

ESTIMATES COMMITTEE

FORTY-SECOND REPORT

on

MINISTRY OF COMMUNITY DEVELOPMENT
(COMMUNITY PROJECTS ADMINISTRATION)

Part III



सत्यमेव जयते

LOK SABHA SECRETARIAT
NEW DELHI
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C O R R I G E N D A

Forty-Second Report of the Estimates Committee on the Ministry of Community Development

Page 4, para 11, line 1; insert 'Report' after 'Evaluation'

**Page 9, item (vi); insert (.) after 'crops' and for 'research' read
'Research'**

Page 14, para 38, line 6; read 'draught' for 'drought'

Page 20, para 62, line 11; read 'bringing' for 'brining'

Page 21, para 66, line 2; read 'details' for 'retails'

Page 24, para 76; line 6; read 'like' for 'take'

**Page 27, para 87, line 3-4; read 'somewhat more attention than'
for 'more attention somewhat'**

Page 33, para 102, line 5; read 'for warding' for 'forwarding'

Page 42, para 137, line 10; read 'deposit' for 'depositing'

Page 54, para 176; line 4; read 'feel' for 'fell'

Page 63, item 9, line 2; read 'step' for 'stop'

Page 64, item 11, line 9; insert 'be' between 'should' and 'made'

P. T. O.

Page 64, item 12, line 4; *delete 'of' after 'maintenance'*

Page 66; item (vii), line 1; *read 'taken' for 'taking'*

Page 71; item 30, line 5; *read 'silage' for 'sullage'*

Page 76; item 44, lines 4-5; *delete 'former system of' and insert 'ex-' before 'Bhopal'*

Page 79, item 53, line 7; *read '5000 to 10000' for '500 to 1000'*

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1956-57**

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*Resigned with effect from the 20th November, 1956.

†Died on the 6th October, 1956.

‡Ceased to be a member upon his election to Rajya Sabha on the 13th December, 1956.

INTRODUCTION

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

2. In this report, the Committee have dealt with certain specific subjects in connection with the Community Development programme, such as, Agriculture, Irrigation, Reclamation & Soil Conservation, Animal Husbandry, Education, Health & Sanitation and Social Education.

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 14th December, 1956.

I. AGRICULTURE

A. Introduction

There is hardly any need to stress the importance of agriculture in the national economy of India. According to the census of 1951, out of a total population of 36.1 crores, 24.9 crores *i.e.*, about 70% mainly depend on agriculture for their livelihood. About 47% of the total income of India is derived from agriculture. Out of the total area of 615 million acres for which land utilization statistics are available, cultivated area is 324 million acres *i.e.*, about 52% and the cultivable waste is 98 million acres *i.e.*, about 16%. The rest is all under forest or not available for cultivation. One of the most distressing facts about Indian agriculture is the extremely low yield per acre. The average yield per acre of almost all crops is lower in India than in any other advanced country of the world. The other main defects are the small areas of the farms, old methods of cultivation, lack of irrigation and manure, use of inferior seeds and ancient implements, poor cattle wealth and, last but not the least, the lack of credit facilities for the tiller.

2. The Planning Commission realised the position that in any scheme of planned economic development of the country, agriculture reorganisation and reform held a position of basic importance and laid down the following objectives to be pursued in the field of agriculture and allied matters in the Community Project Areas:—Reclamation of available virgin and waste land; provision of chemical fertilizers and improved seeds; the promotion of fruit and vegetable cultivation; improved marketing and credit facilities; provision of soil surveys and prevention of soil erosion; encouragement of the use of natural and compost manures and improvement of livestock—the principle emphasis here being on the establishment of key villages for breeding pedigree stock and the provision of veterinary aid as well as artificial insemination centres.

3. Some development work in the field of agriculture was already being done in the country for many years past, but it was not co-ordinated into an integrated programme and was confined only to a few areas for want of trained staff, money, equipment etc. The acute shortage of food in the country during the World War II and the years following focussed attention on this problem and a 'Grow More Food Campaign' was started. With the attainment of independence and with the declared aim of establishing a Welfare State, the food problem assumed special importance in the context of overall planning to raise the standard of living. In the First Five Year Plan, therefore, the Planning Commission gave a prominent place to the improvement of Agriculture and allied matters in the Community Development Programme.

4. In the integrated programme of Community Development the central objective is to transform the social and economic life of the villages by creating an urge in the rural people for a higher standard of living. This means that the villager instead of remaining content in leading a life of abject poverty should be inspired to live a better life. That is, his diet should be more nutritious his clothing more adequate, his housing more sanitary and commodious, and his children should have an opportunity of being properly educated and looked after in all respects. All this would mean more expenditure and so unless the income of the villagers who mainly depend on agriculture is increased and their enforced idleness is gainfully employed, the object of changing their outlook will remain an empty dream.

B. Improved seeds

5. The Committee understand that one of the principal causes of the existing low yield of most of the crops, grown in the country, is the use of unimproved, non-descript seed and that the growing of the seed of improved varieties is one of the easiest methods of expanding production. Further, it is recognised that the yield can be increased by about 10 to 20% by use of improved varieties of seeds alone at little or no additional cost. The P. E. O. in their Third Report observed that the use of improved seed had received considerable impetus in many areas as a result of project programmes and that in several cases notable progress had been achieved in introducing new and better varieties specially of cotton. But in a number of projects the programme had been of a limited character. There were also a few cases where even though use of improved seed was already widespread before the project started, very little work had been done to provide even the supplies of nucleus seed needed to maintain the quality of existing improved varieties. The P. E. O. further added that in case of seed, supplies constituted a major problem because besides timeliness and sufficient quantity, quality of seed was a major consideration and suggested that the supply sources as well as the channels of supply had to be very considerably strengthened, as with the extension of N. E. S. pattern over the whole country and with increasing awareness of the value of improved seed, the pressure on the supply lines would continuously and rapidly increase.

6. The Ministry informed the Committee that it was proposed to establish for each block one seed multiplication farm so that larger supplies of seeds could be made available and that for stocking of seeds in blocks and in villages, the co-operatives were being encouraged to construct godowns under the Co-operative Development Plan. The Ministry of Food and Agriculture had prepared a scheme for establishing seed multiplication farms during the Second Five Year Plan. The State Governments had been requested to organise such farms with financial assistance from the Centre. The intention was that in each of the ultimate 5,000 blocks which will be created all over the country by the end of Second Five Year Plan, there should be a seed multiplication farm of at least 25 acres in each block area. Where it was found more convenient to locate a farm of hundred acres:

for four continuous blocks, the State Governments had been advised to do so. At a recent conference of Agricultural Ministers which was held at Mussorie the need for completing the establishment of seed multiplication farms within the first three years of the Second Five Year Plan was stressed.

7. The representative of the Ministry further informed the Committee that the scheme of establishing seed multiplication farms will only provide for the initial multiplication of the nucleus improved seeds and the problem of storage, distribution and further multiplication of seed by the farmer had yet to be tackled. He further added that this could be done either through co-operatives or through decentralisation and making each village a unit of seed multiplication and that the question was being further examined.

8. The Committee, while appreciating the progress made in the use of improved seeds, feel that full advantage does not appear to have been taken of increasing the agricultural produce by providing improved varieties of seeds in all the areas covered by the development programme, as adequate arrangements have not so far been made for multiplying the improved varieties of seed to keep pace with the increasing demand. The Committee, therefore, recommend that the arrangements proposed for establishing seed multiplication farms should be expeditiously completed and the Ministry of Community Development should devise suitable methods in consultation with the Ministry of Agriculture for procuring and providing adequate supplies of improved seeds to the farmers in time according to need in all the areas covered by Community Development and N. E. S. Blocks. The Committee also recommend that the question of making each village a unit of seed multiplication should also be settled expeditiously. Here the Committee would also like to add that the efforts to increase production by intense research and provision of improved seeds should not be confined to principal crops like rice, wheat and sugar-cane only but they should also be extended to other crops like millet, ragi, bajari etc.

C. Seed Storage facilities

9. The Ministry informed the Committee that the Co-operative societies were being encouraged in the project areas to construct godowns for stocking of seeds under the co-operative development plan. The representative of the Ministry further informed the Committee that the question was recently taken up with the different State Governments in the discussions which the Planning Commission held in connection with increasing the agricultural production and the State Governments were told that it was contemplated to have one godown for 30 villages depending on the size of the villages and the turn-over in addition to a warehouse and marketing organisation for each block.

10. The Committee feel that the construction of suitable godowns for the storage of seeds in villages or blocks is very essential as in the absence of proper godowns the storage and distribution of seed on scientific lines is not possible. The Committee, therefore, recommend that this matter should be given priority in view of its importance in stepping up the agricultural production and immediate steps should be taken for providing necessary seed storage facilities in villages and blocks so that timely supply of improved seed is guaranteed to the farmers.

D. Chemical Fertilizers

11. The P. E. O. in their Third Evaluation pointed out that the most notable advance in the project period had been in respect of the use of chemical fertilizers. This was an improvement which was not widely known to cultivators in most parts of the country. It had however gained general acceptance of cultivators and was on the way to becoming an established practice over large areas. The P. E. O. suggested that now that fertilizers were used extensively, the need for research in soils to determine their fertility levels and their fertilizer requirements was urgent.

12. The representative of the Ministry informed the Committee that the Ministry of Food and Agriculture had taken steps to establish regional soil testing laboratories which are equipped with the latest equipment supplied through American aid and there were ten such laboratories in the country. The representative further added that as soon as these laboratories were properly equipped, the Director of Agriculture will issue instructions to all the Village Level Workers intimating the procedure to be followed as regards sending of soil samples for test. While this is a good beginning, the Committee suggest that a careful appraisal should be made to ascertain the actual requirements of such laboratories in different areas and the number of these laboratories multiplied according to the assessed needs.

13. The Committee feel that full advantage of chemical fertilizers can only be derived when the farmers know properly about the dose of fertilizer for each crop and the method and time of applying it and the type of soil where it is most suited. The Committee, therefore, recommend that to avoid the disastrous effects of the wrongful use of chemical fertilizers, the farmers should be convinced by the technique of demonstration, the correct use of chemical fertilizers, according to the nature of soil in different areas and that the multi-purpose co-operative societies should be made responsible for purchasing, transporting and storing the recommended fertilizers and supplying the same on short term credit to farmers so that timely supply is guaranteed to the farmers without any difficulty.

The Committee also suggest that the research on fertilizers should be intensified for the purpose of ascertaining different varieties of fertilizers required for different types of soil; the proportion in which the different fertilizers should be mixed to achieve best results etc.

The C. P. A. should also exercise a general check to see that there are adequate facilities in the Blocks for storage and distribution of fertilizers to ensure their timely receipt by the farmers.

14. The Committee understand that in the U. S. A., it had been found that indiscriminate use of chemical fertilizers had in several cases resulted in bumper crops for the first few years, after which the land was exhausted and the yield of crops dropped suddenly. The Committee suggest that this point should be carefully examined and adequate and authentic data obtained from the U. S. A. and other countries with a view to avoiding similar mistakes here.

