. For the training of some of the categories of personnel required, for instance, Village Level Workers and Social Education Organisers, no institutions were in existence before the starting of the programme. It was, therefore, necessary to start new institutions for the training of such personnel. Of the other categories of personnel, Project Executive Officers and Block Development Officers could be drawn from the

administrative service and agricultural graduates, and veterinary surgeons, doctors, compounders etc. from the institutions already in existence.

B. Village Level Workers (Gram Sevaks)

(a) Importance of Village Level Workers

9. Village Level Worker (Gram Sevak) is the key person in the National Extension Service and his main duty lies in helping and inspiring the village people to work to live better and in creating a desire in them to learn how to live better. He is the common agent of all the departments like Agriculture, Animal Husbandry, Public Health, Education etc. at the village level and the village people refer all their problems to him. He has to be as their friend, philosopher and guide. He himself learns from the vast experience the village people possess in solving their own problems and takes this experience to the experts so that the development programme may be modified to suit local conditions.

10. To perform his duties efficiently and effectively, the Gram Sevak has to be trained in the basic sciences of Agriculture, Animal-Husbandry, Public Health etc. and also in extension methods. His recruitment and training, therefore, are of considerable importance and have to be pursued with great care and attention.

(b) Recruitment

11. Initially it was laid down for the recruitment of Village Level Workers that their selection should be confined to people who had a genuine interest in the villagers. For the academic qualifications, it was prescribed that the candidates must have a diploma in agriculture from an agricultural school or must have passed the high school final or matriculation examination with agriculture as one of the subjects. These instructions were subsequently amplified and it was laid down that in the selection of Village Level Workers, local talents should be utilised as far as possible and *aptitude tests* on the lines of those evolved by the U.P. Government should be introduced to ensure selection of right type of persons.

12. The Second Development Commissioners' Conference held in April, 1953 considered the question of recruitment of Village Level Workers in detail and recommended that the candidates for the post of Village Level Workers must have a diploma from an agricultural school. It, however, added that till such time as sufficient number of candidates with diploma in agriculture were available, the matriculation certificate or its equivalent might be accepted.

(c) Training

13. The first batch of Village Level Workers was put on the job from 1st October, 1952 and was given a short orientation course lasting about a month in the existing institutions and in training camps specially organised for the purpose. For subsequent batches, the

State Governments were asked to prepare plans for providing necessary facilities at the existing agricultural schools and by starting new agricultural schools where they did not exist. The period of training was spread over 18 months which included a year of basic training covering agriculture and other allied subjects, the remaining period being devoted for training in extension methods. For those holding diploma in agriculture, the training period was limited to six months only.

(d) *Progress of training*

14. By 31st March, 1954, 34 Extension Training Centres were set up and a scheme was formulated to extend facilities for basic training in agriculture in following ways:

- (i) New agricultural units to be attached to 22 of the 34 existing Extension Training Centres so as to enable each school to train 50 students a year;
- (ii) Twelve agricultural schools existing in the country to be strengthened so that each school might be able to train 100 students per year; and
- (iii) Twenty-two new agricultural schools to be started each with a capacity for training 100 students per year.

15. At the end of the First Five Year Plan period 12,975 Gram Sevaks were trained and 2,890 were under training out of the total of 49,280 required by the end of the Second Five Year Plan. To train the additional number it is proposed to open 18 new Extension Training Centres and to convert 10 existing Centres from single shifts to double shifts. In addition it is proposed to open 41 Basic Agricultural Training Centres (25 new schools and 16 basic wings).

16. In regard to women Village Level Workers, the number of persons trained during the First Five Year Plan was about 400 and the number under training was also about 400 out of the total of 5,048 required by the end of the Second Plan. To meet the shortage it is proposed to open 2 additional centres and to increase the capacity of existing 9 centres from 20 to 40.

17. The representative of the Ministry of Community Development informed the Committee that the shortage of women Village Level Workers would tend to disappear gradually as in addition to 4,600 Gram Sevikas programmed to be trained during the Second Plan period by the Food and Agriculture Ministry, about 6,000 would also be trained by the Central Social Welfare Board through the Kasturba Training Scheme.

C. Social Education Organisers

(a) *Role of Social Education*

18. With the advent of independence and its concomitant need for developing social consciousness, it was realised that if the ideals of a

Welfare State were to be achieved, every Indian citizen must be made aware of his responsibility, not only to himself, but to his family, to his local community and ultimately to the country as a whole. A new concept of Social Education was, therefore, evolved which is peculiarly Indian in its development. The Planning Commission in the First Five Year Plan characterised Social Education as the process of actively associating adults with the definition and solution of their problems. In the Community Development Programme which seeks upliftment of rural areas through community action, the role of Social Education covers almost all the aspects of life of the people in which improvement can be brought about by education. The technique is to use informal methods of education and to start a process of group formation ultimately resulting in organisation of the community as a whole.

19. The most important role of the programme of Social Education is to enthuse the rural population and to secure their participation in all the development activities including the recreational and cultural activities by organising exhibitions, kisan melas, fairs, festivals, folk dances, dramas, kathas, kirtans etc. Side by side programme of youth welfare, women's welfare and child welfare are also taken up and efforts are made to raise the standard of primary and basic education by extending the services of school to the Community.

(b) *Recruitment.*

20. The Community Projects Administration issued instructions for the guidance of the State Governments in respect of recruitment of Social Education Organisers prescribing a Bachelor's Degree of a University as the minimum educational qualifications with relaxation in case of women candidates and those who had at least 5 years experience of Social Work in a recognised institution engaged in Social and Village reconstruction activities.

21. It was laid down that the initial selection should be made by the State Governments through a selection board, the number of candidates to be selected in this preliminary selection being 1½ times the number of candidates required. This should be followed by a final selection on the basis of pre-selection training test of about 3 days by a selection committee consisting of Development Commissioner, Director of Agriculture, Director of Education and Principal of the Agricultural Extension Training Centre or Director of the Social Education Organiser's Training Centre. It was also specified that wherever possible a member of the Public Service Commission should be associated with the selection board.

(c) *Training*

22. In the pattern of National Extension Service there is a provision of two Social Education Organisers—one man and one woman—for every block. The C.P.A. in consultation with the Directors of Social Education Organisers' Training Centres decided that the training for the first batch should be for three months and for the subsequent batches for six months. A syllabus of training was also laid

down which included both theoretical and practical training including social services, rural economics, civics, co-operation, village extension services, social education and allied subjects and religion, history and culture.

23. The conference of Directors of five Social Education Organiser's Training Centres held in April, 1953, further recommended that the duration of the course in future should be of the five months followed by a refresher course of two weeks after a break of five months, the break being utilised by the trainees for field work in their respective project areas. The recommendation was accepted by the C.P.A.

(d) *Progress in Training*

24. From 1-4-1953 five Training Centres were started with an intake capacity of 40 each in a course, there being two courses in a year for the training of Social and Chief Education Organisers. The five Training centres were located at Nilokheri, Hyderabad, Gandhigram, Shantiniketan and Allahabad. The first four Centres train the Social Education Organisers and the last Centre trains the Chief Social Education Organisers.

25. The Centre at Nilokheri was set up directly under the Community Projects Administration and the remaining four Centres are run under the auspices of established institutions at those Centres but are subject to the general control and supervision of the C.P.A.

26. In the first batch, 125 Social Education Organisers were trained from 1-4-53 to 30-6-53 and in the second batch 127 candidates were trained. At Allahabad Centre 64 Chief Social Education Organisers were trained in two batches and thereafter the Centre was utilized for training of Social Education Organisers.

27. From 1-1-55 a new Centre at Baroda was started under the auspices of the Faculty of Social Work, M. S. University of Baroda to give specialised supplementary training to women Social Education Organisers for a period of 3 months. During 1955-56 the Centre at Baroda was converted into a full-fledged General Training Centre for five months training for both men and women candidates. Two more Centres at Belurmath (West Bengal) and Udaipur were established and one Centre for training of Social Education Organisers for work in tribal areas was also set up at Ranchi during the year 1955-56.

28. The conference of Directors/Principals of Social Education Organisers' Training Centres/Development Officers Training Centres held in December, 1955, recommended that training in Arts and Crafts should be included in the training course with a view to stimulate and evoke art consciousness among villagers.

29. At the end of the First Five Year Plan period 1327 Social Education Organisers were trained and 384 were undergoing training out of the total of 9856 required by the end of the Second Plan period. This left a balance of 8145 Social Education Organisers to be trained during the Second Plan period in the existing 8 training centres and

2 additional training centres proposed to be set up during the Second Plan period.

D. Recruitment and training of Project Executive Officers and Block Development Officers

(a) Project Executive Officers

30. (i) *Recruitment*: The Project Executive Officers are drawn from the existing services and are given an orientation training course so that they may handle effectively the programme of development of a Welfare State. This is done because the basic idea is to transform the existing general administrative services into development services and not to create a separate development service.

31. (ii) *Training*: The Fourth Development Commissioner's Conference held in April 1953 recommended that the State Governments should organise short term orientation and training courses for Project Executive Officers and that the part of training should be conducted in an Extension Training Centre along with Gram Sevaks. The first orientation and training course for the Project Executive Officers from different districts was held at Nilokheri from 21-7-52 to 16-8-52. The course was organised by C.P.A. with the assistance of officers of the Planning Commission, the Ministries of Government of India, the State Governments, the T.C.A. and the Ford Foundation as also with that of a number of non-officials including Members of Parliament. The trainees apart from attending lectures, took part in regular work in the villages and the development work around Nilokheri and also visited selected projects to study the work already done there.

(b) Block Development Officers

32. (i) *Recruitment*: The Community Projects Administration suggested to the State Governments in September 1953 that as the basic object was to transform the existing administrative services into development services, the Block Development Officers at block level should normally belong to one or other of the existing administrative services and that the State Governments may decide whether such officers should be recruited into the State Civil Service or the Subordinate Civil Service. The C.P.A. suggested that the recruitment should be made by one of the following methods:

- (i) through Public Service Commission or a specially constituted Selection Board from existing members of State Civil Service or Subordinate Civil Service of persons who have shown special aptitude for development work;
- (ii) by open market recruitment on a temporary basis or;
- (iii) by promotion from the level of revenue officers and inspectors or demonstrators in agriculture, co-operative, animal husbandry, rural reconstruction departments and village level workers and block level workers, who have done outstanding work.

33. (ii) *Training*: A special programme of training for Block Development Officers was approved by the Planning Commission early in 1954 and 3 Training Centres at Nilokheri, Hyderabad and Ranchi were started from April May 1954 for imparting orientation training to Block Development Officers deputed by different State Governments. The tentative Syllabus for the proposed course was drawn up in consultation with the Ministry of Home Affairs. The period of training was fixed as six weeks and the course consisted of lectures, group discussions and village work.

34. The fourth Development Commissioners' Conference held in May 1955 recommended that the period of six weeks for the orientation training should be extended to eight weeks and that the officers before being sent for training should be deputed to project areas for a period of two to three months for a preliminary training. The Conference further recommended that efforts should be made to develop one common institute at the various places where Block Development Officers, Social Education Organisers and Village Level Workers could be trained together.

35. The C.P.A. informed the Committee that the recommendations of the Fourth Development Commissioners' Conference were accepted and the course of orientation training for the Block Development Officers was extended to 8 weeks to ensure that they were fully acquainted with the various facts of the programme and its objective. The practice of giving two to three months field experience before sending them for training, was being followed in quite a number of States, but it was yet to become a universal practice.

36. At the end of First Five Year Plan 885 Block Development Officers were trained and 64 were undergoing training out of a total of 4928 required up to the end of Second Plan period. This left a balance of 3979 to be trained during the Second Plan period in the existing 3 Training Centres, the capacity of which is proposed to be increased from 30—35 to 50—55 trainees in each course. The proposal to open 2 new schools during the Second Plan period was dropped as the increased capacity was expected to meet the requirements.

37. (iii) *Expenditure on training*: The scheme of training is at present sanctioned for a period of 3 years and estimated expenditure upto 31-3-57 is as follows:

	Ford Funda- tion Share	Govt. of India share
	Rs.	Rs.
Non-recurring	3,81,000	
Recurring :—		
1st Year	3,16,000	
2nd Year	1,58,000	1,58,000
3rd Year	1,05,300	2,10,700
	9,60,300	3,68,700

The Ford Foundation have given a grant of Rs. 2,04,000 for financing the scheme.

38. Expenditure incurred actually on the training centres during 1954-55 and estimated expenditure to be incurred during 1955-56 and 1956-57 is as follows:

Name of Centre	Expenditure in Rs.		
	Actual 1954-55	Revised estimates 1955-56	Budget estimates 1956-57
Nilokheri (Punjab)	1,34,937	88,100	1,15,000
Himayat Sagar (Hyderabad)	1,16,940	99,900	1,22,000
Ranchi (Bihar)	1,11,638	1,10,700	1,19,000

39. A statement showing the existing and proposed centres of training for B.D.Os. and the financial arrangements up-till the end of the Second Plan period is enclosed as Appendix IV.

E. Recruitment and training of health personnel

(a) Health Programme

40. An integrated pattern for development of health services has been drawn up for the Community Project areas which combines both curative and preventive measures with emphasis on prevention. It aims at providing medical aid to any one who needs it by setting up a primary health centre in every Community Development Block. The centre is to consist of a dispensary, consulting room with diagnosis facilities and a ward of six beds with adequate equipment and staff.

41. In addition to the setting up of a primary health centre in each Community Development Block three maternity sub-centres are to be set up at three different places in the Block where maternal and child health work is to be carried out. Each sub-centre will be under the charge of a qualified mid-wife.

(b) Recruitment and training

42. On an assessment of the existing resources, it was realised that there would be no great difficulty in getting the requisite number of doctors, compounders and sanitary inspectors but the existing facilities for training of lady health visitors and mid-wives would be insufficient for meeting the total requirements. A scheme was, therefore, finalised in consultation with the Central Ministry of Health for providing additional training facilities for lady health visitors and mid-wives. In addition arrangements were also made for training a new category of auxiliary personnel called "Nurse-Midwives" to bridge the gap in respect of lady health visitors who were not likely to be available for two to three years.

(c) *Progress in Training*

43. Arrangements were first made for conducting 9 1/2 months course in public health nursing in the College of Nursing, Delhi, for the senior health visitors for secondary health centres. The Ministry of Health arranged for two orientation courses for (i) Health Instructors teaching health subjects at the Extension Training Centres and (ii) health personnel (i.e. health visitors, doctors, midwives and sanitary inspectors) working in the Community Project areas at three centres viz., Sengur (West Bengal) Poonamalle (Madras) and Najafgarh (Delhi).

44. The orientation courses for health personnel were started on 15-2-54 at Poonamalle and Najafgarh centres and on 15-3-54 at Sengur; the duration being eight weeks.

45. As regards the lady health visitors and midwives, 9 schools were sanctioned for the former and 12 institutions for the latter. In addition training for lady health visitors was also arranged at Lady Reading Health School, Delhi. Assistance was also given to 18 institutions for the training of auxiliary nurse-midwives who were to make up the shortage of lady health visitors.

46. At the end of First Five Year Plan the position was as under:

- (i) *Health Visitors*: 156 were under training out of a total of 2524 required upto the end of the Second Plan period. This left a balance of 2384 to be trained during the Second Plan period in 9 existing training schools capacity of which is proposed to be increased.
- (ii) *Midwives*: 657 were trained and 118 were under-going training out of a total of 10,096 required upto the end of the Second Plan period. This left a balance of 9321 to be trained during the Second Plan period in the existing six training schools capacity of which is proposed to be increased.
- (iii) *Auxiliary nurse-midwives*: 554 were under training in the existing 35 training schools.
- (iv) *Other health personnel*: Three centres at Poonamalle, Sengur and Najafgarh gave orientation training to 520 health personnel and 41 were undergoing training at the end of December, 1955. Three Action-cum-Research Centres are proposed to be set up near these centres to deal with problems concerning environmental sanitation and hygiene.

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

F. Recruitment and training of Veterinary Staff.

48. The Third Development Commissioners' Conference held in May, 1954, pointed out that there was shortage of trained personnel in the field of Animal Husbandry, such as Veterinary Doctors, Veterinary Assistants, Stockmen etc., and recommended that arrangements should be made for adequate training facilities for such personnel.

49. The annual turn over from the existing Veterinary Colleges was about 275 to 300 graduates. Ten new colleges were sanctioned for conducting 2 years' Emergency Diploma courses and 5 additional shifts were sanctioned in the existing colleges having 4 years course during 1954-55. As a result of this 1000 diploma holders in Veterinary Science and 340 Veterinary Graduates were expected to be available in 1957 and 1959 respectively.

50. As an interim measure it was also proposed to utilise graduates in Agriculture who had specialised in Animal Husbandry to function as Block Level Extension Officers for Animal Husbandry.

G. Recruitment and Training of personnel of cottage and small scale industries.

51. The Fourth Development Commissioners' Conference held in May, 1955, recommended that to begin with 26 pilot intensive development projects of cottage and small scale industries should be started in the Community Project and N.E.S. areas. The Government of India accepted the recommendation and appointed a Committee to ensure co-ordination and concentration of intensive development of cottage and small scale industries in the pilot Projects.

(a) Recruitment and Training of Industries Officers.

52. (i) *Recruitment*: The C.P.A. issued instructions in May, 1955, for appointment of one Community Project Officers (Industries) of the status of a Project Executive Officer in each area. He was to be selected by a Committee presided over by the Development Commissioner and consisting of the Director of Industries, Joint Director (Industries), Registrar of Co-operative Societies and Regional Director (Ministry of Commerce and Industry) as members. It was specified that a suitable junior I.A.S. Officer, if available might be considered and if recruitment was made from the open market candidates with basic technical qualifications might be considered. Three names selected in the order of preference by the Committee were required to be sent to the Ministry of Commerce and Industries for final selection.

53. (ii) *Training*: It has been arranged that the officer thus appointed would undergo two months training in Bombay to be arranged by the Ministry of Commerce and Industry in addition to one month's pre-service training in the Community Project area selected for intensive development. The two months training at Bombay would be carried out in collaboration with the All-India Boards, e.g. All India Khadi and village Industries Board, Small Scale Industries Board and the All-India Handloom Board.

(b) Progress in Training.

54. (i) *Community Project Officers (Industries)*: In each of the Pilot Projects taken up for intensive development of cottage and small scale industries, a special officer exclusively incharge of the programme was appointed and deputed for a short course of training during 1954-55.

55. (ii) *Block Level Extension Officers (Cottage and small scale Industries)*: As in Pilot Project areas, an officer exclusively for the cottage and small scale industries programme was to be posted in each of the Community Development Blocks. The Ministry of Commerce and Industry arranged for their training at the four Regional Service Training Institutes set up at Faridabad, Bombay, Madras and Calcutta. The training course lasts for a period of 6 to 7 months where the officers receive instructions regarding the industries programme under the various All India Boards. 63 officers were undergoing training in these institutions during 1955-56. Another batch was to receive training at the Nasik Vidyalaya under the aegis of the Khadi and Village Industries Board which agreed to train 5,000 officers at the rate of 500 per year. The course for the first batch of 100 officers commenced at Nasik and Ahmedabad Vidyalayas from 1-11-1955, for a period of one year.

56. (iii) *Instructors*: With a view to giving an orientation to the Village Level Workers under training at the various Extension Training Centres in the Khadi and Cottage Industries programme, the Khadi Board agreed to train about 100 instructors—50 in Khadi work and 50 in village industries work. They would be posted in various training institutes of Village Level Workers.

57. At the end of the First Five Year Plan 64 Block Level Extension Officers (Cottage Industries) were trained and 79 were undergoing training. In addition 141 Block Level Extension Officers (Village Industries) were undergoing training. This left a balance of 1894 Block Level Extension Officers (Cottage Industries) and 1214 of Block Level Extension Officers (Village Industries) to be trained during the Second Five Year Plan period.

58. The representative of the Ministry informed the Committee that the facilities for the training of officers in the field of Cottage and Small Scale Industries were adequate. He added that an integrated programme of training was planned, 8 months under the institutions set up by Khadi Board and 4 months under the institutions of Small Scale and Cottage Industries Board. He further added that they would be able to produce adequate number of trained personnel.

H. Training of personnel for Co-operatives

59. The Fourth Development Commissioners' Conference held in May, 1955, recommended that with a view to executing maximum programme for organising Co-operative Societies, the co-operative staff at State Headquarters and in the field should be sufficiently

strengthened and properly trained in co-operation and extension methods and there should be a separate officer on the staff of the N.E.S. for co-operation. The present arrangement to have one officer for co-operatives and Panchayats was not considered satisfactory.

60. The Ministry of Food and Agriculture in consultation with the Reserve Bank of India finalised a scheme for training of Co-operative Officers in 1954-55. Out of the 8 Training Centres proposed to be set up 3 were located at Uttarpara (West Bengal), Kotah (Rajasthan) and Gopalpur (Orissa). The course is for 10 months duration with an interval of 6 weeks for study tours. Each Centre will train 100 trainees per year.

61. 309 officers were under training out of a total of 4928 required up to the end of Second Plan period. This left a balance of 4619 officers to be trained during the Second Plan period in 5 existing Training Centres and 3 new Training Centres proposed to be set up during the Second Plan period.

62. The representative of the Ministry of Community Development informed the Committee that on the co-operative side there was the Central Council of Co-operative Education under the aegis of the Reserve Bank of India which provided facilities for the training of co-operative officers at various levels including the Block Level. For subordinate officials below the Block Level, the State Governments afforded their own facilities.

I. Suggestions regarding recruitment and training of staff for Community Development Programme.

63. The review of recruitment and training of various categories of staff for Community Development Programme during the First Plan has brought out the following deficiencies:

- (i) Recruitment and training of staff in a number of categories have lagged behind the requirements for the implementation of the programme with the result that this has been a major hurdle in the progress of the development programme during the First Plan.
- (ii) The minimum qualifications laid down, the period of training and the nature of training were fixed on an *ad hoc* basis with the result that they varied from State to State and from time to time.
- (iii) In several cases due to an acute shortage of personnel required, the training period was drastically curtailed. It had not always been possible to arrange refresher courses for such personnel, who had received inadequate training.

64. This state of confusion has been partly due to very rapid expansion of the Community Development Programme. With the experience gained during the last four years and in view of the clear

objective of covering the entire rural area by the N.E.S. programme by the end of the Second Five Year Plan, a stage has come when an overall integrated view should be taken of the requirements of different categories of staff, their mode and rate of recruitment, the period and nature of training and the training facilities to be provided. In regard to the requirements of staff, the Committee were given to understand that a special wing has been created in the Home Ministry to take an overall picture of the requirements of the technical personnel in various categories in the country. The requirements of personnel during the Second Five Year Plan for the Community Development Programme have already been indicated by the C.P.A. and are as given in Appendix II. The Committee suggest that the C.P.A. should call a Conference of all Development Commissioners at an early date mainly for the purpose of ascertaining the detailed requirements of trained personnel in various trades and with a view to ensure that the recruitment and training programmes during the Second Plan will be commensurate with the requirements.

65. Regarding the recruitment and training of staff, the Committee are glad to note that the Community Projects Administration has already realised the necessity of making an overall survey and have appointed an Expert Committee with the following terms of reference:

- (a) To examine the entire subject of training, both initial and follow-up, and make suitable recommendations in respect of the following categories of Project personnel:
 - (i) Gram Sevaks.
 - (ii) Gram Sevikas.
 - (iii) Social Education Organisers.
 - (iv) Block Development Officers.
 - (v) Orientation Training of Health Personnel.
 - (vi) Block Level Subject-matter Specialists.
 - (vii) Extension Officers in Cottage Industries.
 - (viii) Extension Officers in Co-operation.
 - (ix) Miscellaneous *i.e.* Multi-purpose Overseers.
- (b) The examination would include:
 - (i) Method of selection of trainees.
 - (ii) Contents of the training.
 - (iii) Organisation of the training programme.
 - (iv) Inspection of Training Centres.
 - (v) Evaluation of the training programme.

66. The Committee would, however, like to make the following broad suggestions in this connection:

- (1) In the case of Village Level Worker, the minimum qualification of matriculation may be relaxed, if the candidate is otherwise suitable.

- (2) A certain percentage of vacancies in various categories may be earmarked for candidates belonging to scheduled castes and scheduled tribes; other qualifications being equal.
- (3) As far as possible the candidates recruited for the posts of Village Level Workers should belong to rural areas.
- (4) A written undertaking should be taken from each candidate recruited for Community Development programme that he would be prepared to live in villages. The Headquarters of Village Level Workers and other categories of staff for Community Development programmes should be in villages as far as possible.
- (5) Training Centres for the Village Level Workers and other categories of staff should as far as possible be located in villages.
- (6) Advisory Committees consisting of officials and non-officials should be formed for each training centre established for the training of different categories of staff.
- (7) The Community Development programme offers a wide scope of employment. The Committee, therefore, suggest that the Community Projects Administration should bring out a pamphlet giving the different categories of staff required for Community Development work, their minimum qualifications, the mode of recruitment, the approximate number of candidates required State-wise, the period and nature of training and the prospects of their future promotions. This pamphlet should be liberally circulated in schools and universities.
- (8) The avenues of promotion of different categories of staff employed in the Community Development Work should be decided and made known to the staff. There should be a liberal provision for promotion of Village Level Workers to higher posts. A minimum percentage of such posts may be earmarked for being filled by the promotion of Village Level Workers. Such promotions may be given effect to primarily on the basis of good results achieved in the areas under the charge of Village Level Workers.
- (9) The training programme of the personnel required for the work of Community Development Programme, should include a working knowledge of the country's Five Year Plan. No efforts should be spared to inspire the trainees with a living faith in the Plan so that they may perform their duties with zeal and with a missionary spirit to work among the village people.

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

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

III — CONFERENCES, SEMINARS & STUDY TOURS

A. Introduction

67. Community Development is a vast multipurpose programme which seeks to bring out an all-round development in rural India. It has to deal with more than 80 per cent of the population of India, and has, therefore, to cope with a large number of complex problems that arise from time to time. These problems cannot be solved satisfactorily in isolation. Pooling of experience and free and frank discussions from time to time are necessary for arriving at satisfactory solutions. Holding of Conferences and Seminars, therefore, where the workers of all levels get an opportunity to assemble, exchange views, discuss common problems and benefit by the experience of each other, is a very good medium through which a sort of self-evaluation is possible. The other helpful way is the arranging of study tours of field workers from one area to the other. This has a great educational value and it widens the mental horizon of workers by creating in them a desire to adopt better practices and procedure seen elsewhere.

68. The Committee are glad to note that the Community Projects Administration realised the need of Conferences and Seminars for developing better ideas helping creative thinking about matters of policy and solution of problems and laid down definite procedure for holding intra-State and inter-State Seminars of workers and all India Conferences of Development Commissioners.

B. CONFERENCES AND SEMINARS HELD

(a) *First Development Commissioners' Conference*

69. In order to promote a concerted approach and to establish uniform procedures in the implementation of the Community Project scheme in the different States, a weeks' conference on Community Projects was held in Delhi by the C.P.A. with the Development Commissioners of the State Governments in May, 1952. The Prime Minister inaugurated the conference on the 7th May, 1952 in the Central Hall of the Parliament House.

70. In this Conference general problems relating to Community Development Programme, namely, field operations, training of officers, financing and accounting procedures, publicity, peoples' participation etc. were discussed and certain tentative conclusions reached.

(b) *Second Development Commissioners' Conference*

71. The Second Development Commissioners' Conference on Community Projects was held in New Delhi from 16th to 19th April, 1953 under the chairmanship of Shri V. T. Krishnamachari, Deputy

Chairman, Planning Commission. Besides reviewing the progress of work in the Community Projects in different States, the Conference considered a number of questions *viz.*, organisation of National Extension Service and expansion of the Community Development Programme, the training programme for the Community Projects personnel, procedures for the implementation of the Community Development Programmes, peoples' participation, supplies etc.

(c) Third Development Commissioners' Conference

72. This conference was held at Ooatacummand from 27th to 30th May, 1954. One important point discussed at this Conference was the question of extending the operational period of the Community Projects/Blocks allotted in 1952-53. It was recommended that the period of 3 years for intensive development being inadequate should be suitably extended. The matter was accordingly placed before the Central Committee which approved the extension of the period of these Projects/Blocks by one year *i.e.* from 30.9.56.

(d) Fourth Development Commissioners' Conference

73. The Fourth Development Commissioners' Conference was held at Simla from 9th to 12th May, 1955 which made important recommendations relating to Agriculture, Cottage Industries, Cooperatives and Social education.

(e) Fifth Development Commissioners' Conference

This conference was held at Nainital from 5th to 7th May, 1956. It reviewed the operational position and made useful suggestions in respect of the programme for Cottage Industries, Cooperation, Agriculture, Medical and Public Health, Social Education, Housing and Irrigation. The conference also considered the question of the planning of programme for Second Five Year Plan period and offered useful suggestions in respect of programmes for pre-extensive period, pre-intensive period, intensive period and post intensive period and the training of staff. The conference recommended certain steps for enlisting greater participation of the people in the programme by (i) developing village institutions (ii) vitalising the Project Block Advisory Committee (iii) encouraging non-official organisations and complementary programmes and (iv) transforming the existing programme to a people's programme with government participation. So far as the seminars and study tours are concerned, the conference recommended that the non-officials should be brought together in seminars organised by the Community Projects Administration and the state governments and that the non-officials should be deputed along with the officials and not separately, on study tours in India. The conference also recommended the constitution of Study Circles at Block and Village levels, to encourage forum for discussion on common problems connected with the programme.

Seminars.

75. In order to enable the supervisory and technical personnel engaged in Community Projects to benefit by mutual exchange of information and experience it was decided that such staff be brought together in seminars and short term in-service training courses. It was decided that the expenditure for this purpose as also for arranging excursions for gram sewaks, social education organisers and other field staff would be met out of the funds which would be made available by the Ford Foundation.

76. The principal objectives of these seminars have been (a) to get the benefit of varied experience so far in the field, (b) to pool together opinions and ideas on methodology, (c) to encourage group thinking (d) to develop common understanding, and (e) to arrive at certain accepted methods of approach which have proved successful.

C. Seminars for Non-officials

77. The C. P. A. informed the Committee that some of the States had already organised seminars exclusively meant for non-official members of the Project Block Advisory Committees. The C. P. A. added that one of the results of such seminars was that the non-official co-operation was forthcoming in large measure in the planning and implementation of the programme and that the response from the non-official members was satisfactory. The Committee suggest that this practice should be extended to other States also.

D. Study Tours

78. The C. P. A. informed the Committee that study tours for Project personnel including top development officers were organised by the C. P. A. in India and abroad as under:—

(i) Under the All-India study tours, three teams of about 14 to 15 officials *e.g.* Block Development Officers, Extension Officers, Village Level Workers, Social Education Organisers etc. were drawn from the States and the tours were of an All India nature spreading over a period of about 1½ months each. Two other teams for the All-India study tours to complete all States were proposed to be organised during the year 1956-57. The expenditure on each of these tours was anticipated to be about Rs. 16,000 -. These tours enabled the participants to assess the achievements made by other States in the implementation of Community Development Programme. It was, therefore, hoped that these tours would assist them in overcoming difficulties in the execution of the programme, of their own States. The selection of the members of the party was made by the C.P.A. on the basis of recommendations received from the State Governments.

(ii) For study tours outside India, it was decided to send out two teams in the beginning consisting of five to six officers in each to investigate the scope of facilities to study various facets of Community Development Programme in countries outside India. One such team toured Europe and Israel and the other South-East Asian countries

and the U.S.A. Both these teams have already returned to India. On the basis of the reports received from these two teams regarding the availability of facilities for study, future programme for study tours outside India will be drawn up. The estimated expenditure on the first study tour outside India was anticipated to be Rs. 46,400/- and on the second team on tour Rs. 72,000.

E. Study Circles

79. The representative of the Ministry informed the Committee that study circles had been constituted in a number of States. Periodical meetings took place at Block level which were as frequent as once a fortnight or once a month. The Village Level Workers and Block Development Officers and Specialists discussed their day to day problems freely in such meetings. The representative further added that the distance which normally existed between officers at different levels tended to disappear as a result of such meetings.

F. Expenditure on seminars

80. The Community Projects Administration informed the Committee that so far 17 Seminars were held during the last three years *i.e.* 1953-54, 1954-55 and 1955-56 on the regional basis and the following expenditure was incurred:—

1953-54	Rs. 31,439 -
1954-55	Rs. 64,243 -
1955-56	Rs. 70,000 -
Total	Rs. 165,682 -

81. Travelling and other expenses of the delegates from the State Governments who attended the Seminars, except for the first series, were met by the respective State Governments. Besides some expenditure was also incurred by the States in which the Seminars were held. The expenditure incurred by the Community Projects Administration on Seminars was met out of the Ford Foundation Grant of Rs. 1,80,000

G. Suggestions

82. The Committee appreciate the efforts made in respect of holding Conferences and intra-State and inter-State Seminars for the benefit of the field workers. They have the following suggestions to offer in this connection:—

- (i) The Committee have noticed that these Conferences and Seminars are some times held in towns and cities. They recommend that, in future, all such conferences, seminars, camps, exhibitions etc. in connection with the Community Development Programme must invariably be held in villages.

- (ii) The Gram Sewaks and Extension Officers should be encouraged to take more active part in seminars and specially in Inter-State Seminars.
- (iii) The non-officials specially the members of the Project/Block Advisory Committees should be deputed along with officials on study tours in India, as it will increase contact of officials and non-officials and encourage non-officials to take more interest in the programme.
- (iv) The study tours in foreign countries should be undertaken only when it is assured that there is something worth studying in those countries which would be helpful in improving the existing development programme in India and the personnel should also include selected field staff.
- (v) The study circles should be constituted at the Block level and in Village level workers' circles in all States as recommended by the Fifth Development Commissioners' Conference held in May, 1956, and officers of all levels should be encouraged to take active part in the meetings which should be held at least once a month.
- (vi) The holding of melas, fairs and exhibitions should be generally encouraged in the villages and specially at the time the seminars and conferences are held where the various improved methods in agriculture can be demonstrated with advantage to the village people.
- (vii) The decisions arrived at Development Commissioners' Conferences should be promptly implemented as these decisions represent the collective agreement of the Development Commissioners of all the States and there should not be any difficulty in their uniform implementation. It would be useful for the C.P.A. to publish a pamphlet containing information about the action taken by the various States on the recommendations of the Development Commissioners' Conferences.
- (viii) Special care should be taken to ensure that Harijans and women workers invariably attend these conferences, seminars, camps, tours etc.

IV—PEOPLE'S PARTICIPATION

A. Introduction

83. The Deputy Chairman, Planning Commission, in his address to the Fifth Development Commissioners' Conference held in May, 1956, rightly pointed out that the two most important considerations for assessing the success of the Community Development Programme were: (1) universality of the family approach and (2) the uplift of the underprivileged classes. Special care would have to be taken to ensure that all families in the village benefit by them, that every family has a plan of improvement for which it is assisted. He stressed that nothing would cause greater damage to the movement than that there should be grounds for believing that its benefit were confined to small sections of the community and that the underprivileged sections *viz.*, the smaller landholders and tenants and landless labourers did not share in them. Development programmes would have to be so devised and organised that these latter would be enabled to improve their condition progressively so that inequalities might be reduced and a sense of solidarity and partnership in a great endeavour might be created in the community.

84. If, then, the aim of the movement is to produce a beneficial impact on the lives of some sixty million families living in 5,50,000 villages, it is obvious that such a movement cannot be successfully generated and sustained by the Government machinery alone. A very active participation of the people concerned and their sustained confidence and co-operation are a *sine-qua-non* for the success of the movement.

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

The officials engaged in the work of Community Development Programme should have a greater exchange of ideas with the non-officials, particularly those who have devoted some time to the problems of Community Development Programme and study them by on the spot observations. The Committee have no doubt that comments and suggestions from such public men will be of considerable value to the authorities in arriving at right judgments and shaping their policies. This method will also serve to remove the impression that non-official co-operation is discouraged.

As a matter of interest, the Committee enclose herewith some comments and suggestions regarding the working of Community Projects by Public men *vide* Appendix V.

B. The ways and means to enlist People's Participation

86. The importance of enlisting the people's participation was recognised and the following provision was made in the First Five Year Plan in this respect:

“While on the subject of organisation it is necessary to stress the importance of ensuring, right from the start, the people's participation, not merely in the execution of the Community Development Project but also in its planning. This, in fact, is the very essence of the programme.

The Community Development Programme aims at the establishment of a suitable organ to ensure participation of the villagers at the planning stage. It contains provision for the setting up of a Project Advisory Committee. It is intended that the Project Advisory Committee should be as representative as possible of all the non-official elements within the Project area. In securing participation of the villagers in the execution of the programme, the C.P.A. will avail of all non-official local voluntary organisations and specially the Bharat Sevak Samaj”.