E. Manures

15. The P. E. O. in their Third Evaluation Report pointed out that in sharp contrast to the success of chemical fertilizers was the experience with such improvements as the use of compost manure and green manure. Large number of compost pits were undoubtedly being rapidly dug, but at a few places it can be said that the practice had taken root. The experience with green manuring was more or less similar. The P. E. O. suggested that in view of the difficulty of carrying the refuse to the pits which are often located at a distance from the cultivator's house, the use of labour saving devices, by which the labour involved in composting was reduced, might greatly improve the chances of success of that practice. The Committee suggest that the C. P. A. should make efforts to find out how this problem was being tackled in other countries and thus benefit by their experience.

16. The representative of the Ministry informed the Committee that labour saving devices were more likely to succeed in operations, like water lifting, inter-culture, threshing and processing of agriculture produce than for compost pits. So far as the question of discouraging the burning of cow-dung as fuel was concerned, the representative of the Ministry informed that they were encouraging fuel plantation in each village on common ground. The Committee suggest that the P. E. O. should assess the measure of success achieved in this respect and indicate the extent of cow dung saved for manure, as a result of this drive.

17. The Committee understand that the proper manuring of crops is only next to irrigation in its ability to increase the yield per acre and that the minimum additional yield on this account may safely be placed at 25 to 30%. In the case of irrigated crops, the extra yield resulting from the use of manures is still more. The Committee, therefore, feel that the supply and use of manure should receive utmost attention to step up agricultural production and recommend as under:—

- (i) The burning of cattle dung should be discouraged and arrangements made for supply of alternative fuel in the villages;

- (ii) The composting of farm refuse and cattle shed wastes should be given more attention and farmers should be taught the proper method of composting by demonstrations in the villages by making proper and full use of all compost pits already dug in the villages;
- (iii) The utilization of liquid manure should be demonstrated and encouraged;
- (iv) Green manuring should be encouraged by supplying green manure seeds and seedlings at concessional rates and by teaching the farmers the technique of growing green manure crops and using them as manure. The sub-Committee of the Estimates Committee, which visited Etawah Pilot Project, found that the use of green manure was made very much popular in the Project area by ocular demonstration to the farmers the use and utility of green manuring with the result that every village in the Project area was growing green manure crops. Parties of peasants from other areas should be deputed to see this experiment;
- (v) Construction of Community Cattle sheds on the outskirts of the villages may be encouraged and the compost pits may be dug near such sheds to avoid carrying of cattle refuse to long distances. This will also help in keeping the houses neat and sanitary; and
- (vi) The Committee further suggest that a special study should be undertaken by a team of experts to ascertain the exact extent of contribution towards increased food production by each element such as improved seeds, use of fertilizers, improved implements and improved methods of cultivation etc.

F. Chemical Pesticides

18. The P. E. O., in their Third Evaluation Report, indicated that the use of chemical pesticides had also been increasingly popular in many projects and their usefulness was being appreciated. The main difficulties, preventing their use on a more extensive scale, were either ineffectiveness of pesticides recommended against the pest or disease or the cost of spraying equipment. The P. E. O. recommended that for ensuring acceptance of plant protection measures which require extensive equipment, assistance to the cultivators either in the form of loans for purchase of such equipment or making available spraying equipment on hire would have to be provided on a continuing basis.

19. Plant disease and insect pests are responsible for considerable loss in the agricultural production. The loss of grains in the storage alone is supposed to be about 10% and the loss in the fields is estimated to be equally great. In view of the importance of plant protection, therefore, the Committee suggest that the recommendation of the P. E. O. in granting either loans to the farmer or making available the spraying equipment on hire should be given effect to on an extensive

scale and suitable pesticides and their method of application in different areas and for different crops should be evolved after due research and their use should be made popular by demonstration methods in the villages.

The Committee also suggest that the feasibility of the Panchayats or co-operatives taking up this work for the whole village like the Malaria squads should be carefully examined.

G. Improved Implements

20. The P. E. O. in their third Evaluation Report observed that in case of improved implements, the achievements even in the few areas where there had been an effective programme could only be considered moderate. First, the number of implements which were real improvements over traditional implements used by the cultivators was very small. Secondly, educating the cultivators in the use of improved implements was only half the job, perhaps less than half the job. An equally important job was that of training the village artisan in the ways of making improved implements and providing assistance for the establishment of the implements industry. Unless improved implements were made available locally and could be repaired by the village blacksmiths, their adoption by the cultivators was bound to be slow. This was an instance where agricultural and industrial extensions were closely interlinked.

21. The representative of the Ministry informed the Committee that many State Departments of Agriculture had Agricultural Engineering Wings which were meant to carry out research on agricultural implements. The Central Government had also established at the I.A.R.I. division an agricultural engineering wing to undertake research in that direction. Besides, the Pusa Institute had collected various kinds of implements from all over the country and they had supplied specimens to the State Agricultural Engineers for trial and report. A survey was also organised recently by the Indian Council of Agricultural Research in most of the States and the results of the same would be made available in the course of next few months. It was then proposed to appoint committees to thoroughly study the problem and specialise on different types of equipment. The representative further added that knowledge regarding the needs of implements was very poor and what had been achieved in the past by way of improvements was very little. In different parts of India there were different types of implements, but the knowledge of those implements was very often unknown to others. Regular exchange of information and the trial of those implements may itself lead to a very rapid manufacture of a few useful implements in the States.

22. So far as the programme followed in the Community Development and N.E.S. areas was concerned, the representative of the Ministry informed the Committee that the implements which were less frequently required by the farmers and which were expensive were

owned by a co-operative and hired out to the cultivators, both members and non-members. For implements which were commonly required and were costly, loans were advanced for purchase of such implements. Till now implements worth Rs. 2.67 lakhs were distributed in the Community Development and N.E.S. areas.

23. The Committee note that the farming implements in common use in the country are still mostly the indigenous type which are neither effective nor suited to the needs of modern agriculture and that only disjointed efforts have so far been made to improve the farmers' old armoury of implements. The use of improved implements saves time, labour and money and increases the yield. So, it should form an integral part of Agricultural Development Programme.

24. The Committee agree with the view of P.E.O. that the question of introducing improved implements is closely inter-related with the question of repair and maintenance facilities and the supply of spare parts on the spot. The Committee, therefore, recommend that:

- (i) The training of village blacksmiths and carpenters in the repairs and maintenance of improved implements should be simultaneously arranged in Training-cum-Production Centres in each Block.
- (ii) For manufacture of implements of non-mechanical type like Olpad threshers and Mankapuri Cultivators, rural workshops on the lines done in Mahewa Block in Pilot Development Project. Etawah may be started in each Block.
- (iii) In this connection the Committee reproduce below the observations of its sub-Committee which visited Pilot Development Project, Etawah:—

“The sub-Committee visited the rural workshop of the Block which trains young blacksmiths and carpenters of the neighbouring villages in making improved implements. The trainees were not paid any stipend but were paid time wages ranging from Rs. 1/4/- to Rs. 1/12/- per day out of the sale proceeds of the implements made. The raw material was supplied by the Co-operative Union and the finished products were also taken over by the Union for sale in the villages. The implements made are of non-mechanical nature like Olpad threshers and Mankapuri Cultivators. No elaborate equipments are provided but only such tools are used as far as possible which are available with ordinary blacksmith”.

Peasant parties and block officials should be encouraged to visit such places and workshops.

- (iv) Co-operatives should be encouraged to undertake the manufacture of implements of simple design like chaff-cutters, paddle threshers, rice land weeders, etc. and sell the same to the cultivators at reasonable price. So

far as the implements which are expensive are concerned the co-operatives may own such implements and supply the same to the cultivators on hire.

- (v) The results of research carried out in the matter of improved agricultural implements or in other fields of agriculture should not be kept confined to the research centres, but should be widely published to bring it to the notice of all concerned down to the Village Level Workers who can examine their applicability in the villages of their circles.
- (vi) Implements may differ in usefulness in different areas due to the difference in soils and that in crops research to determine proper types for particular areas or soil conditions should be speeded up.
- (vii) The Committee are glad to know that some attempts are being made in this direction by the Indian Council of Agricultural Research which has started issuing for each crop and each special recommendation a pamphlet or bulletin which is made available to the B.D.Os., Extension Officers and the Village Level Workers.

The Village Level Workers should be taken by rotation to the research stations under the Agriculture Ministry for personal observations, so that the advantages of modern technology may be brought home to them.

- (viii) The help of Japanese and Chinese Agricultural Engineers may be enlisted in designing proper types of improved implements suiting different parts of the country according to the nature of soil, crop and other conditions.

H. Consolidation of holdings

25. The Fourth Development Commissioners' Conference held in May, 1955, observed that the consolidation of holdings was an essential factor for bringing about a systematic long-term improvement of the rural economy in general and of agriculture in particular. It recommended that the area of planning for consolidation work should not be confined to exchanging of bits of land but should be comprehensive and bring in its orbit other aspects of village life, namely, laying of village roads, educational planning, grazing grounds etc.

26. The Fifth Development Commissioners' Conference held in May, 1956, again, emphasised the importance of consolidation of holdings and recommended that it should be taken up at the earliest possible stage preferably at the pre-N.E.S. stage and that the unit of area for planning consolidation should be a block or a Tehsil as it was more convenient. It further suggested that the consolidation plans of Punjab and Uttar Pradesh should be circulated to all State Governments for their information and guidance.

27. The representative of the Ministry informed the Committee that it was a matter where the main difficulty was administrative rather than any thing else. The Punjab and U.P. had made considerable progress, particularly Punjab, in that direction. The consolidation work was of a highly technical nature and required trained technical personnel for that. Today, there was no machinery particularly in the permanently settled areas which could be used for that purpose. The State Governments were appreciative of the need but it could not be said by what particular date the consolidation of holdings all over the country would be possible. The representative further added that in the Adivasi area of Hazaribagh where there were very small holdings, consolidation was tried as D.V.C. extension experiment. It was quite successful. It was intended that the State Governments should, as far as possible, put through this work at the pre-N.E.S. stage so that when a block was started, the land lay-out was already planned. There was a provision of Rs. 4.6 crores by the State Governments for consolidation work and there was no provision of assistance by the Centre. The Committee are of the opinion that some form of assistance from the Centre is likely to expedite the work of consolidation of holdings. The possibility of rendering such assistance should be sympathetically examined by the C.P.A.

28. The Committee do appreciate the practical difficulties involved in effecting the consolidation of holdings. These difficulties will have to be faced and solved sooner or later, and the sooner it is done the better. The Committee, therefore, recommend that the experience gained in Punjab and Uttar Pradesh and in the Adivasi areas of Bihar should be fully utilised and the work of consolidation of land holdings expedited in other States also. The feasibility of making consolidation a condition precedent to the allotment of N.E.S. block in a particular area might also be examined. In view of the benefits accruing from an area being brought under an N.E.S. block, there is a pressing demand for introducing the programme. This should be taken advantage of, to give an impetus to the process of consolidation. If consolidation of holdings precedes the N.E.S. blocks, this will have a distinct advantage inasmuch as it would not be necessary to change the alignments of roads etc.

I. Co-operative Farming

29. The Director, P.E.O. informed the Committee that a study of the working of co-operative farming was undertaken by his organisation at the instance of the Planning Commission and that the recommendations were also made available to land reforms panel and the members of the Planning Commission. The picture in the report was a balanced one in that some farms were found to be successful and some were not. Roughly the proportion could be said to be fifty fifty. The report was based on a small survey of 22 co-operative societies which had been in the field only from one to three years. The Director, however, added that for the success of co-operatives in the field of co-operative farming it would need considerable effort and work and

considerable education of the people, especially the cultivators themselves.

30. The representative of the Ministry informed the Committee that there were about 1200 co-operative farming societies functioning in the various parts of the country. The Committee suggest that the P.E.O. should take up a study of all these 1200 societies to come to more useful conclusions. This could be achieved by a phased programme spread over a period of two to three years. The number of co-operative farming societies that were proposed to be established during the current year was 500 in the Community Development and N.E.S. areas and ultimately the target was to establish 3800 such societies in the Project areas during the Second Five Year Plan. The representative further added that the different types of societies were still being experimented upon. The Planning Commission had undertaken an intensive study of selected co-operative societies and they had now laid down the lines on which the experiments were to be made. There was no one type yet finalised because there were various levels of development in different parts of the country.

31. The Committee feel that in this country where there are very large number of farmers with uneconomic holdings in almost all the States the importance of establishing co-operative farming societies is very great. This importance, however, does not seem to have been fully realised, as the progress made in this direction has been extremely slow. The Committee understand that China has achieved considerable success in the field of co-operative farming where 85% of the land is said to have been brought under co-operative farming. The circumstances there are, no doubt, different from those obtaining in this country. All the same, the Committee do feel that this is one field where we might try to benefit from the experience gained in China, and introduce co-operative farming on an extensive scale, particularly in areas where the number of uneconomic holdings is large. If the advantages accruing from the system are properly brought home to the peasants, the Committee have no doubt that necessary co-operation will be forthcoming. The Committee hope that the delegation of Agricultural Experts and those who were deputed to study co-operation in their recent visit to China will be able to offer useful and practical suggestions in this field as well as in the field of increasing agricultural production.

J. Fruits and Vegetables

(a) Production:

32. The Fifth Development Commissioners' Conference held in May, 1956, recommended the expansion of vegetable and fruit cultivation so as to provide each person with six ounces of fruits and vegetables everyday.

33. The representative of the Ministry informed the Committee that the present *per capita* production of vegetables was estimated at about a little over two ounces and that in some of the blocks where work was started in October, 1952, the surveys indicated that there

had been an increase of *per capita* production by another two ounces over the period of roughly about 3½ years. Encouragement was given to produce more fruits and vegetables in the blocks by supplying seeds and starting kitchen gardens by Social Education Organisers and women workers and it was expected that in about eight years' time the target of six ounces of fruits and vegetables per person per day may be realised. The representative further added that the Ministry of Food and Agriculture had a scheme for assisting the development of horticulture and for that they would grant loans up to Rs. 350/- per acre and a small amount would also be given in the shape of subsidy for fruit plants. So far as the development of horticulture in C.D. and N.E.S. Block was concerned, the Village Level Workers were instructed to organise production of vegetables and fruits. There was a programme of kitchen gardens in Bengal and a systematic programme of development of fruits and vegetables in Bihar. In some of the tribal areas where there were hardly any fruits and vegetables before, a very considerable headway had been made. The programme was that each family must have one lemon plant, one or two banana plants and one or two 'papita' plants in addition to a few vegetable plants in the backyard, and thus encouragement of individual production as well as organised production was proposed.

34. Research on nutrition and health has clearly and unequivocally established that adequate daily consumption of fruits and green vegetables is indispensable for good health. The importance of increasing the production and daily consumption of fruits and vegetables cannot, therefore, be over-emphasised. In this connection, the sub-committee of the Estimates Committee that visited Rajgangpur N.E.S. Block, in Orissa were very favourably impressed by the mid-day fruit meal scheme for children in village schools. The scheme was that the land attached to the village schools should be utilised for growing fruit trees which can be looked after by the teachers and the children themselves and the necessary manure can be provided by the village. It is intended that within the Second Plan period each school should have sufficient number of fruit trees so as to be able to provide a "Fruit Meal" to every student on each working day in the year. The Committee recommend that this scheme should be given very wide publicity and introduced on an All India basis.

(b) *Marketing.*

35. The representative of the Ministry informed the Committee that the question of marketing the surplus production of fruits and vegetables from the villages was a very serious question. Experience in that direction was that in some places where there was rapid progress, further development was checked because the prices had slumped as there were no marketing facilities. It was, however, expected that with the general development of marketing that was envisaged during the Second Five Year Plan through the system of co-operative marketing, there would be improvement in that direction. Co-operative marketing is a field where rapid strides will have to be taken in order to give full advantage of the increased production to the common man.

(c) Preservation

36. The representative of the Ministry informed the Committee that many States had set up small peripatetic parties which went out with canning and drying equipment in the areas for training the people in that industry. In some other places two or three blocks joined together in purchasing equipment for canning and drying and established a centre where the farmers could bring their produce for the purpose. The representative further added that the work would receive fillip with the coming in of Gram Sevikas who were trained in that kind of work.

37. The food habits of people in the villages throughout India are defective in that they do not include fruits, vegetables and milk in quantities needed for a well balanced diet. The Planning Commission has indicated that the present consumption of fruits per head per day in India is only 1.5 ounces and that of vegetables even less, whereas according to nutrition experts three ounces of fruits and ten ounces of vegetables per day are necessary for a balanced diet. The Committee, therefore, recommend that the expansion of production of fruits and vegetables should receive a priority in all C.D. and N.E.S. Blocks in the following ways:

- (i) Co-operative nurseries should be set up for the supply of reliable seedling, grafts and seeds as it was done in the Mahewa Block of Pilot Development Project, Etawah in Uttar Pradesh;
- (ii) Standard plans for setting up kitchen gardens should be prepared and supplied to those who wanted to set up such gardens;
- (iii) Supply of proper manure and garden implements at reasonable price should be arranged through co-operatives or the block authorities;
- (iv) Demonstrations of proper technique of growing, manuring and irrigation of fruits and vegetables recommended for a particular area, should be arranged. This can be done by encouraging youth clubs in the particular area to have demonstration pilots like those in Pilot Development Project, Etawah, (U.P.). Young farmers should be encouraged to grow fruits and vegetables by improved methods and implements side by side with the old methods and techniques to differentiate between the two ways;
- (v) Improved local varieties should be given preference and necessary training should be given for the control of insect pests and diseases affecting fruits and vegetables;
- (vi) Satisfactory co-operative marketing arrangements should be made to dispose of the surplus produce in a most orderly and remunerative manner; and
- (vii) Training for the preservation of fruits and vegetables and preparing jams, jellys and preserves, etc. should be given in the Production-cum-Training Centres which are being specially set up for the purpose.

II. IRRIGATION, RECLAMATION AND SOIL CONSERVATION

A. Introduction

38. Importance of irrigation is too well-known to need any emphasis in the existing state of Indian agriculture. Agriculture in India mostly depends on rains which are generally confined to a period of 3 to 4 months in the monsoon season. Even during that period some parts receive too much of rain and some very little with the result that floods destroy the crops in some parts, whereas in some, drought affects the crops. In order, therefore, to reduce the dependence of agriculture, on the vagaries of the monsoons, proper provision of irrigation facilities on an extensive scale is essential. Importance of large scale irrigation has been fully realised and large river valley schemes have been developing. The progress in minor irrigation is, however, not satisfactory, especially in arid areas where the need is greater. This will be clear from the following brief review of Irrigation given by the Administrator (C.P.A.) at the Fifth Development Commissioners' Conference:

“Large scale irrigation programmes are, of course, going on. In minor irrigation, however, we have shortage of engineers. Again, engineers in the States are proving extremely difficult to be brought into the picture for full co-ordination and therefore we cannot make very substantial headway in the field of minor irrigation. In fact, one of the heads under which we have had grave deficit inspite of availability of funds and inspite of the high priority that has been given to it, is minor irrigation.”

B. Irrigation in Community Development Programme

(a) Provision for irrigation in C.D. and N.E.S. Blocks

39. The Planning Commission made the following provision for irrigation in the programme of Community Development:

“The programme visualises provision of water for agriculture through minor irrigation works *e.g.*, tanks, canals, surface wells, tube-wells etc., the intention being that at least half of the agricultural land, if possible, be served with irrigation facilities.”

40. The provision for irrigation and reclamation in each of the Community Development and N.E.S. Blocks under the revised schematic budget during the Second Five Year Plan is rupees 4 lakhs and 1 lakh respectively.

(b) Progress in irrigation

41. Upto the end of March, 1956 the progress made has been as follows:—

C.D./N.E.S. Blocks	Expenditure upto 31-3-1956	Additional area brought under irrigation
Community Progress (1952-53 series)	4.54 crores	9.88 lakh acres
Community Development Blocks (1953-54 series).	.76 "	1.36 "
Community Development Blocks (1955-56 series).	.63 "	2.19 "
N.E.S. Blocks (1953-54 series)	.64 "	3.72 "
N.E.S. Block (1954-55 series)	.64 "	2.11 "
N.E.S. Blocks (1955-56)	.13 "	.76 "
TOTAL	7.34 "	20.02 "

42. Development of irrigation through co-operation is another significant achievement of the minor irrigation programme in the Community Projects. During the past five years a number of irrigation co-operative societies have sprung up in the Godavari Districts of Andhra. In North Gujerat and Punjab also lift irrigation co-operative societies and tube-well irrigation societies have been formed on a small scale. These societies should be encouraged in other areas also.

(c) Shortage of Technical Personnel

43. The P.E.O. in the Third Evaluation Report pointed out that the main role of the project agency in the field of irrigation has been one of making available loans for construction of wells, purchase of pumping sets or similar small means which the cultivators could themselves undertake. Where possibilities of extension of irrigation facilities through these means were good and where the cultivators already appreciated the advantages of irrigation, outstanding progress had been achieved. However, the experience of construction of small irrigation works by the project agency itself had not been very encouraging and it appeared that with the very limited technical skill and organisation available with it, the project or block agency was not well equipped for undertaking construction of even small works.

44. The representative of the Ministry informed the Committee that the difficulty of providing technical personnel for minor irrigation

works had not yet been fully solved. The present shortage of the staff of civil overseers in the Community Project areas was of the order of about 174; and 1069 were in position just now. In the country as a whole the shortage was expected to mount upto 8000 overseers and 400 graduate engineers. To meet the shortage of all kinds of civil engineering personnel, the Engineering Personnel Enquiry Committee set up by the Planning Commission, enquired into the shortage of the technical personnel and had made out a plan of Rs. 10 cròres. It was expected that the short term courses which had been recently sponsored by the Ministry of Education will at the moment meet the shortage to some extent.