87. The P.E.O. in the First Evaluation report, while emphasising the need of people's participation in the programme observed that in all schemes of Community Development people's participation may consist in following a certain practice e.g., use of improved seed or it may extend to sharing in the supply of labour or material necessary for constructing a work of local utility. In both the cases it was for the people to say for themselves what participation they can offer. So far as the means to enlist people's participation are concerned the P.E.O. in their Third Evaluation report indicated that Panchayats and Co-operatives are the two democratic institutions on which the whole effort of rural development and reorganisation of the rural economy would increasingly rely.

88. Mr. Carl C. Taylor in his recent critical analysis of India's Community Development Programme rightly emphasised the following three methods of enlisting people's participation:

- (i) Development and use of local leaders.
- (ii) Development of voluntary organisations.
- (iii) Development of local institutions

C. Advisory Committees

89. In order that people may participate enthusiastically in the Development Programme, it is necessary that they should recognise the programme as their own, and not as something superimposed by an external agency. It is, therefore, necessary to consult the local leaders and representatives of the people, at the various stages of the

formulation of the programme. The Advisory Committees, at different levels can, and should play a useful part in this respect.

(a) *Central Level*

90. At the central level there is no Advisory Committee consisting of non-officials. There is, however, a provision for an Advisory Board of officials at the Centre to assist the Central Committee, consisting of Secretaries of the Central Ministries of Food and Agriculture, Finance, Health and Education, the Additional Secretary of the Central Ministry of Natural Resources and Scientific Research and the Government of India's nominee of the Indo-U.S. Technical Fund. The representative of the Ministry of Community Development informed the Committee that this Advisory Board was not functioning and can be considered as defunct. In its place a kind of Action Committee was functioning consisting of the representatives of various Ministries and the Secretaries of various Boards. In this connection, the Committee would like to draw attention to their earlier recommendation made in para 35 of Part I of the Report on the C.P.A. for the formation of a Central Advisory Committee.

91. Another suggestion that the Committee would like to make is that the Members of Parliament and of different State legislatures may be associated with the formulation and progress of programmes in their respective States. A conference of the M.Ps. of a particular State may be periodically called by the Ministry of Community Development and they may be acquainted with the progress of the programme and the difficulties which retard progress in their State. This might result in useful suggestions to overcome such difficulties.

(b) *State Level*

92. At the state level there is a provision for a State Development Committee consisting of the Chief Minister and Ministers in charge of Development Departments for laying down general principles of policy. The Development Commissioner in the State is the Secretary of this Committee. There is no provision to associate non-officials with this Committee. The representative of the Ministry of Community Development informed the Committee that the State Development Committee was at present only a Committee of Ministers. The representative further added that the question of associating non-officials with the State Development Committees was considered by the Fifth Development Commissioners' Conference and they made no recommendations on the ground that the State Development Committees deal with the entire Five Year Plan and were not solely concerned with the Community Development Programme. He added that in certain States, however, as in U.P. there was a State Planning Board which consisted of non-officials. In U.P. there was also a Committee of the legislators which met once in six months and discussed the Five Year Plan and the Community Project Programme. The Committee are of the opinion that the State Development Committee as it is constituted today cannot be expected to function as it should do because

it consists of Ministers who are already over-burdened with work. The Committee, therefore, recommend that an Advisory Committee should be formed and associated with the planning and progress of Community Development Programmes at the state level. This Advisory Committee should consist of officials as well as non-officials. The non-official members may include legislators as well as eminent economists or sociologists or those who have given thought to the problems of Community Development Programme.

(c) *Project or Block Level*

93. At the Project level, the Planning Commission did envisage one Advisory body to enlist the co-operation of the people's leaders and representatives in the formulation and execution of the programme. Every Project or Block in a District has a Project or Block Advisory Committee, the membership of which comprises of principal officials, local Members of Parliament, of the State Assembly, representatives of District Boards or Village Panchayats, multipurpose Co-operative Societies, Bharat Sevak Samaj, prominent agriculturists and other social workers. These committees are required to assist in the planning, formulation and implementation of the development programme in the Project or Block and in enlisting people's active participation in the execution of the programme through their voluntary contributions in cash, kind or labour. The Project or Block staff are also required to help in organising people's participation on a systematic basis. Non-official members of these committees are nominated by the District Collector.

94. The C.P.A. informed the Committee that the experience so far gained had shown that for various reasons these committees were not functioning as effectively as was expected and that the matter had been carefully reviewed and it was proposed to introduce an elective element in these committees.

95. The experience of these Advisory Committees has unfortunately not been very satisfactory, as will be seen from the following observations of the Programme Evaluation Organisation:

“There are very few instances indeed in which these committees have worked as they were intended to work. Members of the Committee were expected to be active participants in development work at all stages, from planning to execution. The expectation was that these Committees, consisting of District heads of departments and of prominent non-officials including local members of legislatures and representatives of local bodies, would meet regularly, and that they would function in the same corporate manner in which all Community Development bodies are expected to function. But unfortunately, several circumstances combined to thwart these expectations. Many of the departmental officers and non-official members tended to avoid them. Some among the latter utilized the occasion

to assert their particular points of view. In quite a few cases the first meeting was the only held in the year."

(1st Report, May '54.).

"Advisory Committees continue to be ineffective and in many projects they are virtually non-existent. Meetings of the Committees do not take place for months together and when they do, they are confined mostly to routine matters. The general attitude on the part of the members has been one of indifference and lack of interest and where interest has been shown this is very often of a parochial, sectional or even personal kind which has proved more of an impediment than a help in the programme. The objective of securing participation in development work of representatives of the departments concerned on the one hand and of the people on the other for which these Committee were constituted is not being realised."

(2nd Report, April '55.).

"While Advisory Committees continue to be ineffective in a large number of projects, there has been improvement in several cases as a result of organisational improvements."

(3rd Report, April '56.).

96. Mr. M. L. Wilson in his recent report on a Survey of Community Development Programme in India observed as under regarding the importance and working of Advisory Committees:—

"In the present organisation of the programme, the Block Advisory Committee can be a very important institution. It can be used both for developing participation of the people, and for bringing about the public opinion and understanding which are the basis for participation not only of the people but also of legislators and leaders of public opinion. I was disappointed to be informed in some cases that the Block Advisory Committee programme is not going very well at the present time."

97. What are the reasons for this ineffectiveness of the Advisory Committees? The Committee are inclined to agree with the following diagnosis of this malady, given by Mr. Carl C. Taylor:—

"My own observation in India and in a number of other countries leads me to the conclusion that the claim on the part of officials that they desire non-official advice in order to keep their programme democratic and down to the recognised needs of local areas, is often a doubtful claim. At least part of the cause of poor attendance of non-official members is the fact that some Government servants would prefer to run their programmes without interference from outsiders. It is probably true that some persons seek membership on such committees in order to enhance their social, and sometimes their political standing."

98. The Director of P.E.O. informed the Committee that some efforts were made to draw the Advisory Committees more actively in the programme. For instance, efforts were made to hold the meetings of the Committees not always at the Headquarters of the Taluk but also sometimes in the villages in the Project under the chairmanship of non-officials. At some places the Advisory Committees were too unwieldy and they were reduced by dropping members who were not interested. The Director, however, suggested that the Advisory Committee should be the sub-committee of the District Local Board at District level and so at Taluk or Tehsil level. The approach was that one could not distinguish between the Project/Block Advisory Committee and the Statutory non-official Committee which would be responsible for overall direction of development programme in that particular area as one could not keep advice and statutory obligations separate in development work. The twin objectives of these committees, that is, (i) securing active co-operation of the departmental officials at the District or lower level, and (ii) enabling non-officials to participate actively in planning and implementation of development programmes, can only be achieved if the organisational improvements were accompanied by steps for reorganisation of these committees on the lines suggested.

99. The future set-up of the Block Advisory Committee as suggested by the C.P.A. and accepted at the Fifth Development Commissioners' Conference held in May, 1956, is as under:—

- (i) All presidents of the Panchayats within the Block.
- (ii) Members of Parliament and members of the State legislature from within the Block.
- (iii) A representative of the Co-operative Societies functioning in the Block.
- (iv) A representative of the women's organisations, if any, in the Block.
- (v) A member from any other social service institutions or associations functioning within the Block such as Bharat Sevak Samaj.

100. In the case of Blocks which have a very large number of Panchayats, say about 15, the Presidents will elect from amongst themselves not more than 20 and not less than 15 to sit on the Block Advisory Committees. Members of the Central and State legislatures will be *ex-officio* members of these Committees. The Vice-Chairman of the Advisory Committee may be a non-official.

101. Regarding the meetings, it was recommended by the Fifth Development Commissioners' Conference that there should be an annual meeting, the date for which should be fixed sufficiently in advance and intimated to all members, at which the annual programme of work should be considered and also as many important

items as are not of an emergent nature. This annual meeting should be followed by another meeting after six months, the date for which should also be fixed sufficiently in advance, wherein the progress of work should be reviewed. This procedure should enable members of the Lok Sabha to participate, if they wanted to, in at least two important meetings of the Block Advisory Committee in a year. The dates for other meetings of the Committee would also be communicated to all concerned well in advance. The Committee hope that no time will be lost in implementing these suggestions in various States.

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

- (a) The composition of the Advisory Committees should not be too unwieldy and should be limited to not more than 20 non-official members.
- (b) The Advisory Committees should have statutory obligations to meet and transact business entrusted to them.
- (c) The meetings of the Advisory Committees should be held in rotation in different villages in the Block.
- (d) The Chairmanship of Advisory Committees should not be confined to District Magistrates only and should be thrown open to non-officials as well.
- (e) The present Advisory Committees are only a half-way-house towards the establishment of a proper unit of local self Government in the Blocks and so the possibility of establishing a proper and satisfactory local self governing body at the Block level be explored as there is nothing at present of that nature in between the village Panchayats on the one hand and the State Governments on the other.
- (f) The members of the Panchayats sitting on the Advisory Committees should be those who are duly elected by all the members of the Panchayats in the area and not necessarily the surpanches or the members nominated by the surpanches.

(d) *Village Level*

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

D. Local Institutions

104. For successfully carrying out a programme of development there are four stages, *viz.*, discussion, planning, mobilisation and execution. At the discussion stage all the common felt needs of the people in the area have to be systematically discussed. At the planning stage all that has been discussed and agreed to has to be planned for execution with due priorities according to the needs of the people. At the mobilisation stage all the available resources in men, money and material have to be mobilised to execute the planned programme. At the last stage all that has been planned is to be executed and a desire is to be created to undertake additional improvement works. At all these four stages effective people's participation is possible only if local institutions, through which the people can participate in the programme, are properly developed. There are two types of such institutions, *viz.*, (a) *Ad hoc* bodies like Vikas Mandals, etc., and (b) the Gram Panchayats.

(a) *Ad hoc bodies (Vikas Mandals, etc.)*

105. The representative of the Ministry informed the Committee that these *ad hoc* bodies were something in the nature of a half-way-house to a proper panchayat system and were not generally found to be a satisfactory substitution for a well organised panchayat. In the initial stage, particularly Madhya Pradesh, the feeling was that Panchayat, if it happened to be faction-ridden, would be a difficult instrument to be used for development purposes. Therefore, the local authorities tended to encourage the establishment of *ad hoc* bodies known as 'Vikas Mandals' in areas where there were no panchayats. The Vikas Mandal organised mass meeting of the entire village and the villagers were asked to select by show of hands the people who would be their representatives in the Vikas Mandal. The Vikas Mandal was sub-divided into sub-committees which looked after every part of the programme. But it was felt that the kind of danger to be guarded against was the creation of a feeling in the minds of officials and others that this kind of *ad hoc* non-statutory body was an effective substitute for a whole-time panchayat and so the reversion to panchayat system was pressed constantly. To-day all over the country panchayat is the instrument to be used for developmental purposes and the areas where panchayats were not existent were going in for panchayat system and the tendency was definitely in the direction of formation of panchayats as an effective organisation at the village level.

106. The C.P.A. informed the Committee that the Project/Block authorities worked closely with non-official agencies in the area including panchayats and *ad hoc* village councils, to mobilise organised people's effort for development work. The panchayats were authorised to plan and execute works up to a limit of Rs. 2,000 for a period of 3 years on approved items of work like paving of streets, construction of culverts, parapeting of wells, construction of new wells, road construction, etc., provided an equal amount was contributed by the people in cash, kind or labour.

(b) *Development of Panchayats*

107. The representative of the Ministry of Community Development informed the Committee that under the impact of development programme it was felt that the Panchayat was the only satisfactory and effective agency at the village level for the implementation of the works and various other programmes covered by the Community Development Scheme. Even the States which had been hitherto luke warm about panchayats were now fully appreciating the importance of setting up the panchayats. Up to the end of March, 1956, 11,451 additional panchayats and other statutory bodies were started. In addition to these, about 25,000 other *ad hoc* bodies, like Gram Vikas Mandals, Gram Sewa Sanghs, etc., were set up. They worked as substitutes of panchayats. Like the City States of ancient Greece, Gram Panchayats of Indian villages are special contributions of India to the evolution of political democracy. In olden days, these panchayats were an effective instrument for the proper management of the various public activities of the villages. Many dynasties changed hands at the Centre from century to century but the Gram Panchayats continued their effective control over and service to the village community. The impact of the British rule, however, sapped the strength of these Panchayats, and what was left was a mere shadow without any substance. Regeneration of these Gram Panchayats is, therefore, a problem more or less co-terminous with the regeneration of Rural India. The importance of restoring the old glory of these Panchayats and making them the effective instruments of popular will was realised by the Planning Commission. It was pointed out in the Plan that there should be an organisation representing the village communities as a whole through which the village can secure necessary leadership and initiative in tackling its problems and in planning various aspects of its social and economic life.

108. The Planning Commission conceived of the village panchayat assuring responsibility for such functions as:—

1. framing programmes of production for the village;
2. framing budgets of requirements for supplies and finance needed for carrying out the programmes;
3. acting as the channel through which, increasingly, government's assistance, other than assistance which is given through agencies like co-operatives, reaches the village;
4. securing minimum standards of cultivation to be observed in the village with a view to increasing production;
5. bringing waste land under cultivation;
6. arranging for the cultivation of land not cultivated or managed by the owners;
7. organizing voluntary labour for community works;
8. making arrangements for co-operative management of land and other resources in the village according to the terms of the prevailing land management legislation; and

9. assisting in the implementation of land reform measures in the village.

109. The progress made in this field is very uneven in different States and, on the whole, not very satisfactory. In his speech at the Fifth Development Commissioners' Conference, the Administrator (now the Minister of Community Development) stated that "in the field of Panchayats we have to go a long distance". The Committee hope that this field will engage his personal attention and that this distance will be covered by the end of the Second Plan. It is very necessary that the role assigned to the Gram Panchayats by the First Plan and also in the Directive Principles of the Constitution becomes a reality without undue delay. The success of the Community Development Programme largely depends upon the co-operation from the non-officials. The non-officials can give co-operation in an organised way through panchayats or co-operatives. But, there again, in many places, there are difficulties because of the factions. The Committee suggest that the State Governments should make efforts to see that these factions are eliminated and that the panchayats play their role effectively. Statements showing the number of villages covered by the Panchayats up to March 1955 and the number of Panchayats established State-wise up to March 1956 are given as Appendices VI and VII.

110. Incidentally, the sub-committee of the Estimates Committee which visited the Manavadar-Vanthali-Keshod Community Projects in Saurashtra were favourably impressed with the progress of the institution of Gram Panchayats. In every village of the project area, there was a Panchayat which was recognised as an agency of the project administration at the village level. The Panchayat of one of the villages—Vadal—had levied an octroi duty to carry out the developmental works and the income from this source amounted to Rs. 10 to 12 thousand. One of the most distinguishing features of the working of this Panchayat was that no staff was maintained by it for the collection of octroi. The individuals voluntarily paid their dues at the Panchayat office. The surpanch confidently stated that all the members of the Panchayat kept a vigilant eye and that at the same time there was no attempt at evasion of the payment of octroi duty on the part of the people. This indicates a high sense of civic duty among the villagers. The Committee suggest that this should be given widest publicity and should be set as an example to be emulated by others.

111. The Committee also understand that in Nesdi village in Kundla Taluka in the Gohelwad District of Saurashtra, postal stamps, postcards and envelopes are left for sale without being manned, and that the villagers buy them by putting the requisite money in a box. This is also an example worth emulating.

E. People's Organisations

112. The Fourth Development Commissioners' Conference held in May 1955 recommended the following steps to strengthen people's organisations

(a) Financial assistance.

- (b) Training for members of these bodies.
- (c) Technical and administrative assistance.
- (d) Co-ordination with the working of non-official organisations.

113. Financial assistance to the people's organisations connected with the programme should largely be confined to such bodies as have been constituted by law. Training of members of such bodies should be confined to orientation at seminars and conferences. Organisation of study tours, melas, exhibitions, etc., would be desirable. During the course of their tours, the Sub-committees of the Estimates Committee observed a number of such non-official organisations which were doing useful work in villages. They were also glad to notice that the assistance from such non-official bodies, wherever they were well organised in the project areas, was being generally availed of. There are quite a number of fields in which substantial work could only be done through non-official agencies, e.g., popularising the plan, evoking people's participation and voluntary contribution, maintaining liaison with the public and keeping them fully informed of the development activities.

114. The fifth Development Commissioners' Conference, held in May, 1956, recommended that as with the increasing tempo of development work there was now ample room for the non-official organisations to function side by side with the official organisations, there should be closer collaboration between the officials and non-officials in the common task.

115. The representative of the Ministry of Community Development informed the Committee that one step taken to encourage the people's organisations was giving of contracts for development activities to village organisations in a number of cases.

116. So far as the question of using the services of existing organisations of the people and the constructive workers was concerned, the representative of the Ministry of Community Development informed the Committee that a great deal of effort was made in this direction and there had been a considerable amount of success. At the beginning there was suspicion in the minds of the people that this was a Government agency and they also thought that there was too much of foreign influence. Persistent attempts were made to draw the people to come and work in the programme. At first the reaction was not favourable. The subject was, however, discussed with the constructive workers again and again and their help was sought. One such sphere was the Khadi and Village Industries Board which is now training the staff of Community Projects jointly with the Small Scale Industries Board. They have also agreed to spend 40 per cent. of their funds in the Community Project areas. In the field of basic education also there was a great deal of co-operation and considerable amount of work was done in the way of converting the existing schools into basic schools and also starting new basic schools in the areas.