45. Here, the following unsatisfactory features brought out by P.E.O. in their Third Evaluation Report deserve special notice:—

“It will be recalled that areas which were to receive irrigation through large projects like river valley schemes and tube-wells, were given preference at the time of selection of the first series of Community Projects. It was felt that availability of technical advice and financial aid through the project agency at a time when irrigation was becoming available would make possible quicker and more efficient utilization of irrigation supplies and would also help in more rapid development of agriculture in the areas concerned. However, in a number of such Community Projects which have been studied by the P.E.O., irrigation from these sources has not yet actually become available, so that the Community Project phase will end before the irrigation supplies begin, and the benefits expected from application of intensive technical and financial aid from the project simultaneously with availability of irrigation waters will not be realised.”

46. This failure of synchronisation in such an important matter is rather unfortunate. The Committee suggest that all the concrete cases of this nature should be carefully looked into by the High Power Committee recently set up, so that suitable action may be taken to avoid a recurrence of this nature in future. The Committee also suggest that a reasonable extension to the period of duration of the Blocks might be given in acute cases of this nature.

(d) *Total area brought under irrigation*

47. To a question of the Committee as to what area needed irrigation facilities in the various Community Projects/Community Development Blocks and N.E.S. Blocks as on 2nd October 1952 and how much of that was brought under irrigation upto 31st March 1956, the representative of the Ministry informed the Committee that the figures were not readily available. The Committee consider it unfortunate that C.P.A. should not keep itself equipped with such important statistics, necessary for correct assessment of the position and proper

planning. Figures of area brought under irrigation in 1952 series of blocks and in the Community Development and N.E.S. Blocks from 1952 till 31st March, 1956 were as under:

	Area brought under irrigation.
1952-53 series of Blocks	99 lakh acres.
Community Development N.E.S. Blocks from 1952 to 31-3-56.	20 lakh acres.

48. The representative further added that in the First Plan 7 million acres were brought under irrigation through major and 10 million acres through minor irrigation works, *i.e.*, in all a total area of about 17 million acres was brought under irrigation. The broad position at the end of the First Plan was that 20% of the land in the cultivated area in the country was under irrigation. The intention was to raise the overall irrigation area in the country from 20 to 50% with the help of both medium and minor irrigation works.

(e) *Water conservation*

49. The P.E.O. in the Third Evaluation Report pointed out that in areas where irrigation was already well developed, the potentialities of the extension project were greater because there was considerable scope for improvement in irrigation techniques in most of those areas. It was a well-known fact that in many of the irrigated areas enormous losses of irrigation water took place which could be prevented through application of known techniques of water conservation like control of seepage, systematic crop rotations and improved methods of water application. That kind of extension work had not been attempted so far. The Committee suggest that this work should now be undertaken on a systematic basis in all the areas covered by N.E.S. blocks.

50. The Ministry of Community Development informed that steps were being taken by the State Governments for conservation of water by encouraging construction of 'bundhis' particularly in Rajasthan, Vindhya Pradesh and other similar areas where much rain water was lost.

51. The Fifth Development Commissioners' Conference, held in May, 1956 recommended that the State Departments of Irrigation, Agriculture and Co-operation should take up this matter jointly and that they should approach the extension staff for the purpose of encouraging utilization of water for cultivation. The Committee hope that no time will be lost in implementing this suggestion.

(f) *Betterment tax on minor irrigation works*

52. The Fifth Development Commissioners' Conference, held in May, 1956, considered the question of levy of betterment tax on minor irrigation works and recommended that where people's contributions

had been raised, the total amount of contribution should be deducted from the taxable amount and the balance should be assessed on beneficiaries. This principle was being followed with success in Bombay.

53. The representative of the Ministry informed the Committee that the question of levying of the betterment tax on minor irrigation works had been engaging the attention of the Ministry. The views of the Planning Commission and of the Ministry were that minor irrigation works of the better category should be subjected to the levy of tax because in either case whether it was major or minor irrigation the land value appreciated. In most of the States legislation already existed and there was provision for the levy of betterment fees on minor irrigation works. It was expected that as soon as rules under the Act were framed in the various States, the question of levying the tax where there was popular contribution will be duly taken into consideration.

54. The Committee regretfully note that even the survey of the minor irrigation possibilities in the States has not so far been made. The Ministry of Community Development could not furnish information as to what was the position in respect of irrigation in the Project areas at the time the irrigation projects and blocks were started and what is the position now in that respect. It could not, therefore, be said precisely what the project authorities have been able to achieve so far in that direction. The representative of the Ministry, however, agreed that it would be desirable to have the kind of information that the Committee suggested in the interest of long-term planning and that now that things were getting settled, the Ministry would apply its mind to that kind of problem and gradually collect the information with a view to taking the minor irrigation programme in an intensive way in the future. The Committee, therefore, recommend that a proper survey should be made to assess the requirement of areas with a view to providing minor irrigation facilities suited to the area in a planned way such as construction, repair and deepening of surface wells, construction and repair of tanks, canals and *kuhls*; construction of tube-wells; direct pumping from perennial streams and rivers; putting up of diversion weirs on streams and nalas; and supply of oil engines, electric pumps, persian wheels and other lift irrigation appliances. The Committee further recommend that in case of small holders of land who are not in a position to secure loan from the Government or to provide irrigation facilities at their own cost, some arrangements should be made for supply of water for irrigation to such people either directly by the Government or through big land holders who have got irrigation facilities by charging small reasonable rent.

C. Reclamation of land

55. The Programme Evaluation Organisation in their Third Evaluation Report pointed out that it was realised fairly early in the operation of community projects that execution of reclamation programme through the Project Agency had distinct limitations and that in many areas it would not be possible to utilise the provision made for it in the Project budget. So, in certain projects where reclamation possibilities were limited, the provision under that head was diverted to other uses.

Whenever some work had been done in that field, the projects' function had been mainly one of granting loans to cultivators. The P.E.O. suggested that if small districts reclamation units were established in areas where there were considerable lands available for reclamation then through coordination between those units and the Projects Agency, benefits of mechanical reclamation could be made available much more widely.

56. The Ministry of Community Development informed the Committee that in reclamation, progress had to be necessarily slow, in view of the fact, that areas available for reclamation were rather limited due to natural causes.

57. The representative of the Ministry of Community Development informed the Committee that a general broad picture of what had been reclaimed in the Community Development and N.E.S. Blocks as compared with what had been reclaimed all over India was available as under:—

	Area reclaimed	India average planned for corre s- ponding area and correspondin; period
1. 1952-53 series of C.D. Blocks in over 3 years.	3.74 lakh acres.	2.2 lakh acres
2. 1953-54 series of C.D. Blocks in 2 years.	1.0 " "	0.54 " "
3. 1953-54 series of N.E.S. Blocks in 2 years.	3.5 " "	2.7 " "

58. The representative further added that the general experience was that maximum reclamation took place in the third year. In the first year the reclamation was somewhat low because that year was spent in education and the organisation process.

59. The Committee understand that small and large areas of cultivable waste land exist in almost all parts of the country and that the total area of cultivable waste land in India is about 98 million acres; *i.e.*, 16% of the land for which land utilization statistics are available. The reasons for the land lying uncultivated are many. In some places it is because the area is thinly populated or may have gone out of cultivation because of the growth of weeds and other pernicious grasses. In others it may be because of erosion, accumulation of deleterious salts that might have made the soil unfit for cultivation, the march of desert and water logging. So the problem of land reclamation in different areas varies and it is very necessary that proper assessment should be made for each area and necessary action taken in the light of the nature of the problem. The Committee, therefore, recommend that some machinery should be devised to collect proper statistics of different areas and concerted action should be taken to tackle this

problem. The Committee agree with the views of the P.E.O. that for mechanical reclamation, small district reclamation units may be formed in areas where there was land available for reclamation. Where large tract of reclaimable land is available, the feasibility of starting large State farms might be examined and vigorously pursued.

D. Soil conservation

60. The Programme Evaluation Organisation in their Third Evaluation Report pointed out that the project agency had so far been able to do very little in the field of soil conservation. Its achievements were confined to grant of loans for bunding, terracing, etc., in a few areas. The main limitations to the progress in the field were lack of (i) organisations at the State level (ii) approved techniques suitable for application in the field and (iii) trained personnel. The P.E.O. suggested that in promotion of such measures as contour-bunding, terracing, strip cropping and rotation of crops, the project agency can play a most useful role in that the project agency was the most suitable both for demonstration of techniques and for providing financial assistance to the cultivators.

61. A sub-committee of the Estimates Committee that visited Pilot Development Project, Etawah (Uttar Pradesh) noticed that good work in the field of soil conservation was being done in Bhagyanagar Block. Two workers of the Block were sent to Sholapur for training in the technique of soil conservation for a period of 4 months. With the help of these trained men the Project staff surveyed the area and made the plans for guidance of the cultivators in various operations like gully plugging, contour-bunding, strip cropping and growing of soil texture building crops. The cost of operation came to about Rs. 25 to Rs. 30 per acre and was entirely borne by the cultivator himself. Loans were granted by the Government to the cultivators and a subsidy of 33% was given only in case of pucca constructions. The work now covers more than 4000 acres in 14 villages of the Project.

62. The Committee feel that if work was tackled in other blocks on the lines it has been done in Pilot Development Project, Etawah, much progress could have been achieved by now. The Committee, therefore, recommend that in areas where heavy erosion has thrown out of cultivation immense areas on the banks of rivers or in hilly tracts where erosion is a very serious problem, special efforts should be made to conserve land. Incidentally it may be mentioned that where landless labourers are available in abundance they may be willing to reclaim such eroded land if it was allotted to them free and assistance was given to them by way of cattle, seed, manure etc. for bringing under cultivation the land which could have otherwise been lost. The Committee suggest that concentrated efforts should be made in this direction.

III. ANIMAL HUSBANDRY

A. Introduction

63. Closely connected with the work of agricultural development is that of animal husbandry. The agricultural economy of India depends to a great extent on bullock power and is likely to remain so for many years to come. Bullocks supply the motive power for almost all agricultural operations and cart transport.

64. India has got large cattle population but the quality of the cattle is poor, and the percentage of cattle of good breed is comparatively very small. The average yield of milk of the better Indian breeds of cows and buffaloes is about 1500 pounds, per lactation, while the general average is nearly half of this quantity. As against this, the average yield in Western countries ranges from 3,000 to 4,000 lbs per lactation. The inadequate supply of fodder is one of the main reasons for poor cattle wealth. The production of fodder in the country is at present insufficient to meet the requirements adequately. The other reasons are indiscriminate breeding, prevalence of diseases and unscientific feeding. The adoption of improved animal husbandry practices to keep cattle in good health is, therefore, an important aspect of the Community Development Programme.

65. Here, the Committee would like to draw attention to the following remarks of the Administrator of the C.P.A. (now the Minister) in his speech at the Fifth Development Commissioners' Conference held in May, 1956:

"In the field of animal husbandry we do not have enough staff. Indeed the greatest shortage in technical staff that we have in the country today is in the field of Animal Husbandry, and Public Health. Doctors are there but they would not like to go to the villages. Midwives and lady health visitors are almost unknown in rural areas. We have shortages of pedigree bulls, We have grave shortages of fodder."

66. The Committee hope that these remarks will be kept constantly in view, while putting the retails of the Development Programme into operation and vigorous steps taken to overcome these shortages.

B. Programme of work in the field of Animal Husbandry

67. The most important items under the programme of animal husbandry development in community projects and N.E.S. areas are as under:

- (1) Establishment of key village centres whose object is to improve the country's inferior cattle wealth by following measures:
 - (i) elimination of scrub bulls through castration in order to check promiscuous breeding;

- (ii) up-grading of local inferior quality of pedigree or approved bulls, both by natural service and through artificial insemination;
- (iii) raising the nutrition level of cattle through feeding, so that the results of breeding improvement may manifest and not suffer for want of proper feeding; and
- (iv) intensification of preventive as well as curative measures against livestock epidemics and other diseases.

2. The programme also includes the—

- (i) popularisation of poultry rearing through distribution of poultry and hatching eggs of improved breeds; and
- (ii) development of inland fishery wealth of the country by stocking the water spreads with fingerlings of improved fishes.

68. The Ministry of Community Development informed the Committee that the Ministry of Food and Agriculture had prepared a scheme for the following items of work under the Second Five Year Plan:

- (i) Expansion of 104 out of the existing 150 key village blocks by the addition of 2 more Key Village Units each covering a population of about 5,000 breeding cows instead of 2,000.
- (ii) Establishment of 124 new Artificial Insemination Centres in rural areas with 744 Key Villages.
- (iii) Establishment of 51 additional Artificial Insemination Centres with 306 Key Villages in conjunction with Milk Supply Scheme.
- (iv) Establishment of 70 Urban Artificial Insemination Centres in towns.
- (v) Subsidy for rearing of 35,000 calves approximately.
- (vi) Establishment of 254 Extension Centres with 50 bulls each.
- (vii) The scrub bulls would be castrated and the area would be kept clear of all mongrel bulls.

C. Progress made in castration, breeding, artificial insemination and elimination of diseases

69. Upto the period ending September 30, 1955, a total number of 1734 breeding centres including 138 Artificial Insemination Centres were established, 6547 pedigree bulls were supplied, 8,66,000 scrub bulls were castrated and 71 lakhs of bovine (cattle) were treated for various ailments. Upto March, 1956 the number of Key Village Centres rose to 2563 and the number of pedigree bulls supplied to 12,824. The Committee recommend that the programme of opening new Key village centres should be so expedited as to meet the entire requirements of rural areas by the end of the Second Plan.

70. A pilot project of rinderpest eradication was taken up in all the States lying south of river Krishna with the financial assistance of the Centre and the respective State Governments. Under this project most of the cattle in the Community Project and N.E.S. areas of the States concerned were protected against Rinderpest thereby ridding them permanently of the threat of that devastating disease.

71. The P.E.O. in their Third Evaluation Report observed that most of the work done so far had been on the veterinary as distinct from the animal husbandry side. Considerable progress had been made in most project areas in treatment of disease and control of epidemics. Inoculation and vaccinations had been carried out extensively and effectively. In several areas very valuable work had been done in educating the people in the need of inoculations and other preventive measures. The prejudices in that respect had been noticeably overcome. Progress in improvement of breeding and feeding practices which would make for permanent improvement in livestock had, however, been very slow. The programme of improvement of breed through natural breeding was proceeding satisfactorily in most areas, but in case of artificial insemination the progress was very slow.

72. The Ministry informed the Committee that the shortage of pedigree bulls would be adequately made up by the establishment of artificial insemination centres in the Community Development Blocks and that steps were being taken to ensure timely arrival of insemination equipments. Regarding the shortage of trained veterinary staff, the Ministry of Food and Agriculture had formulated a scheme for an emergency short course of two years' duration for training of veterinary personnel.

73. The representative of the Ministry further informed the Committee that cattle breeding was a long term job and was linked up with the production of nutritious fodder and the cattle population. The job of that kind required a great deal of other ancillary work but the state of preparedness was still unsatisfactory. He, however, expected that by the end of the Third Plan the entire requirement of bulls in the country would be met.

74. The Committee are glad to note the progress made in prevention of diseases, mass inoculation and vaccination campaign against rinderpest organised in the Community Development areas of States. The Committee, however, recommend that:

- (a) the Village Level Workers (Gram Sewaks) should be trained in dealing with ordinary ailments of cattles;
- (b) a medicine chest should be kept with the Panchayat and the stock of medicines should be regularly replenished through a mobile van in which a trained veterinary doctor may also visit the villages at fixed intervals and offer necessary assistance on the spot;
- (c) village people should be encouraged to improve the housing of cattle and make it more hygienic; and

- (d) breeding farms should be encouraged in the source areas of improved breeds by giving suitable financial aid and technical advice to recognised good breeders to ensure supply of quality animals with known pedigree as recommended by the P.E.O. in the Third Evaluation Report.

D. Fodder supply

75. The P.E.O. in their third Evaluation Report stressed the importance of fodder supply for the cattle stating that any permanent improvement in livestock would depend upon securing a better balance between the number of livestock and the available fodder supplies. The P.E.O. further observed that very little effort had so far been made either in improvement of fodder supplies or in teaching better feeding practices to farmers. The P.E.O. suggested that although the problem of securing adequate fodder supply was undoubtedly very difficult especially in densely populated areas yet in most parts of the country it was possible to increase fodder supplies considerably through improvement of grazing practices and greater attention to growing of fodder grasses and fodder crops.

76. The Ministry informed the Committee that production of green and nutritive fodder and preparation of silage was a part of agriculture and animal husbandry programme carried out by the State Governments in the Community Projects/N.E.S. areas. Many States had silage pits constructed in the Community/N.E.S. areas but no exact information was available. The Committee would take to reiterate that the C.P.A. should take active steps to see that all relevant information of this nature is received regularly in their office and that it is properly collected and interpreted.

77. The representative of the Ministry further informed the Committee that as the food production had taken precedence over fodder the preparation in respect of the latter was not worth mentioning. With the increase in food production, there was increase in dry fodder production but the production of green fodder often went down. The C.P.A. had advised the State Governments to organise demonstrations of green fodder production and the Ministry of Food and Agriculture had agreed that fertiliser allocation should be used for that purpose. In a few States there had been demonstrations of silos. In Bihar it had formed a regular feature of the plan. The Bihar plan provided for the construction of modern silos with 50 per cent assistance in each block and for every group of 10 villages two or three model silos were being set up. The people had, however, to be convinced of the need for silo.

78. The Committee feel that the improvement in feeding the cattle was as necessary as improvement of breed. Inadequate feeding is one of the main causes for the poor cattle wealth of the country and

it must be removed by adopting improved methods of feeding on the following lines:

- (a) Each village or a group of villages should have grazing grounds where rotational grazing should be encouraged.
- (b) Fodder production should be increased by developing better quality grasses in pasture lands and fodder crops suitable for the different areas.
- (c) Use and supply of oil cake at reasonable price should be encouraged.
- (d) Construction of silage pits should be encouraged in other areas as done in Bihar on assistance basis.
- (e) Plantation of trees and bushes leaves of which can be used as fodder should be encouraged in waste lands.
- (f) Use of clean drinking water for the cattle should be encouraged.

E. Dairy Farming

79. The total milk output at the beginning of the First Five Year Plan was about 18 million tons. The average *per capita* consumption in India is estimated to be about 5 ozs. as against 15 ozs. which is required as the minimum quantity for balanced nutrition. The Planning Commission stated that local and regional targets should be set up in Community Projects and N.E.S. Blocks and in other areas so that an increase of about 10% may be achieved in these areas during the next 5 years. They also stated that the general objective should be to achieve an increase of about 30 to 40% in milk output over a period of 10 to 12 years in intensively worked areas.

80. The Ministry informed the Committee that no progress in promoting the dairies in the Project areas had been made in the States and that a scheme for supply of milk to urban areas from the surrounding rural areas was under consideration of the State Governments.

81. The representative of the Ministry further informed the Committee that co-operative milk supply societies had been formed in the Community Development and N.E.S. Blocks to supply milk to urban populations and information as regards their number etc. was not available.

82. The Committee feel that the importance of increasing milk supply does not appear to have been fully appreciated as no special efforts seem to have been made in the project areas for the same. Apart from the nutritious value of milk for the farmers themselves, it is an easy way for the farmers to supplement their income without any additional efforts. The Committee, therefore, recommend that necessary steps should be taken in the project areas on the following lines:

- (a) Pedigree bulls of reputed breeds for improving the dairy cattle should be supplied in areas where milk production is low.

- (b) Loans should be granted for purchase of cattle of good milking breed to the prospective dairy farmers.
- (c) Co-operative marketing of milk and milk products should be encouraged.
- (d) Farmers should be trained in upkeep of dairy cattle and conversion of surplus milk into milk products.

F. Poultry Farming

83. The main activity in this programme in the Community Development and N.E.S. Blocks has been the popularisation of poultry through distribution of poultry, hatching of eggs of exotic or improved breed and the control of epidemics by vaccination of poultry against various diseases. The Ministry informed that the Ministry of Food and Agriculture had provided for a Poultry Development Scheme covering 300 Extension Centres-cum-Development Blocks in the Second Five Year Plan. The State Governments had been provided with a demonstration centre or unit for each development block which would be located either in the Veterinary Dispensary or the Block Headquarters. The centre would help the villagers in the hatching and marketing of eggs. An egg defertilisation unit would form part of the demonstration centre and the eggs collected from the villagers would be defertilised in order to improve their keeping qualities and disposed of to the best advantage of the producer. The State Governments had been requested for the implementation of the scheme.

84. The Ministry in their Administrative Report for 1955-56 stated that under the Pilot Project of Poultry Development implemented recently and financed wholly by the centre, 30 demonstration centres and 30 poultry development blocks had been established throughout the country mostly in the Community Project and N.E.S. Blocks and 20 more such centres and blocks were expected to be opened in the Community Projects and N.E.S. Blocks before 31-3-1956.

85. The P.E.O. in their Third Evaluation Report indicated that the impact of the measures taken in the direction of improvement of poultry had so far been very limited and in no project there had been any marked increase in poultry keeping or improvement in quality of birds. The P.E.O. suggested that a reorientation of the poultry programme was necessary for accelerating progress in that field.