117. There are several non-official organisations which had gone ahead of the official programme in the sphere of constructive work, development of village industries etc. To give only one illustration there is the Kundla Taluka Gram Sewa Mandal functioning at Savar Kundla in the Gohelwad District of Saurashtra for many years. It has made substantial progress in the following village industries:—

- (i) Hand spinning and weaving.
- (ii) A workshop to manufacture spinning wheels of various designs.
- (iii) Dyeing & printing.
- (iv) Spinning and weaving of woollen clothing.
- (v) Organising khadi exhibitions.
- (vi) Extracting oil by village ghanis.
- (vii) Chakkis for grinding grains.
- (viii) Manufacturing soap & match boxes, tanning, pottery etc. on cottage industry basis.
- (ix) Effective marketing facilities for the above.

118. In addition, the organisation engages in other useful constructive activities, such as training in basic education, developing childrens' gardens, arranging bhajans, dances and music and makes efforts to remove untouchability etc.

119. There is ample scope for the development of such non-official organisations. The Committee recommend that local authorities should take active interest in such organisations and offer their technical advice, guidance and encouragement for the common goal of rural welfare.

120. So far as the question of correct approach on the part of officials to enlist greater non-official co-operation was concerned, the representative of the Ministry informed the Committee that the official approach depended upon the official machinery and until recently and even now the level of efficiency in the States varied very widely, but it was expected that with the re-organisation of States, things would improve. Initially when the development programme was superimposed on the existing machinery, the latter which was weak even for the normal governmental functions, started creaking. The position had, however, been improving. So far as the officials were concerned, they must be receptive, otherwise non-official co-operation would not be there in adequate measure. The representative further added that it was, however, not correct to say that the fault lay only on one side, it was probably on both sides. In his opinion, the only solution was to bring the two together and to bring about a change in the outlook of both.

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

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

F. Village Leaders.

(a) *Training camps for Village Leaders*

122. The Third Development Commissioners' Conference held in May, 1954 observed as under regarding the need and importance of training village leaders:

- "1. A village leader is essential for the successful implementation of the programme. Leaders can be discovered by entrusting execution of selected works to a group of people, personal contacts or through the Gram Seva Sanghs, Village Development Councils, etc. He should be such as to command the respect and confidence of the villagers and have earned their loyalty.
- "2. Functional leaders prove useful in comparatively backward areas; and non-functional leaders are helpful where political or other consciousness has been developed.
- "3. It is necessary to train village leaders. Basic principles of psychology of adult training, such as, slower reaction, greater reluctance to learn and fear of failure, should be borne in mind in imparting training. Training may be given through study tours, organising training camps, holding periodical conventions of Vikas Mandals or similar institutions, taking the leaders round Model Farms, etc."

123. The Fourth Development Commissioners' Conference, held in May, 1955, also laid stress on the training of village leaders and recommended that training camps should be organised for village leaders and young farmers. These camps may be for men, women, and youth jointly and separately. Efforts should also be made towards the development of young farmers by organising and encouraging the formation of young farmers' clubs. The organisation of these and other activities would act as a process for training of future village leaders.

124. The Fifth Development Commissioners' Conference held in May, 1956 recommended that non-officials should be brought together in seminars organised by the C.P.A. and the State Governments and that these non-officials should be deputed along with the officials, and not separately, on study tours in India.

125. The C.P.A. informed the Committee that promotion of village leadership, youth movements, and village institutions was part of social education programme in the Community Development and

N.E.S. Blocks. *Shramdan* Camps, *Shibirs* and youth camps were organised by practically all projects and blocks. Family camps and women camps were also organised in some States. Some of the States had already organised seminars exclusively meant for non-official members of the Project/Block Advisory Committees and one of the results from the holding of these seminars had been that non-official co-operation was forthcoming in a larger measure in the planning and implementation of the programme.

126. The representative of the Ministry of Community Development further informed the Committee that the Village Leaders Training Camps were now becoming a regular feature. The States of Madhya Bharat, Hyderabad, Punjab, Travancore-Cochin, Rajasthan and Bihar held such camps and they proved very useful. With the spread of Panchayats these camps were taking the shape of "Panchayat Sammelans". The method of conducting these camps was that people at the District level or even at the Head-quarters' level went and tried to give information with reference to the particular subject they were dealing with. That message percolated down to the villages through these leaders.

(b) *Youth movement.*

127. The Committee are sorry to note that not much progress has been made in this direction. Various activities for youth have, no doubt, been started in Community Development areas, but there is great divergence in their organisational set-up and objectives. The entire question relating to youth work was considered by the Fifth Development Commissioners' Conference held in May, 1956. It recommended that, in view of the fact that activities among youth were being carried on in different States in different forms, proper co-ordination was necessary among the various agencies sponsoring youth activities.

128. The representative of the Ministry of Community Development informed the Committee that the C.P.A. had written to State Governments to send information regarding the youth organisations functioning in the States. On receipt of replies from all the State Governments, the question of setting up some kind of coordinating agency would be considered. A copy of the note detailing the existing and proposed activities among the youth in Community Development areas is enclosed as Appendix VIII.

(c) *Training of students.*

129. The gigantic experiment of changing the rural life of India is a unique feature of our times and the Committee consider that the University education of a modern youth cannot be regarded as complete unless he participates in this experiment. The Committee, therefore, suggest that the Ministry of Community Development should examine jointly with the Education Ministry the feasibility of making it compulsory for a college student to spend at least one month in a village camp before he becomes eligible for a University degree. These village camps should be properly planned and organised with two

main objectives: (1) the participating students should get a first hand knowledge of the Community Development activities, and (2) they should be able to make some useful contribution by participating in the activities. The Committee also suggest that the country's Five Year Plan should be made one of the compulsory subjects for study by all college students. Teachers, who have made a thorough study of the Plan and have had occasion to see things for themselves in action, should, as far as practicable, be entrusted with coaching in this particular subject.

130. In this connection the Committee are glad to note that a small and modest beginning has already been made by starting a scheme to develop in selected University students and teachers a realistic spirit of social service and a responsible understanding of the problem of rural reconstruction in India. The details of this scheme are enclosed herewith as Appendix IX.

(d) *Training of Village Teachers.*

131. The Fourth Development Commissioners' Conference, held in May, 1955, recommended that as the village school teacher was one of the persons from whom various activities could radiate at the village level, he should be made sufficiently familiar with the various facets of rural development and adequate arrangements should be made to organise training programmes for village school teachers.

132. The success of the Community Development Programme, to a considerable extent, depended on the extent to which village leadership was developed and a scheme was therefore, prepared for training village school teachers which aimed at developing in village teachers an understanding of the problem and purpose of rural reconstruction programme, to enable them to function effectively as social educators and as leaders of the village community. The subject was discussed at a number of regional seminars and finally the entire programme for a reorientation training of village school teachers was considered by the C.P.A. at a meeting held on the 19th January, 1956, with the Officers of the Government of India and Development Commissioners of certain States.

The programme for training of school teachers, as decided by the meeting held on 19th January, 1956, is enclosed as Appendix X.

133. Here again, the Committee are sorry to observe that the importance of assigning a useful role to the village teacher in the Community Development Programme has been realised rather late in the day. It is true, no doubt, that basically the role of the teacher is one of educating the children, and that, in assigning any additional functions to him, care has to be taken to see that these functions do not over-shadow his basic functions. Even within this limited sphere, it should be possible to assign him a useful role. The programme of training given in Appendix X does not clearly specify what role is to be assigned to the village teachers after their contemplated orientation training. The Committee, therefore, recommend that a co-ordinated scheme for this purpose to be uniformly followed in all

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

G. Quantitative measurement of people's participation.

134. The following table shows the Government expenditure and people's contribution in terms of money in the Community Projects/Blocks and N.E.S. Blocks up to the 31st March, 1956.

	Government Expen- diture	People's contribu- tion *		
	(Rs Crores)	% of pro-rata target	Value in (Rs. crores)	per 1000 persons (Rs.)
<i>Community Projects Blocks,</i>				
1. 1952-53 Series (Oct. 52 to March, 56)	23.45	84	9.45	5,612
2. 1953-54 Series, (Oct. 53 to March, 56)	4.18	68	1.91	4,344
3. 1955-56 Series (Con- verted C.D. Blocks)	4.66	58	3.51	3,357
<i>N.E.S. Series:</i>				
4. 1953-54 Series (Oct. 53 to March, 56)	3.86	74	5.07	4,611
5. 1954-55 Series (Oct. 54 to March, 56)	4.42	75	5.14	2,677
6. 1955-56 Series (April, 55 to March, 56)	1.15	57	1.05	803
TOTAL	46.02**	76	26.13	3,484

135. The representative of the Ministry of Community Development informed the Committee that people's participation was a very prominent feature in the Community Development and National Extension programmes and the latest figures showed that the people's contribution calculated in terms of money worked out to Rs. 26 crores as against the Government expenditure of Rs. 46 crores during the

NOTES—

* In cash, kind and labour.

** Total includes a sum of Rs. 4.3 crores as cost (tentative) of imported equipment received upto 31-3-1956.

period ending March, 1956. In other words, the people's contribution had been of the order of 56 per cent. of the total Government expenditure. Measured in terms of the population it worked out as Rs. 3,484 per thousand persons or Rs. 17 to 18 per family of five people. It was a substantial sum considering the general poverty in the rural areas. This represented voluntary self-imposed taxation on the community by the community itself which was not possible to be raised by other methods of taxation. Apart from the financial aspects, there were various other significant benefits and more than anything else it resulted in the community feeling that the community works, like roads and wells, were built with their own labour and the responsibility for maintaining them in future was theirs. So, on the participation side, the results have been very satisfactory and there was no sign of any diminution in the ardour of the people towards making this contribution. It was, in fact, increasing in some of the areas and was expected to continue for the rest of the Second Five Year Plan. While this enthusiasm lasted, the attempt should be to build up Panchayats and other bodies, which would in course of time succeed in tapping additional resources in these areas by raising additional taxation for their own requirements.

136. While the Committee have every reason to be gratified with this picture of people's participation in the Community Development Programmes, they feel that the matter needs to be taken with some qualifications. The Programme Evaluation Organisation, in their Second Evaluation Report, observed that in some places the expenditure that an individual villager incurs on his own land or house by way of constructing a well or a soak pit was counted as public participation whereas, in others, the proceeds of labour tax levied by panchayats and contribution from panchayats and co-operatives to works of social amenities were counted as public participation. In this connection, the representative of the Ministry of Community Development informed the Committee that the Community Project Administration had now laid down very clearly in following precise terms as to what should be considered as fields of people's participation and how the same should be recorded.

"People's participation"

Major discrepancies are observed under this. In the first place, considerable misunderstanding seems to exist as to what should and should not be counted under the head 'people's participation'. Secondly, it is sometimes noted that the value of labour is estimated differently for the same types of schemes within a Block. If there is any valid reason for variation in rates—which seems highly improbable—this should be explained clearly in a foot note. Thirdly—and this a general point—the rates used for evaluating villagers' contribution in labour appear to be rather exaggerated. Contribution in labour and kind may be stated, as far as possible, in terms of both quantity and estimated value in rupees. This is necessary because the rates used are likely to vary from place to place, and the contributions

in terms of money are not always strictly comparable. Furthermore, value of contribution should be given separately for each field listed and the cumulative total for all fields for both 'during current quarter' and 'at the end of current quarter'.

Following points are to be kept in view while assessing people's participation:

- (1) People's participation should be assessed in terms of voluntary contribution in cash, kind and labour for works of common benefit.
- (2) Contribution in the form of labour should be measured by the value of work done estimated according to the P.W.D. rates or the authorised rates of the local boards, whichever may be lower. Contribution in kind should be valued at the prevailing market rates.
- (3) Facilities already existing in a village e.g. community centre, chaupal, etc. before the community development or N.E.S. programme started should not be included in people's contribution.
- (4) When Government property such as lands, buildings, etc., are utilised for a common purpose, the value of such property should not be counted as part of people's participation.
- (5) Grants out of funds collected by the Panchayats from the villagers could be counted as people's contribution, but not the grants made out of funds received by the Panchayats from the Government."

137. The representative of the Ministry of Community Development further added that Project Evaluation Officers were also asked to make a special study of this because this was a sphere where there was possibility of different interpretation not as a result of dishonesty but as a result of misunderstanding. At each block there was an assistant to compile and check the figures carefully.

138. The Committee feel that the instructions issued by the C.P.A. are alright but the point is whether these instructions are being observed or not. The Committee suggest that the Programme Evaluation Organisation should make test checks to see whether these instructions are being properly understood and followed. In this connection the Committee would like to invite attention to para 146 of this Report.

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

V. ADMINISTRATIVE CO-ORDINATION

A. Introduction

140. With the change from a Law and Order State to a Welfare State, the functions of the administrative machinery become wider and more complex. This naturally results in the increase in the number and strength of government departments. This increase has a tendency to aggravate two perennial problems of the government machinery viz. red-tapism and lack of co-ordination. In no other field can these two problems cause such serious repercussions as in the field of Rural Development. In this connection, it would be interesting to quote here the following very frank and pertinent observations from an article "Some Heresies" published in "Kurukshetra—A Symposium".

"One amusing symptom of the futility of trying to quicken this machinery is the number of terms that have been invented to make things move faster ranging from 'urgent' 'immediate' to 'most urgent' and 'top priority' and yet whatever the work and and whatever the colour of the label, the cumbersome machinery moves at its own 'majestic' pace—oblivious of the challenge of time and only conscious of its water-tight divisions where departmental prestige and its credit is all that counts. This is a factor which enters very vitally into our plans and planning and it would not do for any one of us to shut our eyes to it even if official decorum and a sense of loyalty to the administrative set-up impel us to do so."

141. Now, it is mainly to overcome these twin difficulties of red-tapism and lack of co-ordination that the entire machinery of the community development programme has been created. As the Prime Minister in his article "Fascinating Adventure" has rightly said: "Community Projects envisage a co-ordination of a number of activities. They cannot be separated or viewed as isolated activities. The object is to build the human being and the group and to make him and the group advance in many ways. Therefore, the activities in the Community Centre must be closely co-ordinated and worked to this end."

142. Even before the inauguration of the Community Development Programme, various development departments such as Ministries of Agriculture, Health, Education etc. did exist both at the Centre and the States. The main purpose of creating this new machinery is to provide a suitable agency at different levels to co-ordinate the activities of different departments and to take an integrated and overall view of things. In the past, all the Development Departments worked independently of one another following their own programme and without a sense of common objectives. Each Department approached the villager through its own hierarchy and the weakest link in each department was usually the last official who had to be in touch with

the villager, and who was in most cases, inadequately trained and incapable of providing guidance to the villager. The area covered by him was so vast that a villager hardly felt his presence. This defect has been removed by the creation of a post of multi-purpose village level worker who is supposed to keep in close touch with all the development departments and act as a friend, philosopher and guide to the villagers. Similarly, at the Block, sub-divisional, District and State levels, the Block Development Officers, the sub-divisional officers, the Collectors and the Development Commissioners are required to maintain proper co-ordination with the various Development Departments and see that they render adequate service for the purpose for which they exist. Even at the Central level, there is the community projects administration whose main important function is to ensure proper co-ordination between the various Central Ministries and between the Centre and the States.

B. Problems of Co-ordination at Various Levels

(a) Central Level

143. A Ministry of Community Development has recently been created at the Centre with effect from the 20th September, 1956 under the charge of a separate Minister and the post of the Administrator has been abolished. The Central Committee consisting of the Members of Planning Commission under the Chairmanship of the Prime Minister will, however, continue to function.

144. The main problem at the Centre is the co-ordination of the work of different Central Ministries dealing with the different aspects of the development programme. For instance, the Central Ministry of Health deals with the pilot projects for rural health, sanitation and the training of health personnel required for the Projects and Blocks. The Ministry of Home Affairs deals with the Pilot Projects for Tribal areas and the requirement of technical personnel for implementation of the Second Five Year Plan under a separate Manpower Directorate newly created. The Ministry of Food and Agriculture deals with the Pilot-Co-operative Projects and the training of Gram Sevaks, Gram Sevikas and the Extension Officers required for agriculture and animal husbandry. The Ministry of Commerce and Consumer Industries deals with the Pilot Projects for Village and Cottage Industries and the Pilot Industrial Estates and the training of Extension Officers required for implementation of the programme of village and cottage industries. Similarly, the Central Welfare Board deals with the pilot projects for rural welfare and the training of personnel required for the same. The work of all these Ministries has to be co-ordinated, watched and progressed in such a way that the maximum benefit accrues to the rural areas without undue delays.

145. The representative of the Ministry of Community Development informed the Committee that until the creation of a separate Ministry of Community Development, the C.P.A. acted in close co-operation with the other Ministries and held from time to time meetings of the officials from the different Ministries for the purpose of

sorting out difficulties. He added that the basic approach followed was that the C.P.A. functioned mainly as a co-ordinating wing and avoided arrogating to itself the duties and responsibilities which were legitimately attributable to other organisations and that was why the training of village level workers and other agricultural workers was entrusted to the Ministry of Food and Agriculture. The C.P.A. was faced with the basic problems of co-ordination of the work of different Ministries from the very beginning. The alternative was either to build up a parallel administrative agency or to draw upon the existing machinery of Government and try and bring about a change in their outlook. The receptivity of different States to these two alternatives was different. It was, however, felt that the creation of a parallel administrative agency had some limitations and it was decided to bring all these peripheral Ministries into the whole business. As a result of this the representative claimed that the Food and Agriculture Ministry's programme and responsibilities in the matter were more realistic in the year 1956 than was the case in 1952. The representative of the Ministry added that if a particular programme was entrusted to a Ministry, there was the fear that if things went wrong, it would be taken to task. Merely having some kind of general responsibility for looking after the work without entrusting particular, specific responsibilities in particular spheres might result in a dilution in the sense of responsibility.

146. The Committee generally agree with the views of the representative of the Ministry of Community Development that it is not desirable to build up a parallel administrative agency to take over the functions of various development Ministries relating to the Community Development Programme and that each Ministry concerned should take its due share and responsibility in the programme. The Committee, however, feel that the C.P.A. should be in a position to assert itself and see that the duties devolving on different Ministries are carried out in a more realistic way and that the programme advances according to schedule. The Committee, therefore, recommend that a strong Action Committee may be formed at the Centre under the Ministry of Community Development with the representatives of various Ministries concerned to co-ordinate the activities of different Ministries and to review the progress in rural areas periodically so that no time is lost in protracted negotiations and there is no overlapping of functions and duplication of development activities. In fact the various activities of development undertaken by the different Ministries and Boards should be channeled in the Project and Block areas through the Ministry of Community Development.