86. The representative of the Ministry informed the Committee that upto 31-3-1956, 2.45 lakh birds of different breeds were distributed in Community Development and N.E.S. Blocks. The main handicap had been the lack of availability of the requisite number of birds of approved breeds and age. The Ministry of Food and Agriculture had proposed to establish in the Second Five Year Plan a number of poultry breeding farms all over India to increase the supplies. In order to promote the hatching of selected eggs of good breeds, the C.P.A. on its part had established deposit headquarters

at suitable places where veterinary dispensaries were available and also incubation centres for hatching so that the proper and rapid hatching of birds could be possible. In some places eggs of private poulterers were accepted for hatching and no charge was made. In a few cases a very nominal charge was made. In other cases, the eggs were brought and as the young chicks were hatched they were sold for very small amounts to encourage poor people to start a poultry.

87. The Committee feel that the extension and improvement of poultry is one of the quickest means of increasing the income of cultivators as well as landless labourers, and hence it should be paid more attention somewhat it has received so far. The Committee, therefore, recommend that in the villages landless labourers specially the Harijans should be particularly encouraged to start poultry farming by supplying eggs and young ones at concessional rates or if possible by granting small loans for the purpose. The desi breeds available in the villages should be replaced by improved breeds and the quickest way for that is to start more incubation centres for hatching of eggs at nominal charges. Besides cocks of improved breeds should be provided in the villages to ensure better breed. Another way to encourage poultry may be to invite youth clubs in villages to take up poultry as one of their activities which would serve as a demonstration farm for the entire village and help the clubs to increase their income.

G. Pisci-culture

88. The programme of animal husbandry in the Community Development and N.E.S. Blocks also includes the development of inland fishery wealth of the country by stocking the waterspreads with fingerlings of improved fishes.

89. The representative of the Ministry informed the Committee that there were three principal items of fishery work taken up in the Community Development and N.E.S. areas viz., the supply of fish fry and fingerlings for growing in tanks and ponds, repairs of tanks to make them worthy of receiving and keeping the fish and demonstration of manuring of fish ponds so that the fish may grow rapidly. The repairs were financed occasionally from the loans by the State Governments as well as the Community Development Funds available. Upto December, 1955, 181 lakh fish fry and fingerlings were distributed in the Community Development and N.E.S. areas. The representative, however, could not state as to how many of the fish fry and fingerlings supplied prospered. He further added that where practically no income was being derived from the tanks previously, a very substantial income was now derived as a result of their efforts.

90. The Committee feel that in the field of pisci-culture it was not sufficient to improve and increase the breed only. It was equally necessary to regulate the catching as well as the marketing. The Committee, therefore, recommend that some assistance should be provided to arrange for the storing of fish in cold storage specially in places away from the markets and where surplus catch has to be stored before it could be marketed. Further in the maritime States,

sea fishing should be encouraged by providing improved appliances and cold storage facilities.

H. Goats and sheep rearing

91. The Committee felt that in the animal husbandry programme sufficient importance does not seem to have been given to goat and sheep rearing. A goat is said to be a poor man's cow and has a great importance in the economy of landless and poor people. Similarly sheep rearing on proper lines has an important place. The Committee, therefore, recommend that goat and sheep rearing should be given more attention in villages by encouraging the work of upgrading the quality and introducing improved methods of shearing by means of demonstrations.

IV. EDUCATION

A. Introduction

92. India is still backward in the matter of education and literacy. The percentage of literate population in India at the commencement of the First Five Year Plan was only about 17%. Education is of vital importance for the progress of a country. At the present time when various schemes for the development of the country are being launched, full and active participation of the people in their implementation can be facilitated if the people are educated or at least literate. Moreover, a democracy can function vigorously and effectively only if the masses are literate and are able to take an intelligent interest in the affairs of the country. For these reasons, a directive in the Constitution laid down that the State shall endeavour within a period of 10 years from the commencement of the Constitution to provide free and compulsory education for all children until they complete the age of 14 years. In the First Five Year Plan, about Rs. 169 crores were provided for the development of education—Rs. 44 crores at the centre and Rs. 125 crores in the States. In the Second Five Year Plan Rs. 307 crores have been provided—Rs. 95 crores at the centre and Rs. 212 crores in the States. In addition to these provisions, the allotment made in the Second Five Year Plan for Community Development and N.E.S. schemes includes Rs. 12 crores for general education and Rs. 10 crores for social education.

B. Progress in Education in India as a whole

93. The progress made in the First Plan and the targets set for the Second Plan are as shown below:—

Stage	Number of pupils as percentage of number of children in corresponding age groups.								
	1950-51			1955-56 Estimates			1960-61 Targets		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1. Primary (6-11)	59	25	42	69	33	51	86	40	63
2. Middle (11-14)	22	5	14	30	8	19	36	10	23
Elementary (6-14)	46	17	32	57	23	40	70	28	49

94. The above figures show that while substantial progress has been made or is anticipated in the number of boys attending primary schools, the number of boys attending middle schools is still very low.

The number of girls attending primary schools or expected to attend such schools by the end of the Second Five Year Plan is less than half that of the boys, whereas the number of the girls attending middle schools is expected to be only 10 per cent. by the end of the Second Five Year Plan. One main reason for the unsatisfactory progress in girls' education may be that the people in many parts of the country, specially in rural areas, are not yet fully alive to the importance of girls' education. Again, co-education is not acceptable to many of our people, and this necessitates the provision of either separate girls' schools or at least 2 shifts in each school, one for boys and the other for girls. The dearth of women teachers and the housing difficulties for them in rural areas also stand in the way of greater progress being made in girls' education.

95. The above figures also indicate that the goal of providing free and compulsory education for all children until they complete the age of 14 years is not expected to be realised by the end of the Second Plan. The Committee, therefore, reiterate the recommendation made in their Thirty-Eighth Report that the C.P.A. should, in consultation with Education Ministry, review the position and take vigorous measures to introduce free and compulsory education at a more rapid pace, at least in the areas covered by the National Extension Service.

C. Progress in education in Community Project and N.E.S. Areas.

96. In the Community Development programme general education in rural areas is taken side by side with the social education programme and efforts are made to raise the standard of primary and basic education by extending in services of the school to the community. This is done by means of providing finances on contributory basis for the construction of school buildings and also for running schools or converting existing schools into basic schools or raising the standard from primary to middle and middle to high schools in the Project areas. The Ministry informed the Committee that there was likely to be at least one primary school which would cater to the needs of the village children within a radius of 5 miles by the end of the Third Five Year Plan. So far as the question of policy to be followed in respect of basic education in the Community Project and N.E.S. areas was concerned, the Ministry informed the Committee that the general policy of the Government was followed in that respect. The Community Projects Administration had so far contributed towards the cost of conversion of 5,154 elementary schools into basic schools. There was a programme for the financial year 1956-57 for intensified development of basic education in about 200 blocks and for the conversion of 2,000 elementary schools into basic schools. The Committee suggest that in future, the C.P.A. should give, in their annual Reports, the progress figures about the introduction of basic education in the areas covered by the Community Development programme.

97. The representative of the Ministry further informed the Committee that by the end of the Second Five Year Plan it was expected to have 3,26,800 primary schools in the country which meant that roughly there would be one primary school for every two villages *i.e.*, within a radius of 2 or 3 miles. The representative further added that there was a difficulty in getting many trained teachers but the emphasis was on maintaining a particular student-teacher ratio. The number of students had increased substantially but the number of teachers had not increased correspondingly. Hence, efforts were being made with the assistance of State Governments to fix a student-teacher ratio and to insist on that.

98. The P.E.O. in their Third Evaluation Report observed that notable progress had been achieved in many of the evaluation centres in opening new schools. With the opening of new schools, the need for school facilities especially for boys could be considered to have been satisfactorily met in most centres. In a few centres there was now a primary school in every village and in a number of others the position had been reached when no child had to walk more than a mile or so to go to a school. So far as the conversion of schools into basic schools was concerned, the P.E.O. remarked that the progress in conversion and especially in effecting improvements envisaged in conversion had been markedly slow. The P.E.O. further added that the programme of construction of school buildings on a contributory basis had achieved noteworthy success in most projects.

99. The Committee are glad to note that upto March 1956, 15000 new schools have been opened in the Community Development and N.E.S. Blocks and 6908 existing ordinary schools converted into basic schools, though they do wish that progress had been more rapid. The progress particularly in the field of basic education has not been appreciable. The Planning Commission reported that the number of children attending basic schools in the year 1955-56 was less than one per cent of the total number of children in the elementary stage. The Committee feel that the role of basic education does not appear to have been adequately appreciated. Basic education as conceived and explained by Mahatma Gandhi is essentially education through life. It aims at providing productive, creative and socially useful work in which all boys and girls may participate without any distinction of caste, creed and class. The following observations of Gandhiji require careful attention:

“It is admitted that the so called knowledge of the three R’s that is at present given in Government schools is of little use to the boys and girls in after life. Most of it is forgotten inside of one year, if only for want of use. It is not required in their village surroundings.

“But if vocational training in keeping with their surroundings was given to the children, they would not only repay the expenses incurred in the schools but would turn that training to use in after life. I can imagine a school

entirely self-supporting, if it became say a spinning and weaving institution with perhaps a cotton field attached to it.

“The scheme I am adumbrating does not exclude literary training. No course of primary instruction would be considered complete that did not include reading, writing and arithmetic. Only, reading and writing would come during the last year when really the boy or girl is the readiest for learning the alphabet correctly. Handwriting is an art. Every letter must be correctly drawn, as an artist would draw his figures. This can only be done if the boys and girls are first taught elementary drawing. Thus side by side with vocational training which would occupy most of the day at school, they would be receiving vocal instruction in elementary history, geography and arithmetic. They would learn manners, have object lessons in practical sanitation and hygiene, all of which they would take to their homes in which they would become silent revolutionists.”

(Young India 11-7-29)

The Committee, therefore, recommend that efforts in the C.D. and N.E.S. blocks should be intensified to encourage basic education by opening new basic schools and by converting more existing schools into basic schools.

100. In this connection, the Committee are in agreement with the following observations of Shri S. K. Dey:—

“We have to think in terms of treating the village school as a community centre instead of trying to build up a separate community centre outside, for the village people to play with. If the village school can be turned into a community centre and it could be provided with a small nursery, small land in which the village school children can dirty their hands and have an electric touch with the soil, we may have a different view a few years hence from what we have today”.

The Committee suggest that the Programme Evaluation Organisation should undertake a systematic study of the so called basic schools in the villages to ascertain how far they have imbibed the true concept of basic education, and also to indicate the directions in which improvements are called for.

V. HEALTH AND SANITATION

A. Introduction

101. Health is stated to be a flexible state of body and mind which may be described in terms of a range within which a person may sway from the condition wherein he is at the peak of enjoyment of physical, mental and emotional experiences having regard to environments, age, sex and other biological characteristics due to the operation of internal or external stimuli and can regain that position without outside help. It is, therefore, closely connected with the environments and the diet of a person. If both of these are defective one cannot normally be expected to keep good health. In the rural areas (as also in urban areas) the environments are unhygienic generally and the diet of the people deficient. The problem of health, therefore, in the villages is a serious one and requires to be tackled on both the fronts. Departure from health is sickness which has two controlling sides—preventive and curative. The rural areas do not have adequate facilities for prevention of diseases, nor for their cure.

102. The Union Minister for Health while inaugurating the international seminar at the National Y.W.C.A., New Delhi on 12-11-56, is reported to have described the problem as under:—

“While they were exposed to the ravages of epidemics, the means at their disposal forwarding them off were inadequate. On an average, there was only one doctor for 6000 persons. But these doctors were largely concentrated in towns and cities, which left only one doctor for as many as 30,000 to 50,000 living in the villages. One of the basic problems to be tackled, therefore, was the production of trained health workers in sufficient numbers and the devising of ways and means of their being evenly distributed.”

103. The Planning Commission in the First Five Year Plan brought out the importance of health in the following words:

“Health is fundamental to national progress in any sphere. In terms of resources for economic development, nothing can be considered of higher importance than the health of the people which is a measure of their energy and capacity as well as of the potential of manhours for productive work in relation to the total number of persons maintained by the nation. For the efficiency of industry and agriculture, the health of the workers is an essential consideration.”

B. Programme of Health and Sanitation for Community Development and N.E.S. Blocks

104. The Planning Commission made the following provision for the health programme in the Community Project areas in the First Five Year Plan:

“The health organisation of the Project area will consist of 3 primary health units in the Development Blocks and a

secondary health unit equipped with a hospital and a mobile dispensary at the Headquarters of the Project area and serving the area as a whole. It would aim at the improvement of environmental hygiene, including provision and protection of water supply; proper disposal of human and animal wastes; control of epidemic diseases such as Malaria, Cholera, Small Pox, T.B. etc., provision of medical aid along with appropriate preventive measures, and education of the population in hygienic living and in improved nutrition."

105. The Community Projects Administration in their report for 1954-55 stated that the aim of the health programme in the Community Projects areas is to make medical help available to every person who needs it and thereby to improve the general health of the people in rural areas. To achieve this aim, a programme which combines both curative and preventive measures with emphasis on prevention has been framed for setting up a primary health centre in every Community Development Block. The Centre is to consist of a dispensary, a consulting room with diagnostic facilities and a ward of six beds. The Centre is to be adequately furnished, equipped and staffed. In fact, the Primary Health Centre is to be the focal point from which medical and health activities will radiate into the area covered by the Community Development Block. The services provided in the Centre include:—

1. Medical relief.
2. Maternity and Child Welfare work.
3. Control of communicable diseases with priority for malaria.
4. Improvement of environmental sanitation etc.
5. Health education.
6. School health.

106. In addition to the setting up of a Primary Health Centre in each 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.

107. The C.P.A. in their report for 1955-56 stated that as the whole programme is based on the development of the 'felt needs' of the people, health programme was held back by the people, and now that the targets in the field of agriculture have been achieved, the villager is becoming conscious of the necessity of the prevention of disease and promotion of health. Here again priority is being given to curative services as in the past the villagers were denied elementary treatment for minor ailments like, cough, cold and fever.

108. The Committee are not convinced of the reasons given for holding back the programme of health in Project areas. In any case the argument offered that the programme was held back by the people does not appear to be correct in view of the C.P.A.'s own admission

that in the past the villagers were denied even the elementary treatment for minor ailments like cough, cold and fever. The Committee hope that the programme of health will be given due attention in the Second Plan.

The Committee propose to deal with each main item of the programme separately to assess the progress made thereunder so far.

C. Medical facilities

109. (a) *Primary Health Centres*: In a booklet 'Primary Health Centre' the C.P.A. has stated that a primary health centre is a small unit which provides an integrated form of medical care, both curative and preventive, to the people living in the area. Taking into account the paucity of trained personnel and limited financial resources, it has been decided for the present that a primary health centre will cater for about 100 villages with a population of about 66,000. The centre will be located at a convenient place preferably at the Headquarters of the Community Development/N.E.S. Block and will be the focus from which health activities will radiate into the area covered by the Development Block. The development of health services in the Community Development areas is the responsibility of the Administrative Medical Officer of the State concerned and as such the pattern of development in these areas must conform to the overall pattern for provision of rural health services in the State.

110. The C.P.A. indicated in their Administrative Report for 1954-55 that majority of State Governments had set up Primary Health Centres in the Community Development Blocks and that the development of medical and health services had assumed proper significance and was gaining momentum. In their report for 1955-56, however, the C.P.A. pointed out that the lack of administrative co-ordination and the paucity of trained personnel were responsible for the slow progress of medical and health services.

111. The Fourth Development Commissioners' Conference held in May 1955 recommended that a primary health centre and three sub-centres were essential for each N.E.S. block and steps should be taken to establish the centres and that sanction for health centres should be communicated to State Governments along with N.E.S. Blocks so that the necessary arrangements may be made in time.

112. The Fifth Development Commissioners' Conference held in May, 1956 also recommended that one primary health centre and 3 sub-centres for each block (including N.E.S. blocks) were considered as the minimum requirement for effective health services in rural areas and should be implemented.

113. The representative of the Ministry of Community Development informed the Committee that there was a primary health centre in all Community Development Blocks but there was no provision for a primary health centre in the N.E.S. Blocks unless they were converted into C.D. Blocks for intensive development. Towards the end of the

First Five Year Plan period the Health Ministry had some savings out of the funds at their disposal and so 85 primary health centres were allocated for about 500 N.E.S. blocks in the latter part of the First Five Year Plan. In the Second Plan there is no provision in the Central Health Ministry's budget for the setting up of any new centres in the remaining N.E.S. Blocks.

114. (b) *Dispensaries*: The representative of the Ministry informed the Committee that apart from a dispensary at the primary health centre there were medicine chests kept with the school teachers and first-aid boxes kept with the village level workers and every effort was made to reach the people as much as possible. Arrangements have also been made in the Second Plan period for refilling the medicine chests: A sum of Rs. 10,000/- has been provided for recurring expenditure for a period of 3 years and expenditure for refilling these chests could be met out of this amount.

115. Regarding the scheme of having a number of subsidiary health centres throughout the block under the charge of a trained compounder as done by Bhopal State the representative informed the Committee that the matter was discussed with the Directors of Health Services of the States and they did not look upon the service by a compounder in the rural areas as satisfactory because the rural people were entitled to a better type of service than from an inferior compounder. The Committee only hope that this will not mean that some rural areas may neither have a doctor nor a compounder. The representative further added that the majority of the State Governments had already made up their minds to have a dispensary within a radius of 5 miles in the Second Plan period or the Third Plan period. The Committee feel that this is rather vague. They suggest that the C.P.A. in consultation with the Health Ministry should chalk out a clear cut programme providing reasonably adequate medical and health services to rural areas covered by the N.E.S. Blocks by the end of the Second Plan.

116. Regarding the introduction of mobile dispensaries in rural areas the representative of the Ministry informed the Committee that the idea was dropped in view of the cost of mobile vans which ranged from Rs. 30,000 to Rs. 40,000 and the paucity of good roads in rural areas. After the idea of having a mobile dispensary on wheels was given up the next attempt that was being pursued was to give mobility to the doctor and to one or two of his staff, by providing him with a jeep and trailer which he could use for carrying his things and staff. The Committee suggest that the idea of providing mobile medical vans might be re-examined. If the medical vans are like jeeps, the difficulty of bad roads can be got over. Regarding the expenditure; the feasibility of securing foreign aid for this purpose might be examined.

117. (c) *Doctors for rural areas*: The Fifth Development Commissioners' Conference recommended the following measures to attract medical staff to rural areas:—

(a) Security of tenure;

- (b) Provision of residential accommodation;
- (c) Reasonable non-practising rural allowance; and
- (d) Attractive pay scales.

118. The representative of the Ministry informed the Committee that every effort was being made to provide certain amenities for the doctors to go to rural areas. At the last conference all had agreed that the first pre-requisite was some kind of residential accommodation. A certain amount of rural health allowance was also considered necessary as the doctors in rural areas had to do an integrated work of both curative and preventive type. West Bengal and Orissa States had no difficulty in getting people for rural areas as they gave adequate rural health allowance. The representative further added that there was an inherent dislike to step into the rural areas unless the financial facilities were such as to compensate the doctor for the other amenities. One State Government had already issued its own orders that every doctor recruited for that State after the initial period of two years in an urban hospital, would go to the rural area for a period of 3 years.

119. Upto March, 1956, only 674 Primary Health Centres and 578 maternity sub-centres have been opened in the Community Development and N.E.S. areas consisting of 1200 blocks. This means that there is not even one Primary Health Centre and one maternity sub-centre per block of about hundred villages. This is undoubtedly a very poor performance. The Committee feel that in the field of medical facilities in rural areas sufficiently rapid progress has not been made so far to fulfil the aim of the health programme *i.e.* to make medical help available to every person who needs it and thereby to improve the general health of the people in rural areas as laid down by the Community Projects Administration. The Committee, therefore, recommend as under:

120. (i) *Primary Health Centres*: A primary health centre and three maternity sub-centres as sanctioned for each Community Development Block should also be sanctioned and set up expeditiously in each N.E.S. block as recommended by the Fourth and Fifth Development Commissioners' Conferences.

121. (ii) *Dispensaries*: A sub-Committee of the Estimates Committee, which visited Bhopal State, reported that there were a number of subsidiary health centres spread over the entire area of the blocks. Each subsidiary health centre was located in pucca building costing about Rs. 10,000 and built through the people's participation in each case. The subsidiary health centre was staffed with a trained compounder and a dai with sufficient stock of necessary medicines. There were six such centres in each tehsil. At the Headquarters of the tehsil, there was a hospital with qualified doctors and staff and a mobile medical van. The doctor of the tehsil hospital visited each centre in his tehsil once a week and attended to patients collected on that day. The day was usually a bazaar day and all people in the neighbouring villages of subsidiary health centre knew that and collected at the centre. Emergent cases were sent to the tehsil hospital by the subsidiary health centre as and when required. The subsidiary

health centre attended to the minor ailments of the people and supplied medicines according to the directions of the tehsil doctor. Medical facilities were thus brought within the easy reach of the villages in the State.

122. The Committee also understand that the experiment of having a touring doctor for the rural areas was successfully tried in Jammu and Kashmir where they had a subsidised scheme in the villages under which doctors were paid a subsidy of about Rs. 50/- a month with some residential facilities provided by the headman. The doctors were under the control of Director of Medical Services and it was expected that within the next four or five years all the villages in Jammu and Kashmir will be covered by this scheme.