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

(b) State Level

148. At the State level there is a State Development Committee consisting of the Chief Minister and Ministers in-charge of Development Departments to lay down general principles of policy. There is no provision for any advisory body of non-officials at the State level to be associated with the formation and implementation of the development programme in the State. The Development Commissioner who acts as Secretary to the State Development Committee has been entrusted with the job of co-ordinating the activities of various development departments and at official level he is the leader of the team consisting of heads of departments or Secretaries to Government in various development departments.

149. The P.E.O. in their First Evaluation Report observed that in the early days of the new programme many States had set up Development Committees. Some States did not think it necessary to have any committee other than the cabinet itself. But they had not in many cases supplied either through the cabinet as a whole, or through an appropriate committee that steady co-ordination and guidance of Governmental effort which was considered to be the most important assent of the new plan. As for the Advisory Board of Secretaries and the Advisory Committee of Departmental Heads, the P.E.O. observed that it was not easy to say whether these bodies were functioning in any of the States. The P.E.O. suggested that the Committee of departmental heads should not be merely 'advisory' and it would have to play a more positive role and any proposals made to Government as a result of deliberations so held should be sanctioned as a matter of course unless there are strong reasons to the contrary. Once effective and continuous co-ordination was achieved on the ministerial and highest departmental levels, regular co-operation at lower levels e.g., regional, district and block, would be easier.

150. The representative of the Ministry of Community Development informed the Committee that the suggestions of the P.E.O. were fully accepted in that respect but in a programme like this, improvements were always possible and that an officer was put on special duty to look into these things specifically and suggest improvements particularly in the field of means for implementing the programme.

151. The Committee have already dealt with the question of creating an Advisory Body at the State level consisting of officials and non-officials to be associated with the planning and progress of the Community Development Programme in the States in para 91. The Committee further recommend that now with the reorganisation of States into more viable units on the whole the State Development Committees both at the Ministerial level and the Heads of Departments level should be energised and should be made to take more interest in the development work in the States, specially in the matter of co-ordination of work of different departments and the heads of development departments should be made personally responsible to

see that a close co-ordination exists in the personnel of their departments at all levels.

(c) District Level

152. At the District level there is a provision for a District Development Committee or a District Planning Committee consisting of all the District Heads of Development Departments and the Chairman and Vice-Chairman of the District Board, presided over by the District Collector. The representative of the Ministry of Community Development informed the Committee that these Committees at the District level were intended to look after the working of the Five Year Plan and not merely the Community Development and N.E.S. Programme.

153. The Committee feel that the problem of co-ordination is particularly important at the District level as it is here that the most effective stages of planning and execution of the programme have to be gone into. The District Development Committee, therefore, should play a more active and realistic part in the co-ordination of the activities of different Departments so far as the programme of Community Development is concerned. The fact that the District Development Committee is intended to look after the working of the entire Five Year Plan should be all the more helpful in bringing about an effective co-ordination between the working of the different technical officers at the District level as it gives them a complete picture of the entire District, the resources available, and the work to be done. The Committee, therefore, recommend that the District Development Committee should be responsible for the co-ordination of the activities of various departments in the Community Development and N.E.S. Blocks as envisaged by the Planning Commission. The Chairman of the District Development Committee may also be authorised to issue instructions to the subject matter specialists regarding any special work required to be done in any of the blocks within the district. Incidentally, the Committee also suggest that the Government might consider and examine cases where there is much more work than can be handled by the overseers in any particular blocks and see whether it would be advisable to substitute the overseers by full-fledged engineers. In individual cases where this course is justified the necessary action may be taken in consultation with District Development Committee.

(d) Block Level

154. At the Block level the Block Development Officer exercises administrative control and is responsible for inter-departmental co-ordination. The officers of the various departments work under the general administrative control of the B.D.O. except in regard to technical matters in which they seek guidance from their technical heads. The B.D.O. therefore, is, required to maintain close liaison with the various other officers at the Block level.

155. The P.E.O. in their Third Evaluation Report observed that the dual control of the Block level subject matter specialists with the B.D.O. controlling all their movements and exercising administrative control and the district level technical officers exercising technical control was still not working satisfactorily. In view of the fact that the problem of inter-departmental co-ordination at the block level was of crucial importance and its magnitude would increase as the N.E.S. pattern spreads over the whole country, the P.E.O. suggested that further advance should be in the direction of associating the district level technical officers fully with all phases of the programme. They must be given not only the full responsibility but also the authority so that they could adequately discharge their responsibility. In all technical matters the opinion of the departmental specialists should be more or less final and they should be brought more and more into the day-to-day guidance of the Block-level subject-matter staff. The P.E.O. also suggested that appointments to the posts of B.D.Os. should be made not from one but from a number of departments to obviate any feeling on the part of the other departments of being excluded.

The Committee agree with the suggestion of the P.E.O., but they would like to add that special care should be exercised in the selection of the B.D.Os. with a view to ensure that persons with a flare for developmental work are selected for these posts."

156. The representative of the Ministry of Community Development informed the Committee that initially co-ordination was almost an all-absorbing problem for Development Commissioners, Collectors and others and lack of co-ordination was something which was really hampering the progress of the entire programme; but today, as a result of the working of the programme all these years there had been a great deal of noticeable improvement in co-ordination. He claimed that in every department, co-ordination at each level was considerably better today than it used to be in 1952. But in a problem like this it was not possible, at any stage to say that the problem was solved for all time and that there was no further need for vigilance. It was always capable of infinite improvement. He added that continuous attempt was being made to provide forum where close co-ordination could be brought about and also the kind of leadership under which co-ordination could be achieved.

157. Regarding the recruitment of B.D.Os. from other departments, the C.P.A. wrote to the State Governments as early as September, 1953, suggesting that the posts of B.D.Os. and the Block-level-specialists should be filled up not merely by open market recruitment but also by promotion from lower ranks and that principle had been accepted.

C. Factors affecting co-ordination

158. The Committee feel that there are four important factors which have a great bearing on the question of administrative co-ordination specially at the crucial level of the Block—viz. the decentralisation of authority, the respective role of the Collector and the

B.D.O. in the Development Programme, team spirit and the choice of personnel.

(a) Decentralisation of power

159. The Fifth Development Commissioners' Conference held in May, 1956, observed that while most of the States had delegated large powers to the Development Commissioners and his field staff in regard to community projects and NES programme, there had been no corresponding increase in the delegation in various development departments in the execution of the schemes pertaining to the Five Year Plan, with the result that the execution of the departmental schemes tended to get delayed. The Conference recommended that it was important to ensure that adequate delegation of powers was given to the officers at various levels charged with the execution of the schemes. There should also be progressive enhancement of powers to these officers in the light of experience gained in the implementation of the programme during the last four years. It should, however, be noted that while the Sub-Divisional Officer should be given responsibility for the execution of the programme, nothing should be done to detract the overall responsibility of the Collector for the programme.

160. The representative of the Ministry of Community Development informed the Committee that the question of delegation of powers was constantly under review and that an officer was placed on special duty and asked to go round the States and discuss the question with the Development Commissioners and others from the point of view of ways and means *i.e.* organisation, methods, delegation of powers etc. to be employed in order to implement the programme with success. The way in which the problem was being considered was that the execution of the smaller projects should be entrusted almost everywhere to the Panchayat where there was one satisfactorily operating, and where there was no panchayat the same was to be organised. The intention was to use to the fullest extent possible the grant-in-aid system which was a much more satisfactory system from the point of view of executing the programme, than the system of executing it through departmental people or through contractors.

161. The representative of the Ministry added that the special officer had already visited three States namely, Madras, Uttar Pradesh and Rajasthan and his experience was that with regard to delegation of powers in respect of grants-in-aid adequate powers were not delegated to the Block Development Officers and the S.D.O. in-charge of the programme. The powers were vested with the Collector or the Development Commissioner. He further added that the States were actively considering the question of delegation of powers to a greater extent required.

162. The Committee feel that the importance of decentralisation of powers in a vast Community Development Programme and its value in the field of co-ordination does not appear to have been fully

realised, otherwise the action taken now in appointing a special officer for the purpose should have been taken at the initial stage of the programme.

163. The delegation of powers in the opinion of the Committee is an important step and leads to a very clear concept of division of functions. The Committee, therefore, recommend that special efforts should now be made to see that delegation of powers to the required extent is completed in all the States with the least possible delay.

(b) *Role of Collector and the B.D.O.*

164. The P.E.O. in the first Evaluation Report pointed out that unless on the district level, all necessary functions of the development were co-ordinated, neither unity nor quality nor speed of progress could be maintained and that the time had come when the Collector of the district must be definitely authorised and made responsible for ensuring the necessary co-ordination for the purpose of making and executing all development schemes within his district. The P.E.O. further pointed out that the responsibility of the Collector was nowhere laid down with the result that the role of Collector varied with personality. In the Third Evaluation Report, the P.E.O. again pointed out that although considerable progress was made in associating the Collector actively with the programme and making him the principal development officer of the district, the process had not yet been completed. In a number of States specially in the North, Collectors were not actively brought into the picture and in many areas the Collectors, in spite of their best efforts, could not give sufficient time to development programme. The Committee consider it absolutely necessary that if the Collectors are to be made responsible for the development work in the district under their charge, they must devote sufficient time to this aspect of the work and acquaint themselves first hand with the interior of the district and the developmental programme connected therewith. If the burden of routine work is found to stand in the way of their devoting sufficient time for this purpose, steps may be taken to relieve them of some of the routine and less important duties, wherever necessary.

165. Regarding the role of B.D.O., the P.E.O. indicated that there was a distinct feeling among the technical officers that the introduction of the B.D.O. was removing them from their contact with the ground and that the technical departments did not have enough say in the working of the projects. It happened in many cases that the departmental officers concentrated attention in the non-block areas where they had more direct control on their specialist staff.

166. The representative of the Ministry of Community Development informed the Committee that the way in which and the degree in which co-ordination was brought about varied from area to area and State to State. It depended on the quality of leadership of a particular officer who happened to be the head of the team. For instance, in some projects the Collector might be a real live wire who

understood his responsibilities, had qualities of leadership and enthusiasm and was an inspiration to others. In others, he might not be quite of the same calibre. So the personal factor entered into it to a great extent. The ability to get on with a whole lot of other people was different from the old method of ordering something and getting it done.

167. The Committee feel that the role of the Collector and the B.D.O. in the development programme should be clearly laid down to avoid any misunderstanding and to achieve full co-operation of other technical officers in the programme. In this connection, the Committee can do no better than to reproduce the following pertinent observations of Pandit G. B. Pant, the then Chief Minister of Uttar Pradesh, made at a conference of senior Administrative Officers held in October, 1950:—

“The District Officer will no doubt have to keep his eyes on the police and the magistracy, but I want him to make planning and constructive work now his main task, the one thing to which the best of his energy, his intellect and his enthusiasm must be devoted. Everything else must be regarded as secondary. There will be constant communion between the district officers and those in charge of planning at the Headquarters and they will be constantly in touch with each other.”

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

(c) *Team Spirit*

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

(d) *Choice of personnel*

169. The Committee have dealt with this aspect elaborately under the chapter ‘Recruitment and Training of Staff’ earlier. Here the Committee propose to re-emphasise the necessity of selecting right type of personnel specially for the post of B.D.O., who is the key man in the programme at the Block Level. The Committee fully agree with the views of the P.E.O. that appointment to the post of B.D.O. should be made not only from the Revenue Department but also from other departments and that suitable youngmen who show capacity for leadership, zeal living faith in the Plan, aptitude for general development work and understanding of the overall development needs of

rural areas should be selected for this post regardless of the department they belong to. Further, the Committee also recommend that the service conditions of the project personnel should be laid down in all the States indicating very clearly the channels of promotion and the chances of permanency to give the staff a feeling of security for their future and create a feeling of contentment among them. This is the *sine-qua-non* of close co-ordination and full co-operation.

D. Combination of revenue and extension functions below the level of Sub-Divisional Officer

170. The Bombay State is trying an experiment of combining the revenue and developmental functions in the same functionary below the sub-divisional level. The Tehsildar or Mamlatdar or Circle Officer functions as Block Development Officer in addition to his normal functions, connected with maintenance of property rights and collection of State dues. Similarly at the village level, the existing single-purpose functionaries, like Agricultural Supervisors, Co-operative Inspectors and Revenue Inspectors are transformed into multi-purpose village level workers. The Patwari or Talati at the village level is to become the Assistant Village Level Worker. The main advantages envisaged in such a combination are as follows:—

- (i) economy of expenditure on staff;
- (ii) avoidance of multiplicity of agencies and establishment of a single line of administration in which the people in the Block do not have to go to more than one functionary for assistance (with their problems); and
- (iii) avoidance of all possible friction between the development machinery and the normal executive machinery of the State.

171. Arguments against the combination of functions below the sub-divisional level are as follows:—

- (i) the functions at the Block and village level, unlike the District and Sub-Divisional level, are not those of co-ordination only but of direct implementation;
- (ii) considering the tradition and training of the existing functionaries at the Block and village levels, the combination of the functions is likely to result in the extension role of the functionary being adversely affected by the exercise of the regulatory powers; and
- (iii) the implementation of the development and extension programmes will impose on the functionaries at the Block and village levels a load which would make it difficult for these functionaries to continue this work with any other work without detriment to their development and extension work.

172. The Director of the P.E.O. is of the opinion that in the present stage of development, combining the regulatory and developmental functions at the Block and village levels is not advisable.

173. The representative of the Ministry of Community Development informed the Committee that this was being tried out as an experiment in Bombay and in no other State so far. The Bombay experiment had been kept under constant watch and there was doubt about the wisdom of the arrangement. The Committee are of the opinion that the arrangement might not prove satisfactory in the pre-intensive stage, but it might be given a trial on a limited scale, in the post-intensive block. If the results are encouraging, it may be extended to other post-intensive blocks.

VI—PLANNING AND RESEARCH

A. Introduction

174. The Community Development Programme in India aims at the transformation of the social and economic life of the rural population which constitutes 80% of the total. Technically the methods employed for achieving this aim are called *extension* methods. Extension is an American term and means the education of people living outside the campus of the teaching institutions. This is done by means of studying the people's problems and suggesting solutions workable and acceptable to the people. In India all the rural problems, agricultural, social, health and cultural, vocational and industrial, are sought to be solved by extension methods. In Agriculture, one has to deal with a professional farmer who is supposed to know all about his profession and he is not going to accept anything which he considers doubtful. Therefore, any knowledge that has to be passed on to him through the extension agents must be based on research under local conditions and thoroughly tested; because any failure of a method extended to him would not only shake his confidence but the confidence of the entire village. For the farmer the failure would mean starvation and for the extension agent waste of all his efforts. It is necessary, therefore, that the new methods must be planned first in close co-operation of the villagers and must be passed on to them after a careful repeated analytical study which is another name for research. The research supplies the material for extension and the extension with due planning supplies the material for research. Both are, therefore, complementary and an integral part of extension.

175. Further, the problems of all the farmers are not the same. The nature of land of one differs from that of the other and each has his own limitations in the matter of what he can invest in labour, seeds, implements, fertilizers, irrigation, etc. So all these problems have to be studied with great care, solutions found and extended in a planned way to avoid any wastage of resources.

B. Planning of programme in respect of selection of sites, survey of areas and fixation of targets

176. The P.E.O., in their First Evaluation Report, observed with regard to the selection of sites that the urge to keep the prescribed time table and to achieve concrete results, led the project authorities in most cases to prefer to work in more responsive or more easily accessible villages than to seek out centrally situated villages in different parts of the project area round which to initiate action. A certain lopsidedness, therefore, developed in the progress in villages within a single Block. The selection of particular villages to constitute a particular Project or Block in some cases followed inexplicable lines. Regarding the preliminary survey, the P.E.O. observed that in

most States, partly on account of lack of time and partly due to lack of staff, the survey work was only inadequately done. In the absence of proper survey, a programme was drawn up on what the project officers thought good for the area with the result that the development work had been haphazard, lopsided and diffused.

177. In regard to fixation of targets the P.E.O. observed that to be realistic the targets must result from a process of observation, discussion and common agreements, otherwise they were likely to be unrealistic. In some cases targets were fixed after the achievement was in sight. In most cases the targets were not more than the officers' own conception of what they would be able to do.

178. The C.P.A. informed the Committee that when the Community Projects were initially launched in October, 1952, certain lopsidedness became inevitable due to lack of experience, lack of full complement of staff and other factors. With a wider coverage of the programme and the opening of communication the tendency for unbalanced development was largely arrested. Village plans were now drawn up and the programme for the block was based on the recommendations of the Block Advisory Committees. The question of preparing Block Survey Reports was considered at length at the Calcutta Seminar on Administrative Intelligence held in March 1956 and in pursuance of the recommendations of the Seminar, an expert sub-Committee was appointed to standardise the concept, definition, etc. of the items included in the survey report proforma with a view to achieving uniformity in interpretation and reporting.

179. An expert sub-Committee was also appointed to go into the question of fixation of targets which recommended that planning in its real sense involved the fixation of targets and that without targets, planning could not be systematically organised and executed. The expert sub-Committee also observed that the present provisional method of measuring progress achieved in any Block/State on the basis of the average all-India standard of achievements was unsatisfactory owing to the fact that the needs and requirements as also the opportunities and resources of meeting such needs and requirements, varied frequently from Block to Block and State to State. The C.P.A. informed the Committee that, by and large, targets of work and accomplishments were now prepared in consultation with the local people on the basis of the conditions obtaining in the areas and the potentialities for development. These targets were then considered at the District level and State level for planning purposes.

180. Regarding the observation of the P.E.O. that lack of survey had very often meant that the programme was drawn up on the basis of what the Project Officers thought was good for the villagers, the C.P.A. informed the Committee that, it was true in some cases at the initial stage but was certainly not true now. The administrative set up for the Community Projects and N.F.S. work went down to the village level and at every stage, non-official participation in the drawing up of the programme was emphasised. In fact, the usual practice was to draw up the programme of work in consultation with the Block

Advisory Committee consisting of both officials and non-officials, panchayats and other local institutions wherever they existed.

181. The representative of the Ministry of Community Development further informed the Committee that the people's participation in the planning of programme was sought to be achieved—though not fully achieved by the use of Blok Advisory Committee. At the time when the Second Five Year Plan was being formulated the Planning Commission wrote to the State Government that it would be necessary to build up the plan from below. The suggestion was that it might be built up from the panchayats upwards. That particular suggestion had not been fully implemented except in Saurashtra as it was difficult to be implemented. Certain States did make efforts in that direction. In some Blocks efforts were made to use the local Vikas Mandals or the Gram Mandals as a unit for the purpose of local planning but that was done in a sketchy way.

182. The Committee fully appreciate the difficulties which the programme had to face in the initial stages but now since the deficiency in the trained personnel has been largely made up and with the experience of the last 4 years, it should be possible to properly plan the programme in close association with the people and the local institutions according to the felt needs of the villagers after proper surveys of the areas and to build the targets after observation, discussion and common agreements with the people themselves.

C. Research Facilities

183. The P.E.O. in their very First Evaluation Report stressed the need of research facilities and recommended that Development Departments in all States should have a survey and research section if the inception, initiation and progress of development work were to be regulated by ascertained needs and practicabilities. In the Third Evaluation Report, the P.E.O., again emphasised the need of extending research facilities and strengthening of research units nearer to the field. The P.E.O. recommended the establishment of a research unit at the Headquarters of every district for an effective contact between the research personnel and field workers.

184. The C.P.A. informed the Committee that at present there was no survey and research section attached to the Development Departments in the States. There was, however, in many States what was known as planning cell generally attached to the Economic and Statistics Bureau of the State Government. In Uttar Pradesh there was a Planning, Action and Research Institute. Besides, the Development Commissioner in each State acted as the head of a team consisting of the different development departments like Agriculture, Animal Husbandry, Co-operative, Health, Education, Panchayat, etc. and sought their guidance on all technical matters. The C.P.A. further added that the importance of planning, survey, collection of statistics, etc. as well as research in community development work was fully recognised and with that end in view the C.P.A. had recommended to the State Governments the establishment of an Administrative Intelligence Unit as

an integral part of the State Statistical Bureaus. Further the recommendations of the P.E.O. were brought to the notice of State Governments and were also under consideration of the C.P.A.

185. The representative of the Ministry of Community Development informed the Committee in his evidence that the Ministry of Food and Agriculture suggested the establishment of small research cells in the District Agriculture Farms and some States had already taken action to establish research units on a District basis. But apart from that, the need particularly felt in the Second Five Year Plan, was that there were extensive areas in the country with absolutely no research facilities of any kind particularly in the agricultural field. There it was necessary to establish research organisations and the Ministry of Food and Agriculture was moving in the matter. A provision had been made in the Second Five Year Plan and the research work at the end of the Second Plan period would be much better organised than what it is at present.

186. Regarding the Central Research Institute to tackle the simple rural problems by way of research the representative of the Ministry informed that there was no such Central Institute at present except in the field of agriculture *i.e.* the Indian Agricultural Research Institute. The representative further added that in certain fields a beginning was made. For instance, research on the smokeless choolahs was going on in one of the Centres and a pattern was developed which was considered satisfactory after experiments on different kinds of fuels and choolahs. Similarly in the field of rural latrines, there had been a great deal of research. At one time some work was done on that in the All India Institute of Hygiene and Public Health. There was also an organisation under the American Friends' Services Committee which was functioning at a place called Barapalli in Orissa where they had evolved a kind of rural latrines and wells. But there was nothing in the nature of a Central Organisation directing, controlling, supervising and regulating research on rural problems.

187. The Committee are aware that, apart from the research work done at the Centres mentioned above by the representatives of the Ministry, there are other Centres where some people and institutions interested in the social work have done some pioneering work. For instance, something was done at Maganwadi near Wardha by the All India Village Industries Association and some work was still being done by Khadi and Gramodyog Board and such other institutions like Khadi Pratisthan of Satish Babu near Calcutta. During their tour, a Sub-Committee of the Estimates Committee came across an indigenous gas plant at Shahpur in Saurashtra. The gas was generated by the decomposition of cowdung and was being used as fuel by about 15 families. All this work has to be continued. The Committee, therefore, recommend that in the first instance a Central Research Institute may be established to solve the various simple problems which affect the lives of millions of our people in the villages and later on five institutes, one in each Zone, may be established. The Committee are glad

to note that the representative of the Ministry of Community Development agreed with the suggestion of establishing Five Zonal Research Institutes, and agreed to develop the idea further by entrusting the research in the field of administration to the zonal institutes.

D. Strengthening of Technical Departments and Extension Methods

188. The P.E.O. in their Third Evaluation Report pointed out that as the Community Project and N.E.S. Organisation expanded, an increasing strain had been placed on the resources of the technical departments. The P.E.O. suggested that in order to enable the departments to meet the increasing demand of the extension agency, and also to ensure that the expansion of the N.E.S. and C.P. Programme itself may yield its fullest benefits, a rapid and major strengthening of the technical departments was essential. Such strengthening would be needed in all branches and at all levels. Without such strengthening, the efforts of the Gram Sevaks and other extension staff would not only not bear commensurate results but might lead to increasing frustration among them and the cultivators.

189. The Fifth Development Commissioners' Conference held in May 1956 also recommended that it was necessary to strengthen the supervisory personnel in the technical departments at the sub-divisional, district and State levels. The strengthening of the personnel should not only be quantitative but also qualitative.

190. The C.P.A. informed the Committee that the attention of the concerned Ministries at the Centre and of the State Governments was drawn to the need for strengthening the technical departments and the matter was under their consideration.

191. The representative of the Ministry further informed the Committee that one great difficulty in this respect was the relative backwardness of certain States as compared with other States in the field of technical working. There were States where the level of technical efficiency was very low and the sphere of recruitment was confined to the States. The representative further added that in framing the Five Year Plan the man-power shortage came up very prominently before the planners and the responsibility was accepted by the Home Ministry wherein a Man-power Directorate had been created to solve the problem.

192. Regarding the question of strengthening the extension methods, the representative of the Ministry of Community Development informed the Committee that in early stages of the Development programme, very few had really the experience of extension. The word 'extension' was not understood in its real sense and its role was not fully realised. Now the experience was being gathered by workers at all levels and the extension technique and methods and their role was being properly understood.

193. The Committee agree with the view that technical departments need strengthening to successfully tackle the development programme. With the re-organisation of the States into bigger units and

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

E. Association of Universities and other Institutions with Research Work

194. The Fifth Development Commissioners' Conference held in May, 1956 recommended:—

“(i) The Universities and/or other suitable non-official institutions may be entrusted with the task of actually managing some development Blocks or preferably,

(ii) The Universities and/or other suitable institutions may be closely associated with the working of development Blocks without their assuming any direct responsibility.”

195. The C.P.A. informed the Committee that it co-operated with the Ministry of Education and the Ford Foundation in the scheme for granting 'apprenticeship' in village development to selected University students and teachers. The object of the scheme was to develop a realistic understanding of the problems of rural reconstruction and to make a modest contribution to their solution. The scheme was initiated by the Ministry of Education in 1955. A pilot scheme was tried out in West Bengal with 42 Calcutta University students. Encouraged by the results of the pilot scheme, the three co-operating agencies—the Ministry of Education, the Ford Foundation and the C.P.A.—working together launched a more comprehensive three year scheme. (copy enclosed as Appendix IX). The co-operation of all the Universities in the country had been obtained for holding camps for selected University students and teachers for a duration of five weeks in each summer for three years. In summer of 1956, approximately 1,500 students and teachers from Universities attended camps; they were given a 7 days' orientation training to make them conversant with the purpose and procedures of the Community Development Programme. They were then, in pairs or singly, attached to Gram Sevaks for a period of four weeks and were required to live in villages and participate in Community Development work.

196. The Director of P.E.O. informed the Committee that it was necessary to draw the Universities more and more into the picture specially on the research side. For the present it was stated that some research had been conducted in collaboration with Poona University

and some work was also entrusted to Lucknow University. This could be extended, with advantage, to other Universities also.

197. The Committee reiterate their observation made earlier that all that was possible has not been done to enlist the support of the Universities and other institutions of social sciences in the country to help in research on social problems which are on the increase due to rapid social changes occurring in the country. The Committee therefore, recommend that a systematically planned programme may be made out in this respect and the Universities and suitable Institutes of social sciences should be drawn more closely in the programme to help particularly on the research side. The Committee further recommend that the recommendations of the Fifth Development Commissioners' Conference to closely associate the Universities or other suitable non-official organisations with the working of Development Blocks should be implemented without undue delay.

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

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

BALVANTRAY G. MEHTA,
Chairman, Estimates Committee.

NEW DELHI:
The 13th December, 1956.

APPENDIX I

Approximate estimate of staff requirements for National Extension Service-cum-Community Projects to be covered under the First Five Year Plan.

Category	Community Projects Blocks (620) equivalent to 693		National Extension Service Blocks (500)		Total
	Per Block	Total	Per Block	Total	
1	2	3	4	5	6
<i>(a) Administration :</i>					
1. Project Executive Officers	1	620	1	500	1,120
2. Ministerial Staff including drivers	15	9,300	6	3,000	12,300
<i>(b) Agriculture :</i>					
3. Agriculture Graduates	1	620	1	500	1,120
4. Multipurpose Village level Workers	12	7,440	10	5,000	12,440
<i>(c) Animal Husbandry :</i>					
5. Veterinary Doctor	1	620	1	500	1,120
6. Stockmen	2	1,240	..	..	1,240
7. Messengers	2	1,240	..	..	1,240
<i>(d) Co-operation:</i>					
8. Co-operative Inspector	1	620	1	500	1,120
<i>(e) Education :</i>					
9. School Teachers	62	38,440	..	..	38,440
<i>(f) Social Education :</i>					
10. Graduate of Social Sciences	13	207	..	..	207
11. Social Education Organisers	2	1,240	2	1,000	2,240

	1	2	3	4	5	6
<i>(g) Medical :</i>						
12. Doctors		1	620	..	..	620
13. Compounders		1	620	..	..	620
14. Sanitary Inspector		1	620	..	..	620
15. Lady Health Visitor		1	620	..	..	620
16. Midwives		4	2,480	..	..	2,480
17. Sweepers		2	1,240	..	..	1,240
<i>(h) Works:</i>						
18. Engineers		1 ¹ / ₃	207	..	..	207
19. Overseers		2	1,240	1	500	1,740
<i>(i) Arts & Crafts :</i>						
20. Supervisors		2	1,240	..	..	1,240
21. Mechanics		3	1,860	..	..	1,860
TOTAL			72,334		11,500	83,834

APPENDIX II

Approximate estimates of staff requirements for covering the country with National Extension Service and Community Development Blocks during the Second Five Year Plan period.

Category	N.E.S. Blocks 2404 (500+1904)		N. E. S. Blocks 2524 (620+ 1904) to be taken up for intensive deve- lopment on the lines of Comm- unity Develop- ment Programme		Total
	Per Block	Total	Per Block	Total	
	1	2	3	4		5	6
<i>(a) Administration :</i>					
1. Block Development Officer	1	2,404	1	2,524	4,928
2. Ministerial staff including drivers	6	14,421	15	37,860	52,284
<i>(b) Agriculture :</i>					
3. Agriculture Graduates	1	2,404	1	2,524	4,928
4. Multi-purpose Village Level Workers (Men)	10	24,040	10	25,240	54,328
5. Do. (Women)	..	..	2	5,048	
<i>(c) Animal Husbandry :</i>					
6. Veterinary Doctor	1	2,404	1	2,524	4,928
7. Stockmen	..	..	2	5,048	5,048
8. Messengers	..	..	2	5,048	5,048
<i>(d) Co-operation :</i>					
9. Co-operative Inspectors	1	2,404	1	2,524	4,928
<i>(e) Education :</i>					
10. School teachers	..	..	62	1,56,488	1,56,488

	1	2	3	4	5	6
<i>(f) Social Education :</i>						
11. Social Education Organisers		2	4,808	2	5,048	9,856
<i>(g) Medical :</i>						
12. Doctors	1	2,524	2,524
13. Compounders	1	2,524	2,524
14. Sanitary Inspectors	1	2,524	2,524
15. Lady Health Visitors	1	2,524	2,524
16. Midwives	4	10,096	10,096
17. Sweepers	2	5,048	5,048
<i>(h) Works :</i>						
18. Engineers	1/3	841	841
19. Overseers		1	2,404	2	5,048	7,452
<i>(i) Arts and Crafts :</i>						
20. Supervisors	2	5,048	5,048
21. Mechanics	3	7,572	7,572
TOTAL			55,292		2,93,625	3,48,920

APPENDIX III

Statement showing categories of personnel trained, under training and total number required upto the end of Second Five Year Plan period.

Serial No.	2	3	4	5	6	7	8	9
Category of personnel	Number of persons trained	Under Training	No. required upto the Second Plan period	Balance required to be trained upto the IInd Plan	No. of training centres sanctioned during 1st Plan	Additional Centres to be opened during the IInd Plan		
1	Village Level Workers (Men)	12,975	2,890	49,280	33,445	*Extension Training Centres 45. ** Basic Agriculture 54.	*18 new centres existing 10 from single shift to double shifts. **41 (25 new Sch. and 16 basic wings).	2 and increasing capacity of existing 9 centres from 20 to 40.
	(Women)	400	400	5,048	4,648	25		

1	2	3	4	5	6	7	8	
2	Group Level Workers .	1,416	13	4,928	3,499	17	21	
3	Village Artisans (Work-shops)	400	400	1,300	500	20	5	
4	Social Education Organisers.	1,327	384	9,856	8,145	8	2	
5	Block Development Officers	885	64	4,928	3,979	3	Capacity to be increased.	
6	Block Level Ext. Officers							
	(Cottage Industries)	64	79	2,030	1,887	3	..	
7	(Village Industries) . . . . .	..	141	1,355	1,214	3	1
8	(Co-operation) . . . . .	..	309	4,928	4,619	5	3
9	<i>Health Personnel (Lady)</i> Health Visitors . . . . .	..	156	2,524	2,386	9	Capacity to be increased.
I.	Mid-wives	657	118	10,096	9,321	6	Do.	
II.	Aux. Nurse							
	Mid-wives! . . . . .	..	554	..	..	35	This functionary is intended to bridge the gap in respect of lady Health Visitors.
					96,273			73,613

APPENDIX IV

Development Officers' Training Centres

Centre	Date of commencement	Year	Ford Foundation share	Government of India share	Total	Remarks
1	2	3	4	5	6	7
1. Nilokheri	1-4-56	1954-55	6,97,000	Nil.	6,97,000	
2. Himayatsagar		1955-56	1,58,000	1,58,000	3,16,000	
3. Ranchi		1956-57	1,05,300	2,10,700	3,16,000	
		1957-58	Nil	3,42,000	3,42,000	
		1958-59	Nil	3,42,000	3,42,000	
		1959-60	Nil	3,42,000	3,42,000	
		1960-61	Nil	3,42,000	3,42,000	
4. Gandhigram	1-1-56 (Tentative)	1955-56	Nil	1,81,000	1,81,000	The Ford Foundation assistance will cease from 1957-58 and the entire expenditure thereafter will be borne by the Government of India to the extent indicated in column 5.
		1956-57	Nil	1,14,000	1,14,000	
		1957-58	Nil	Do.	Do.	
		1958-59	Nil	Do.	Do.	
		1959-60	Nil	Do.	Do.	
		1960-61	Nil	Do.	Do.	

1	2	3	4	5	6	7
5. (Location not yet decided)	Date not yet decided	1955—56 1956—57 1957—58 1958—59 1959—60 1960—61	Nil Nil Nil Nil Nil Nil	1,81,000 1,14,000 Do. Do. Do. Do.	1,81,000 1,14,000 Do. Do. Do. Do.	
TOTAL			9,60,300	32,38,700	41,99,000	

PATTERN OF FORD FOUNDATION ASSISTANCE :

Non-recurring Recurring	1st Year 2nd Year 3rd Year	Ford Foundation	Government of India
	Full		Nil.
	Full		Nil.
	Half		Half
	One-third		Two-third

APPENDIX V

Some comments on the working of Community Projects by Public men

1. Shri Raghbir Sahai, M.P., in his article "My Summing-up" which appeared in 'Kurukshetra' of April, 1956 issue, summed up the points arising out of the debate on his resolution regarding Community Projects in Lok Sabha as under:—

- (i) Not all Members were fully satisfied with the working of the Community Projects and National Extensions Service Blocks in the country;
- (ii) There was too much of bureaucratisation and a tendency to ignore intelligent, non-official participation and collaboration;
- (iii) The working of the Advisory Committees was not satisfactory;
- (iv) The cultural aspect of the programme was not emphasized;
- (v) The Advisory Committees should have an elective element, rather than have only nominated persons;
- (vi) The role of the District Magistrate as head of the department was subjected to a severe scrutiny; and
- (vii) Lack of urge and zeal on the part of the people, as a whole."

For the remedial measures he summed up the various steps suggested for improvement in the working of the Community Projects Programme as under:—

- (a) A further reorientation in the administration of the Community Projects is called for.
- (b) There must be a categorisation of the Community Projects and National Extension Service Blocks, spread out all over the country, and they must be classified into three categories, viz.,
 - (i) Those that are working satisfactorily;
 - (ii) Those that have done tolerably well; and
 - (iii) Those where progress has not been appreciable.

Suitable steps should be taken with a view to see that Projects under (ii) and (iii) are brought in line with (i) in the shortest possible time.

- (c) As during the Second Five Year Plan a sum of Rs. 200 crores is being allotted to carry forward the work of Community Projects, so that every village throughout the country may have the benefit of this scheme, it

would be in the fitness of things if a separate Ministry is formed to tackle this onerous and stupendous task. The Community Projects by itself is a vast subject and the Minister in charge of it should be able to devote his undivided attention to it. The present arrangement needs modification.

- (d) It is absolutely necessary that a further extension of time should be given to all these Projects, which were inaugurated in 1953, specially those where expectations have not been fulfilled. To let them alone, on the expiry of the term, would be tantamount to nullifying the work already done and wasting the money so far spent.
- (e) Greater attention should be bestowed on the selection of the personnel from top to bottom and their training, so that they may bring a missionary spirit to their work. Every possible effort should be made to see that those who are called upon to undertake this work, do not regard it a matter of routine nature, but something sacred with which the making of the future of the country is intimately concerned.
- (f) The time has come when we should see that greater and more effective, intelligent non-official association with this work is ensured. The Community Project work should not be permitted to labour under the impression that however sound their advice, it stands the risk of being ignored by those who happen to be in virtual control of these projects.
- (g) Having regard to the great importance of the work and its repercussions on the future welfare of the great mass of the people in the countryside specially during the Second Five Year Plan period, the views expressed by the members of the Lok Sabha on this subject in course of discussion on this resolution be thoroughly scrutinised and studied by a Committee of non-officials and officials and the future programme be reorientated in the light thereof. In short, an objective appraisal of these views is very necessary.
- (h) A regular crusade be made to infuse a spirit of plan-mindedness in the village people touched by this programme so as to see that not only their action and spontaneous cooperation and association with the work now in progress is assured, but also that on the term of the expiry of these projects, they will see to it that that work is carried on, on their own. Our objective should be to see that by the end of the Second Five Year Plan, every village in the entire country wears a new look and is imbued with a spirit of enterprise and ambition."

II. Shriman Narayan, M.P., in his article "Community Projects under The Socialistic Pattern" which appeared in 'Kurukshetra'

Republic Day Number, January 26, 1956, offered the following suggestions:—

- “(i) So far as the Community Projects are concerned, they have been able to provide a number of facilities to the agriculturists and the villages in general. But the present schemes tend to help those who have already something and not those who have nothing. It is, therefore, necessary to reorient the Community Projects Programme in such a manner that they give priority to the essential needs of the ‘have-nots’ rather than those of the ‘haves’. For example the rules regarding the advance of loans for various purposes should be framed in such a way that the weaker and needier sections of our population are able to take advantage of them. I think it will be better if such loans, instead of being given to individuals who have some property, should be given to co-operative societies consisting of poorer sections of society.
- (ii) More emphasis should also be laid on liquidating unemployment and under-employment through a network of village and cottage industries. It must be admitted that so far the Community Projects have not devoted sufficient attention to the employment aspect. If we are not able to tackle this problem of unemployment more boldly and courageously, the Second Five Year Plan will not be able to create the requisite enthusiasm among the people.
- (iii) During the Second Five Year Plan period, the Community Projects and National Extension Services should devote their main attention to land re-distribution through the Bhoodan Movement.
- (iv) It will also be essential to establish industrial co-operatives for the promotion of village and cottage industries.
- (v) It will also be essential to revolutionize the system of education in the country and integrate properly our developmental and educational programmes. So far the Community Projects areas have not given adequate attention to the introduction of Basic Schools. During the next plan period, it will be imperative to convert all the existing schools into basic schools and to open new schools only of the basic type.
- (vi) It would be proper to enlist the fullest co-operation of the public for the Community Projects and National Extension Services at all levels. I suggest that, from this point of view, there should be an All India Advisory Committee within the frame-work of the Community Projects Administration. There should also be such Advisory Committees at the State, District and Block levels. The Chairmen of all these Advisory Committees should be non-officials.”

III. Shri S. S. More, M.P., in his article "Forge a New Type of Civil Service" which appeared in 'Kurukshetra' Republic Day Number, January 26, 1956, offered the following suggestions:—

- (i) The Developmental Programme will have to, in the first place, wage a ceaseless battle, mainly with weapons of education and other educative propaganda, against feudalism, communalism, casteism and other similar remnants of the slavish past, which still isolate one section of the people from the other and thus prevent the emergence of a sense of unity and homogeneity among the vast masses. Creation of "One Community" is a condition precedent for the emergence of a new social order towards which the Developmental Programmes are designed to lead the country. The different sections of the teeming millions must be brought together and, with their minds purged of sectarian and parochial feelings, welded into one so that they can think together and work together.
- (ii) What is needed as a first step for psychological reconstruction of the whole people is a revolutionary change in the mind and attitude of the civil servants who are in charge of the planning in general and projects in particular. Officers dominated by a sense of superiority and inferiority cannot make the people realise the value of social equality; officers who are themselves victims of departmental jealousies and inertia, cannot be expected to redeem people of provincial jealousies; services which suffer from the rigidity of caste divisions inside themselves cannot be entrusted with the great task of breaking down the barriers of caste and creeds in the society.
- (iii) Thus, the Planning authorities will have to begin by reconstructing the minds of those who are to be the mighty weapons, at least in the initial phase, for reconstructing the minds of the masses, and the minds of our civil servants will not easily yield to the treatment for its helpful reconstruction unless we change their method of recruitment, the qualifications required and the terms of their services. We must, in short, forge and fashion a new type of Civil Service which will sympathetically approach the people who are groping in the "mental darkness of yesterday" and courageously, with a missionary zeal lead them towards "the light of a new tomorrow" which is promising a healthful and prosperous life based on justice and equality."

IV. Shri T. S. Avinashilingam, M.P., in his article "Rural Extension Work in India" which appeared in 'Kurukshetra' Republic Day Number, January 26, 1956, offered the following suggestion:—

"Experience of our work in these years has shown that real improvement in our social and economic life can

be made effective only by making the village women understand and participate in the objectives of the programmes. It was found that no permanent improvement was possible without taking them along with us. Introduction of better food, balanced diet, better upbringing of our children, sanitation and hygiene and even better farm work depended upon their being convinced about the improved techniques. This in its turn meant training of women workers who could go to the millions of homes in our villages, gain the confidence of our women and convince them about the real improvement which modern knowledge and techniques will bring about."

V. Shri Govind Sahai, M.L.C., in his article "Objectives *Versus* The Programme" which appeared in 'Kurukshetra' Republic Day Number, January 26, 1956, offered the following suggestions:—

"I would suggest that if any nation-building programme does not deal with life in all its aspects it is bound to lose its vitality and would not take us nearer to our goal. Hence our programme should be an effective medium bearing an organic relationship with our objectives.

Broadly, it should be split up into 3 major heads:

- (a) Ideological;
 - (b) Institutional;
 - (c) Socio-cultural.
- (a) *Ideological*: This part of the programme should primarily be concentrated upon creating a mental climate in the country so that psychological receptivity along with an understanding of our socio-economic problems is produced in the masses.
 - (b) *Institutional*: The Institutional part of the programme would play a very vital role in the social transformation. A society draws its glow from its social ideal and functions through its various institutions. These institutions have a great say in moulding the mass mind as well as in channelising mass energies in desired directions. Hence all social institutions must be so recast as to further the social objective.
 - (c) *Socio-cultural Programme*: This should provide extensive avenues for the expression of latent faculties of the people in different walks of life. These activities should also afford real leisure and relaxation to the masses and should inculcate in them corporate habits and teamwork spirit. The 'shramdan' and other voluntary construction projects should not only aim at fulfilling certain fixed targets in brick and mortar or length and breadth, but should also teach them advantages of mutual co-operation and community work and should be supplemented

with programmes of cultural meets and social 'get together' etc."

(Note: The comments given above contain a number of useful suggestions and majority of them have been dealt with by the Committee at appropriate places in their Reports. For instance, suggestion I(b) has been elaborated in paras. 159 to 162 of their 38th Report. Suggestion I(c) has already been implemented by the Government. Regarding suggestion I(e), I(f) and I(h) the questions of recruitment and training as also the people's participation have been dealt with at length in separate chapters in this Report.)

APPENDIX VI

*Statement showing the number of villages covered by Panchayats upto
March 1955*

Name of the State	Total number of Villages	Villages covered by pan- chayats upto March 1955
Andhra	15,500	5,401
Assam	25,327	4,029
Bihar	71,378	40,000
Bombay	34,227	6,552
Madhya Pradesh	43,471	7,859
Madras	19,703	18,699
Orissa	48,398	29,541
Punjab	16,455	16,455
Uttar Pradesh	1,24,323	1,24,323
Hyderabad	21,497	1,224
Madhya Bharat	21,899	21,899
Mysore	16,439	16,439
Rajasthan	32,040	19,945
PEPSU	5,118	5,118
Saurashtra	4,438	2,604
Travancore-Cochin	711	711
Ajmer		
Bhopal	2,919	2,919
Coorg	287	23
Delhi	330	205
Himachal Pradesh	15,078	14,126
Kutch	964	49
Manipur		
Tripura		
Vindhya Pradesh	12,881	8,485

APPENDIX VII

*Statement showing the Number of Panchayats established State-wise upto
March, 1956*

Name of the State	Total number of Villages	Number of Panchayats set up upto March, 1956
Andhra	15,500	5,748
Assam	25,327	1,662
		(Primary Panchayats)
Bihar	71,378	7,936
Bombay	34,227	7,640
		(Approx)
Madhya Pradesh	43,471	9,699
Madras	19,703	6,369
Orissa	48,398	2,337
Punjab	16,445	9,194
Uttar Pradesh	1,23,323	36,139
West Bengal	35,603	
Hyderabad	21,497	2,495
Madhya Bharat	21,899	4,111
Mysore	16,439	12,756
Rajasthan	32,040	3,276
PEPSU	5,118	1,705
Saurashtra	4,438 ¹	3,722
Travancore-Cochin	711	547
Bhopal	2,919	507
Coorg	287	3
Delhi	330	74
Himachal Pradesh	15,078	426
Kutch	964	
Vindhya Pradesh	12,881	1,806
Ajmer		

APPENDIX VIII

Existing/Proposed activities among youth in Community Development areas

1. Organisation of work among youth being the spearhead of Community Organisation, various activities for youth have been started in Community Development areas. There is, however, great divergence in their organisational set-up and objectives. One finds that though the name is the same, the contents of the programmes are different. It is also noticed that the same group forms the memberships of other organisations also.

2. Broadly speaking, the following are the objectives of Youth Welfare activities:

Education in corporate life.

Development of social morals.

Utilisation of leisure in socially useful ways.

Solving problems by discussions.

Providing fields for growth of leadership.

3. Keeping these objectives in view, work among youth can be organised around almost all the activities in the programme of Social Education. It is by involving the younger generation, in our activities that we can lay secure foundations of Community Development work.

4. The activities among youth being carried on in the Community Development areas bear the following names:—

(i) Four H. Club.

(ii) Young Farmer's Club.

(iii) Poultry Club.

(iv) Social Service Squad.

(v) Cultural Squad.

(vi) Dramatic Club.

(vii) Gram Raksha Dal.

(viii) Sports Club.

(ix) Village Scouts.

(x) Akhara or Gymnasium.

5. The above activities have different names in the Regional languages. "Yuwati Mandal" is the name given to Women's Youth Organisation. It is necessary at this stage to discuss the form and content of each activity, for evolving a normal pattern.

Young Farmers' Club or Four H. Club:

6. The objective of the Young Farmers' Club should be to instil in the rural youth a liking for taking to new farm practices and to

teach them supplementary agricultural skills. Membership of these clubs should be of the 8-14 (16) age group. It would be desirable to exclude those who have passed the adolescent stage, in view of the psychological differences.

7. The activities of the Young Farmers' Club should include:—

(i) *Poultry:*

There need not be a separate Poultry club. There should be a group of members who take interest in poultry and it should form a part of the Farmers' club or Four H. club.

(ii) *Care of Animals:*

Members should be encouraged to adopt a farm animal as a pet. Some adopt calf, others a goat and the like. Interest in animal husbandry should be developed through such pursuits.

(iii) *Kitchen Garden:*

Another group should take interest in gardening. They may use a piece of land near their own house or if possible plots of irrigated land may be made available to them.

(iv) *Study Circle*

Information about new agricultural practices, new implements including mechanised implements should be given through books, talks, audio visual aids, and excursions to model farms.

8. Many other activities can be taken up in these clubs. The point is that they should have a direct bearing on farming; records of activities should be maintained by the group leaders.

Youth Clubs:

9. Youth club should preferably restrict its membership to the age group 10-40. It should have an organisational set up. Model bye-laws should be available for being adopted by these clubs. Within the Youth Club there should be separate Committees or groups for various activities.

10. Organisation of sports, drama, and other recreational activities should be taken up by the youth club. There need not be a separate drama club, recreation club, cultural squad. It is not desirable to have many organisations, functioning indifferently. The running of the community centres may also be taken up by the youth club. All persons should have a free access to the community centre and receive benefits of its activities.

11. Other activities which can come under the orbit of youth club are talks, debates, discussions, Mushaira or Kavi Sammelan, music, arts and crafts. The point to be borne in mind is that they should not overlap with the activities of other organisations in the village like Vikas Mandal.

Gram Raksha Dal:

12. Gram Raksha Dal or village volunteer force for the youth—Gram Raksha Dal should be active in the field of work where voluntary service is needed. It may take up watching the village and the

fields. They may form a fire brigade and organise shramdan. Membership should be of age group 18-50. Medical service for helping sick people of village can also be arranged. Members of the Gram Raksha Dal should hold parade once a week and should have uniform.

13. It will be easier to develop work among youth with a view to put it on permanent basis in the villages, if we concentrate on these organisations.

14. In this connection it may be mentioned that the question relating to the organisation of youth farmers' activities on All-India basis has been under the active consideration of the Government of India for quite sometime now. At a recent meeting presided over by the Union Minister for Agriculture, the urgent necessity of formulating some plan for the proper utilisation of farm youths who have returned from the U.S.A. in building up Farm Youth Organisations in the country was discussed. To mobilise the farm youths throughout the country on uniform basis, the following points were made at this meeting:—

- (i) To utilise as many farm youths as possible and available in the community projects for organising farm-youth-clubs in the various States with full time regular appointments.
- (ii) The Government may give financial assistance to All-India Farmers' Association to organise youth clubs and also for appointing of regional youth leaders to supervise and guide the activities of youth organisations.

15. State Governments are aware that the C.P.A. has already taken a decision to organise Farm Youth activities in all blocks and have in view the employment of State Organisers to guide the activities on proper lines and to give the organisations a proper shape. While it would be useful to utilise the youths who have experience in the U.S.A., it might not be advisable from the practical point of view to build up a separate hierarchy with regional officers. It was then suggested that due consideration to the utilisation of these exchanges may be given for the posts of State youth leaders. Lists of these persons have been circulated by the C.P.A. to the State Governments. It was also suggested that it would be better for the young farmers' associations to concentrate more on the propoganda aspects with a view to mobilise public opinion in favour of youth work.

Points for consideration

- (i) Is it desirable to bring youth activities under the above organisations?
- (ii) What should be the pattern of these organisations?
- (iii) Is it necessary to help these organisations by giving grants-in-aid in money or equipment?
- (iv) How best to promote the development of an All-India Farm Youth Organisation?

APPENDIX IX

Apprenticeship in Village Development to Selected University Students and Teachers

The Community Projects Administration has co-operated with the Ministry of Education and the Ford Foundation in the Scheme for granting "Apprenticeship in Village Development to selected University Students and Teachers." The object of the scheme is to develop a realistic understanding of the problems of rural reconstruction and make a modest contribution to their success. The scheme was initiated by the Ministry of Education in 1955. A pilot scheme was tried out in West Bengal with 42 Calcutta University students. Encouraged by the result of the pilot scheme, the three cooperating agencies—the Ministry of Education, the Ford Foundation and the Community Projects Administration—working together have launched a more comprehensive three year scheme. The cooperation of all the Universities in the country has been obtained for holding camps for selected University students and teachers for a duration of five weeks in each summer for three years.

In summer of 1956, approximately 1,500 students and teachers from Universities attended camps. They were given a 7 day orientation training to make them conversant with the purposes and procedures of the Community Projects Programme. They were then, in pairs or singly, attached to Gram Sevaks for a period of four weeks and were required to live in villages and participate in Community Development work. Encouraging reports have been received from different centres about the working of the camps. Full advantage will be taken of the experience gained so far in planning a more effective programme for the summers of 1957 and 1958.

APPENDIX X

Summary Record of the meeting held on the 19th January, 1956, to prepare a programme for the orientation training of village school teachers.

PRESENT

1. Shri P. S. Bapna, Development Commissioner, Madhya Bharat.
2. Shri B. M. Vencoba Rao, Development Commissioner, Bhopal.
3. Capt. S. P. Mohite, Additional Development Commissioner, Bombay.
4. Dr. P. D. Shukla, Ministry of Education.
5. Shri K. L. Joshi, Planning Commission.
6. Shri R. G. Mundkur, Ministry of Finance.
7. Shri R. Ramaswamy, Ministry of Finance.
8. Dr. Douglas Ensminger, Ford Foundation.
9. Shri S. K. Dey, Administrator, C.P.A.
10. Shri U. L. Goswami, Secretary, C.P.A.
11. Shri Krishan Chand, Joint Secretary, C.P.A.
12. Prof. A D. Bhora, Director (Training) C.P.A.
13. Shri A. R. Deshpande, Special Officer (Social Education) C.P.A.

The following decisions were taken:—

OBJECT OF TRAINING

1. It was unanimously agreed that basically the role of the teacher is one of educating the children. In assigning any additional functions to him care has to be taken to see that these functions do not overshadow his basic functions.

2. The aim of the orientation training should, therefore, be:—

- (a) to acquaint the teacher with the rural development programme so as to enable him to relate the education of the children to the changing conditions in the country in order to enable him to become a better teacher of children;
- (b) to enable him to help the village level worker in the field of social Education and thus act himself as a social educator.

NUMBER OF TEACHERS TO BE TRAINED

3. At present there are nearly 5.5 lakhs of primary teachers in the rural areas i.e on an average about 100 per block or, say, on an average, 10 per village level worker's circle. Out of these it was felt that about 1 teacher for every Panchayat circle or on an average about 4 teachers per village level worker circle may be brought

under this training programme. This would mean a total number of about 2 lakhs to cover the whole country.

4. It would not be possible to handle the entire number during the next five years. It was, therefore, considered advisable to make a modest beginning to start with, during the Second Five Year Plan the training of teachers be confined to Community Development Blocks only where intensive development process had already taken place. There would be roughly about 1,800 blocks by the end of Second Five Year Plan for which the number of teachers to be trained would be about 72,000.

5. The training of teachers should be so arranged as not to disturb the normal working of schools as far as possible. It would, therefore, be advisable to select teachers for this work to the extent possible from multi-teacher schools. In cases where a teacher is being drawn for this training from a single teacher school, efforts should be made to provide a substitute from the leave reserve cadre of the State Education Department. Even if this is not possible and the school has to be closed down for a short period in rare cases, the closure of the school and consequent loss to the students would be more than compensated by the advantages which the community would draw from the orientation training of the teacher.

6. Teachers who have been trained earlier in normal schools and particularly in basic teachers' training schools would be found very suitable for the type of work envisaged after this orientation course. This should be kept in view while selecting teachers for training.

ORGANISATION OF TRAINING

7. The duration of orientation training course in the first instance, should be 4 weeks. Subsequent annual refresher training camps may be for a period of two weeks or less. These may take the shape of Seminars.

8. The training camps should be organised on block basis.

9. The training camp need not be confined to the vacations only. Mostly they will have to be conducted during the academic years.

10. The number of teachers that should participate in a camp should be about 50.

11. The Directors in State Governments being appointed by Development Commissioners for developing village leadership will be responsible for this programme also. Programme for the training of teachers would be framed and executed in close consultation with and under the advice of the Education Department.

12. As a long term objective in Community Development Programme it should be recognised that it is the responsibility of the Community to contribute towards the construction of a house for the teacher functioning as a social educator and also to provide a plot of land say, about one acre of irrigated land to help improve his economic standard. It is not possible to put this as a condition precedent to the training of teacher being arranged but once a trained teacher has been posted in the village, efforts should be made by the project

personnel towards this objective, the fulfilment of which would be clear indication of the appreciation by the villagers of the service being rendered by the social educator.

TRAINING STAFF

13. The responsibility for conducting the orientation camp would be primarily that of the Block Development Officer through the Social Education Organiser. The Block staff would be assisted in this work by a peripatetic training team which would be specialised in training methods.

14. The assistance to the Block staff of this training team would be necessary only in the first course. Thereafter, it would be possible for the Block staff to organise refresher camps without the assistance of this team.

15. The peripatetic training team would comprise of three officers, namely:—

(a) An organiser of the rank of a District Social Education Organiser or the Chief Social Education Organiser. It is, however, not necessary that he should be drawn from these two. It may also be possible to draw upon some experienced Block Development Officers or Officers of the State Education Department.

(b) Two assistant organisers of the rank of Social Education Organisers. In this connection, it was suggested that one of these two should be well up in community organisation and the other in cultural activities.

16. This training party would move from Block to Block and help the Block staff in conducting training camps all the year round.

NUMBER OF TRAINING PARTIES

17. On an average one training party would be able to handle about 8 training courses during the year. In each camp there would be about 50 trainees. At this rate the number of training parties that would be required would be about 35. (35 teams \times 8 camps per year \times 50 trainees in each camp \times 5 years-70,000).

VENUE OF THE CAMPS

18. It would be possible to locate some place in a block where accommodation could be found for the teachers' training camp. Some of the places which could offer such a facility are Extension Training Institutions, Janta Colleges, Rural Institutions, Social Education Organisers' Training Centres or local High Schools. Normally it may not be necessary to hire any special building for this purpose nor to arrange any tentage accommodation.

CONTENTS OF TRAINING

19. The training should be related to the specific functions which the teacher is going to perform on his return to his village

and the method of teaching to be followed should be one of problem approach. The main subjects that should be included in this training are:

- (a) Citizenship;
- (b) Five Year Plan and Community Development Programme;
- (c) Aims, Objectives, Methods and Procedures in Community Development;
- (d) Development activities in the village with particular emphasis on cooperation, panchayat, public health and village industries;
- (e) Social Education activities in the village:
 - (i) Adult Literacy.
 - (ii) Recreational and cultural activities.
 - (iii) Youth organisations.
 - (iv) Women activities.
 - (v) Children's activities.
 - (vi) Community Centre.
- (f) Organisation of Youth Camps and Village Leaders' Camps.

TRAINING AIDS

20. The audio-visual aids like Cinema Projectors, Film Strip Projector etc. would be available at the Block headquarters. In addition to this musical instruments would also be there. The training party could, however, equip itself with flannelegraphs, posters, charts, etc. which they would vary from camp to camp. Necessary financial provision for the aids to the training party and their replacement should be made.

CAMP EQUIPMENT

21. The basic requirements in training camps for things like cooking utensils, durries, etc. should be stocked at each Block headquarters. The teachers would bring the things which they require for their personal use.

It would be possible to utilise these for organising other camps also.

TRAINING OF TRAINERS

22. In all there will be about 105 trainers undertaking this programme in 35 different parties. Before they start their work, they should be brought together, in any two working camps, one in the South may be at Gandhigram Social Education Organisers Training Centre and the other in the North, Allahabad or Nilokheri Social Education Organisers' Training Centre. This camp would be for a period of about 15 days and would be designed as a training camp for the trainers.

EXPENDITURE

23 Funds will have to be provided for:

- (a) articles required to be stocked at each of the 1,800 C.D. Blocks headquarters;
- (b) purchase and replacement of training aids with the training parties;
- (c) salaries of the staff for each team, namely, 1 Organiser, two Assistant Organisers and two Class IV Officers;
- (d) transport for the training parties;
- (e) camp expenses. It would be estimated that about Rs. 45/- would be spent on the messing for each teacher. In addition, each teacher may be given about Rs. 5/- as pocket expenses;
- (f) contingent expenditure for each camp was estimated at about Rs. 200/-
- (g) arrangements for the training of trainers.

24. The expenditure to be incurred on the entire training programme over a period of next 5 years would be approximately Rs. 1 crore.

APPENDIX XI

Statement showing the Summary of Conclusions/Recommendations

Serial No.	Reference to Para. No.	Summary of Conclusions/Recommendations
1	2	3
1	47	The Committee note that the position in respect of the training of midwives is not satisfactory as only 657 have been trained and 118 are undergoing training out of a total of 10,096 required up to the end of the Second Plan period. The Committee, therefore, recommend that the Ministry of Community Development should seriously take this matter up with the Health Ministry to make satisfactory arrangements to complete the training in time.
2	64	The Committee suggest that the C. P. A. should call a conference of all Development Commissioners at an early date for the purpose of ascertaining the detailed requirements of trained personnel in various trades and with a view to ensure that the recruitment and training programmes during the Second Plan will be commensurate with the requirements.
3	66	<p>The Committee would like to make the following suggestions in connection with the recruitment and training of staff required during the Second Plan period.</p> <p>(1) In the case of Village Level Worker, the minimum qualification of matriculation may be relaxed, if the candidate is otherwise suitable.</p> <p>(2) A certain percentage of vacancies in various categories may be earmarked for candidates belonging to scheduled castes, scheduled tribes, other qualifications being equal.</p> <p>(3) As far as possible the candidates recruited for the posts of Village Level Workers should belong to rural areas.</p> <p>(4) A written undertaking should be taken from each candidate recruited for Community Development Programme that he would be</p>

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

- (5) Training centres for the Village Level Workers and other categories of staff should as far as possible be located in villages.
- (6) Advisory Committees consisting of officials and non-officials should be formed for each training centre established for the training of different categories of staff.
- (7) The Community Project Administration should bring out a pamphlet giving the different categories of staff required for Community Development work, their minimum qualifications, the mode of recruitment, the approximate number of candidates required State-wise, the period and nature of training and the prospects of their future promotions. This pamphlet should be liberally circulated in schools and universities.
- (8) The avenues of promotion of different categories of staff employed in the Community Development work should be decided and made known to the staff. There should be liberal provision for promotion of Village Level Workers to higher posts. A percentage of such posts may be earmarked for being filled by the promotion of Village Level Workers. Such promotions may be given effect to primarily on the basis of good results achieved in the areas under the charge of Village Level Workers.

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

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

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

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

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The Committee appreciate the efforts made in respect of holding conferences and intra-State and inter-State Seminars for the benefit of the field workers. They have the following suggestions to offer in this connection :—

- (i) In future all such conferences, seminars, camps, exhibitions etc. in connection with the Community Development Programme must invariably be held in villages.
- (ii) The Gram Sevaks and Extension Officers should be encouraged to take more active part in seminars and specially in Inter-State Seminars.
- (iii) The non-officials specially the members of the Project/Block Advisory Committees should be deputed along with officials on study tours in India, as it will increase contact of officials and non-officials and encourage non-officials to take more interest in the programme.
- (iv) The study tours in foreign countries should be undertaken only when it is assured that there is something worth studying in those countries which would be helpful in improving the existing development programme in India and the personnel should also include selected field staff.
- (v) The study circles should be constituted at the Block level and in village level workers' circles, in all States as recommended by the Fifth Development Commissioners' Conference held in May, 1956, and officers of all levels should be encouraged to take active part in the meeting which should be held at least once a month.

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

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

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

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

The officials engaged in the work of Community Development Programme should have a greater exchange of ideas with the non-officials, particularly those who have devoted sometime to the problems of Community Development Programme and study them by on the spot observations. The Committee have no doubt that comments and suggestions from such public men will be of considerable value to the authorities in arriving at right judgments and shaping their policies. This method will also serve to remove the impression that non-official co-operation is discouraged.

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

The Committee would like to draw attention to their earlier recommendation made in para 35, Part I of the Report on the C.P.A. for the formation of a

Central Advisory Committee. They would also suggest that the Members of Parliament and of different State legislatures may be associated with the formulation and progress of programmes in their respective States. A conference of the M.Ps. of a particular State may be periodically called by the Ministry of Community Development and they may be acquainted with the progress of the programme, and the difficulties which retard progress in their State. This might result in useful suggestions to overcome such difficulties.

- 8 92 The Committee, recommend that an Advisory Committee should be formed and associated with the planning and progress of Community Development Programme at the State level. This Advisory Committee should consist of officials and non-officials. The non-official members may include legislators as well as eminent, economists or sociologists or those who have given thought to the problems of Community Development Programme;
- 9 102 The Committee are of the opinion that Advisory Committees cannot be expected to work in a very satisfactory manner unless they have some statutory obligations. The Committee make the following suggestions to vitalise the Project/Block Advisory Committees and to enable them to perform properly the functions which are expected of them:-
- (a) The composition of the Advisory Committees should not be too unwieldy and should be limited to not more than 20 non-official members.
 - (b) The Advisory Committees should have statutory obligations to meet and transact business entrusted to them.
 - (c) The meetings of the Advisory Committees should be held in rotation in different villages in the Block.
 - (d) The Chairmanship of Advisory Committees should not be confined to District Magistrates only and should be thrown open to non-officials as well.
 - (e) The present Advisory Committees are only a half-way-house towards the establishment of a proper unit of local-self Government in the Blocks and so the possibility of establishing a proper and satisfactory local-self governing body at the Block level be explored as there is

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nothing at present of that nature in between the village Panchayats on the one hand and the State Governments on the other.

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

- 10 103 The Committee recommend that at the village level, the Gram Panchayats should be brought more actively into the picture in regard to both planning and execution of the Community Development Programme. The village level workers and the various subject matter specialists (*i.e.*, the executive officers) should hold at least one formal meeting every three months with the Panchayat. At this meeting all the problems of development should be discussed and decisions for further action arrived at.
- 11 109 The Committee feel that the progress made in the field of Panchayats is very uneven in different States and, on the whole, not very satisfactory and hope that this field will engage the personal attention of the Minister of Community Development so that the role assigned to the Gram Panchayats by the First Plan and also in the Directive Principles of the Constitution becomes a reality without undue delay. The success of the Community Development Programme largely depends upon the co-operation from the non-officials. The non-officials can give co-operation in an organised way through panchayats or co-operatives. But, there again, in many places, there are difficulties because of the factions. The Committee suggest that the State Governments should make efforts to see that these factions are eliminated and that the panchayats play their role effectively.
- 12 110 The sub-Committee of the Estimates Committee that visited the Manavadar-Vanthali-Keshod Community Projects in Saurashtra were favourably impressed with the progress of the institution of Gram Panchayats. The Panchayat of one of the villages—Vadal—had levied an octroi duty to carry out the development works and the income from this source amounted to Rs. 10 to 12 thousand. One of the most distinguishing features of the working of this panchayat was that

no staff was maintained by it for the collection of octroi. The individuals voluntarily paid their dues at the Panchayat office. This indicates a high sense of civic duty among the villagers. The Committee suggest that this should be given widest publicity and should be set as an example to be emulated by others. The Committee also understand that in Nesdi village in Kundla Taluka in the Gohelwad District of Saurashtra, Postal stamps post cards and envelopes are left for sale without being manned and that the villagers buy them by putting the requisite money in a box. This is also an example worth emulating.

- 13 119 The Committee feel that there is ample scope for the development of non-official organisation which are engaged in the development of village industries and in constructive activities, such as training in basic education, developing children's gardens, arrangements for bhajans, music, dance, etc. They, therefore, recommend that local authorities should take active interest in such organisations and offer their technical advice, guidance and encouragement for the common goal of rural welfare.
- 14 121 The Committee fully appreciate the difficulties in the way of complete co-ordination between officials and non-officials in the development programme. But they feel that with a right type of approach on both sides the problem can be solved to a great extent and the support of constructive workers and the people's organisations can be made available in a larger measure. One way of doing that, in the opinion of the Committee, is to realise the different roles of a civil servant and a public worker and to fully appreciate that they are in no way conflicting but complementary. Their objective is the same, *viz.*, to serve the common man.
- 15 129 The Committee suggest that the Ministry of Community Development should examine jointly with the Education Ministry the feasibility of making it compulsory for a college student to spend at least one month in a village camp before he becomes eligible for a University degree. These village camps should be properly planned and organised with two main objectives:
- (1) the participating students should get a first-hand knowledge of the Community Development activities, and

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

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

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

- 16 133 The Committee recommend that a co-ordinated scheme should be formulated, through an expert body consisting of both officials and non-officials, including some of the eminent educationists and experts in psychology and sociology to suggest the specific items of Community Development Programme which can be usefully assigned to the Village Teachers. They can also indicate suitable honoraria for this purpose which can serve as good incentives to these poorly paid body of workers.
- 17 138 The Committee suggest that the Programm. Evaluation Organisation should make test checks to see whether the instructions issued by the C.P.A. as to what should be considered as fields of people's participation and how the same should be recorded, are being properly understood and followed. In this connection the Committee would like to invite attention to para 146 of this Report.
- 18 139 The Committee would like to stress that the public response and people's participation in the Programme have been splendid, now to mobilise and utilise this response for the quick realisation of the ideal of the Welfare State is a challenge to the official and non-official leadership in the country. The Committee hope and trust that this challenge will be met successfully.
- 19 146 The Committee generally agree with the views of the representative of the Ministry of Community Development that it is not desirable to build up a parallel administrative agency to take over the functions of various development Ministries relating to the Community Development Programme and that each Ministry concerned should take its due share and responsibility in the Programme. The Committee, however, feel that the C.P.A. should be

in a position to assert itself and see that the duties devolving on different Ministries are carried out in a more realistic way and that the programme advances according to schedule. The Committee, therefore, recommend that a strong Action Committee may be formed at the Centre under the Ministry of Community Development with the representatives of various Ministries concerned to coordinate the activities of different Ministries and to review the progress in rural areas periodically so that no time is lost in protracted negotiations and there is no overlapping of functions and duplication of development activities. In fact the various activities of development undertaken by the different Ministries and Boards should be channelled in the Project and Block areas through the Ministry of Community Development.

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

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The Committee have already dealt with the question of creating an Advisory Body at the State level consisting of official and non-officials to be associated with the planning and progress of the Community Development programme in the States in para 92 earlier. The Committee further recommend that now with the reorganisation of States into more viable units on the whole, the State Development Committees both at the Ministerial level and the Heads of Department level should be energised and should be made to take more interest in the development work in the States, specially in the matter of co-ordination of work of different departments and the heads of development departments should be made personally responsible to see that a close co-ordination exists in the personnel of their departments at all levels.

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The Committee feel that the problem of co-ordination is more important at the District level as it is here that the most effective stages of planning and execution of the programme have to be gone into. The District Development Committee, therefore, should play a more active and realistic part in the co-ordination of the activities of different Departments so far as the programme of Community Development is concerned. The fact that the District Development Committee is intended to look after the working of the entire Five Year Plan should be all the more helpful in bringing about an effective co-ordination between the working of the different technical officers at the District level as it gives them a complete picture of the entire District, the resources available, and the work to be done. The Committee, therefore, recommend that the District Development Committee should be responsible for the co-ordination of the activities of various departments in the Community Development and N.E.S. blocks as envisaged by the Planning Commission. The Chairman of the District Development Committee may also be authorised to issue instructions to the subject matter specialists regarding any special work required to be done in any of the blocks within the district. Incidentally, the Committee also suggest that the Government might consider and examine cases where there is much more work than can be handled by the overseers in any particular blocks and see whether it would be advisable to substitute the overseers by full-fledged engineers. In individual cases where this course is justified the necessary action may be taken in consultation with District Development Committee.

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"The Committee agree with the suggestion of the P.E.O., but they would like to add that special care should be exercised in the selection of the B.D.Os. with a view to ensure that persons with a flare for developmental work are selected for these posts."

24 162 & 163

The Committee feel that the importance of decentralisation of powers in a vast Community Development Programme and its value in the field of co-ordination does not appear to have

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been fully realised otherwise the action taken now in appointing a special officer for the purpose should have been taken at the initial stage of the Programme.

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

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

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

“The District Officer will no doubt have to keep his eyes on the police and the magistracy, but I want him to make planning and constructive work now his main task, the one thing to which the best of his energy, his intellect and his enthusiasm must be devoted. Everything else must be regarded as secondary. There will be constant communion between the District Officers and those in charge of planning at the Head

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quarters and they will be constantly in touch with each other."

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

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

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

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The Committee are of the opinion that the experiment of combining the regulatory and developmental functions in the same functionary

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beyond the Sub-Divisional level being tried out in Bombay State might not prove satisfactory in the pre-intensive stage, but it might be given a trial on a limited scale, in the post-intensive blocks. If the results are encouraging, it may be extended to other post-intensive blocks.

- 30 182 The Committee fully appreciate the difficulties which the programme had to face in the initial stages but now since the deficiency in the trained personnel has been largely made up and with the experience of the last 4 years, it should be possible to properly plan the programme in close association with the people and the local institutions according to the felt needs of the villagers after proper surveys of the areas and to build the targets after observation, discussion and common agreements with the people themselves.
- 31 187 The Committee recommend that in the first instance a Central Research Institute may be established to solve the various simple problems which affect the lives of millions of our people in the village and later on five institutes, one in each Zone, may be established. The Committee are glad to note that the representative of the Ministry of Community Development agreed with the suggestion of establishing Five Zonal Research Institutes, and agreed to develop the idea further by entrusting the research in the field of administration also to the Zonal institutes.
- 32 193 The Committee recommend that the Ministry of Community Development should actively pursue the question of the strengthening of the technical Department with the Ministries concerned and should see that the necessary strengthening is done in time before it affects the progress of the programme. The Committee also suggest that the Ministry of Community Development should give necessary advice and guidance to those states where the pattern of technical departments appears to be weak. Necessary experienced personnel from the other States which are in a happier position might be sent for a short period to assist in the reorganisation. It is precisely in such matters as pooling the experiences of various States and giving the
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best guidance and advice that the C.P.A. can play a very useful role.

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The Committee reiterate their observation made earlier that all that was possible has not been done to enlist the support of the Universities and other institutions of social sciences in the country to help in research on the social problems which are on the increase due to rapid social changes occurring in the country. The Committee, therefore, recommend that a systematically planned programme may be made out in this respect and the Universities and suitable Institutes of social sciences should be drawn more closely in the programme to help particularly on the research side. The Committee further recommend that the recommendations of the Fifth Development Commissioners Conference to closely associate the Universities or other suitable non-official organisation with the working of Development Blocks should be implemented without undue delay.

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

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