123. In Saurashtra an Ayurvedic medicine box was placed in each village containing about 90 to 100 medicines. The initial cost including that of the box came only to Rs. 100/- and the refilling cost was about Rs. 60/- if all the medicines were to be replaced. The existing dispensaries were converted into Ayurvedic dispensaries and were put in charge of qualified Ayurvedic doctors. They were to visit two or three villages every day so that the people, who could not come to the dispensary, could be served at the village itself. This was found to be a fairly cheap method and the idea was to have more and more doctors moving on cycles within groups of four or five villages so that at least every alternate day a doctor was available to every village. The medicine chests were already there and the doctor had only to move alone.

124. The Committee recommend that the Ministries of Community Development and Health should look into the several experiments that are going on in different States and find out which was the cheaper and quicker method of giving medical aid to the rural people according to their needs and follow the same. The Programme Evaluation Organisation should also evaluate and recommend the best system.

125. (iii) *Doctors for rural areas*: The Committee agree with the recommendations of the Fifth Development Commissioners' Conference that to attract medical staff to rural areas the amenities recommended should be extended to them. Further steps should be taken by the State Government to (i) make it compulsory for every medical graduate to serve in rural areas, for a specified period say minimum of 3 years (ii) offer scholarships during the training period to some students in medical colleges in the State on condition that they would have to serve for some years in the rural areas, (iii) consider the desirability of reviving the old scheme of having medical schools so that the trained doctors may be made available for rural areas in larger numbers after a short period and at a cheaper cost, (iv) induce specialists in eye and other diseases, who are willing to serve the people in a spirit of service, to offer their services for a few months in a year in rural areas where camps may be arranged for treatment of the patients. (the Committee understand that this is already being done in Saurashtra successfully without much cost) and (v) utilise Ayurvedic and other indigenous systems to the extent possible.

D. Maternity and Child Welfare

126. With each Primary Health Centre there is a provision for 3 Maternity Sub-centres. Upto March, 1956, only 578 maternity sub-centres have been opened; whereas during the same period 674 Primary Health Centres have been set up. At the rate of 3 Maternity Sub-centres for each Primary Health Centre, about 2000 sub-centres should have been opened. So there has been a shortfall of about 1400 sub-centres during the First Plan period upto the end of March, 1956. The Committee regard this as a serious shortcoming.

127. The C.P.A. in the Administration Report for 1954-55 stated that the chief problem in the field of maternal and child health had been the lack of trained personnel and that to solve the problem training programme had been sponsored by the Central Ministry of Health. Majority of States were taking advantage of the financial assistance provided in such programmes. The Committee are of the opinion that the training programme requires to be considerably accelerated. The importance of providing adequate facilities for Maternity and Child Welfare cannot be overemphasised. The Committee recommend that vigorous steps should be taken by the C.P.A. and the Health Ministry in consultation with the State Governments to ensure that the shortfall in the opening of Maternity Sub-centres during the First Plan is made good and that the original programme of three maternity sub-centres for each Primary Health Centre is scrupulously followed in future.

E. Miscellaneous

(a) *Control of communicable diseases with priority for malaria*

128. In India the expectation of life is 23 to 28 years, whereas in U.S.A. and other Western countries it is 60 to 65 years or even more in some countries. Most of the deaths in India are due to microbial diseases otherwise known as communicable diseases like, Malaria, Cholera, Small Pox, Plague etc. These diseases are controllable and some of the advanced countries have successfully eliminated the danger of these diseases. In India, however, the position is not still encouraging and these diseases account for about 75 per cent. of the deaths.

129. The C.P.A. in their report for 1954-55 stated that during the last 3 years the villages in Community Project areas had realised that malaria was no longer a dread as it used to be. Before the national malaria control programme came into operation, in a number of villages crops could not be harvested because all able bodied men and women in these areas were down with malaria. The villagers had also realised that the incidence of Cholera, Small Pox and Plague was on the decline and efforts were being made continuously to control the epidemics from these diseases that used to ravage a large part of the country in the past.

130. The representative of the Ministry of Community Development further informed the Committee that the Ministry of Health had

a national malaria control programme and priority was given to Community Project and National Extension Service areas and that some work had already been done that way and was progressing. Sustained efforts will, however, have to continue to eradicate these communicable diseases.

(b) *Improvement of environmental sanitation etc.*

131. The question of framing an integrated and comprehensive programme of sanitation in villages was considered by the Fourth Development Commissioners' Conference held in May 1955, and the following minimum programme for village sanitation was recommended for adoption:—

- (i) Provision of safe water-supply in every village;
- (ii) Construction of sanitary rural latrines;
- (iii) Construction of soakage pits;
- (iv) Pavement of village lanes with adequate arrangement for drainage and disposal;
- (v) Provision of smoke-flues or construction of smokeless Chullahs in every house;
- (vi) Construction of ventilators to admit of fresh air and light in every house; and
- (vii) Improvement of houses so as to have the cattle segregated from living accommodation.

132. The representative of the Ministry informed the Committee that the Ministry had accepted the above recommendations and the Development Commissioners in consultation with the Directors of Health Services were trying their best to implement all these 7 points. The representative further added that the people's participation in some of those points was of the utmost importance. So, education of the people was necessary. The medical, public health, and other social education organisations, and the V.L.Ws. were trying their best to educate the people.

(i) *Improved Water Supply*

133. The provision of improved water supply is one of the main items of work in the programme for village sanitation. The programme aims at providing two surface wells or tube wells or tanks for drinking water in every village or one drinking water well for 200 persons. In some of the States like Saurashtra the problem has been tackled successfully with the co-operation of the people inasmuch as every village not only in the block areas but also in the whole state has been provided with at least one drinking water well, and that in some of the places where there was acute shortage of water, drinking water is being supplied through pipe lines from reservoirs constructed at suitable places nearby. A special programme of water supply has also been drawn up in Rajasthan where there is great scarcity of water and the State Government is endeavouring to provide at least one drinking water well in villages in which it does not exist at present as part of their Second Five Year Plan.

134. The P.E.O. in their Third Evaluation Report observed that programmes for improvement of water supply, especially construction of new wells and repairs of existing wells, had been amongst the most popular project programmes. In many projects achievement had been quite substantial and even if needs of the people had not been fully met, an appreciable advance had been made towards that end. Water supply was a most urgently felt need, and in most areas people had wholeheartedly given the needed contributions for it. The scheduled castes and other backward classes had found in the water supply programmes the main evidence of the Community Projects' concern for them.

135. The representative of the Ministry further informed the Committee that the amount earmarked according to the draft plan was Rs. 50,000 for each block but additional funds were available with the local bodies in these areas. In addition to this the Government of India had a rural water supply scheme in which Rs. 28 crores had been earmarked for the next five years. The Ministry had requested the Development Commissioners to try to pool all these resources in the areas and to put up comprehensive schemes.

136. The Committee appreciate the efforts made in providing improved water supply to the villages in that upto 31st March, 1956, 42,000 new drinking water wells have been constructed and 65,000 wells have been renovated in the Community Project and N.E.S. areas. The Committee, however, recommend that more attention should continue to be paid to this item of the programme, till the entire rural population is assured of clean drinking water free from physical, chemical and bacteriological impurities. Periodical tests of drinking water in villages should be gradually introduced. Villagers should be taught to keep the surroundings of the wells neat and clean by providing outlets to the collected water near the wells and also by planting plantain trees which absorb waste water near the well.

(ii) *Construction of latrines*

137. As regards the question of suitable latrines for rural areas, the representative of the Ministry informed the Committee that there had been a great deal of research work in the field of rural latrines. Some work was done in the All India Institute of Hygiene and Public Health. Similarly there was an organisation under the American Friends Services Committee which was functioning at a place called Barapalli in Orissa where they had evolved a special kind of rural latrines and wells. Regarding the policy to be followed in the villages for construction of sanitary latrines, the representative added that the Ministry preferred to encourage individual latrines as somebody was responsible to keep them clean. In the community latrines, the difficulty was of cleanliness and unless the village panchayat or somebody took the responsibility to see that cleanliness was maintained there was no use providing community latrines. The Committee are of the opinion that if the responsibility of getting the community latrines cleaned regularly is entrusted to the panchayats, and if the villagers are educated to use the community latrines, this practice will contribute substantially to the general cleanliness of the village.

The Committee would like to suggest that the village people who would like to go to ease themselves, should be persuaded to dig deep trenches in their own fields with earth stored on one side of it. After easing themselves, they can cover the refuse with a heap of earth. The process may be continued till another trench may be found necessary. After a stated period, the deposit in these trenches could be made use of as manure in the very same field. To give the village a more decent look, the village people should be persuaded to have manure pits dug in their own fields wherever they are near at hand and depositing all the refuse therein which otherwise is collected on the outskirts of the village. Those who do not possess a field, may arrange to have their refuse also deposited in the fields of their neighbours. These pits can in their own turn be used for making compost, which again can be made use of as good manure.

(iii) *Construction of Soakage pits*

138. The Construction of soakage pits and of latrines more or less go hand in hand. In their Third Evaluation Report, the P.E.O. have stated that many villages even in project areas continue to be insanitary and measures like soakage pits and latrines have met with only indifferent response. The question of soakage pits also requires to be tackled with that of latrines. These soakage pits and the septic tanks, wherever provided, should be so constructed that their contents can be utilised as manure.

(iv) *Pavement of village lanes etc.*

139. The P.E.O. in their Third Evaluation Report observed that a programme which deserves special mention was that of pavement of streets and construction of drains which had been pursued vigorously in some of the Northern States like Punjab, Pepsu and Uttar Pradesh. In these States, this had been one of the notable achievements of the Community Projects. The enthusiasm with which this programme had been received in spite of its expensive nature, was indicative not only of the very real need for that particular programme, but also of the desire and indeed anxiety of the villager to get rid of the dirt and squalor around him and live a better life. The sacrifices which the villagers had made for that programme were indicative of their appreciation. In village after village the land-owning sections agreed to contribute towards the cost of pavement of streets of the Harijans so that their village may have a new look and poorer sections may also be able to enjoy the benefits of that amenity. This is one item of the programme which can easily be popularised in other States also where it has not made much progress. The Committee suggest that some of the workers from these States might be deputed to the Blocks where spectacular results have been achieved, so that they can see the benefits accruing and introduce this improvement enthusiastically in their areas also.

140. The Committee are glad to note the advance made in the pavement of streets and construction of drains in some of the villages in the Community Development areas and specially the response of the

people which clearly indicates their desire to live a better life. The Committee, however, recommend that in the matter of pavement of streets and construction of drains the Harijans' share for contribution should be on a reduced scale and in case they were not able to contribute in cash, their labour should be accepted and their localities should be given some preference in such matters. A sub-Committee of the Estimates Committee which visited Pilot Project at Etawah in U.P. reported that for Harijan houses there was a special programme of constructing pucca 'Ghanauchi', pucca drains and pucca platforms for utensil cleaning and bathing. The entire construction per house cost Rs. 72 out of which 1/3 was given as subsidy by the Project authorities. The Committee recommend that some such programme should be specially chalked out for Harijan houses in other areas as well to improve sanitation.

(v) *Smokeless Choolhas*

141. The representative of the Ministry informed the Committee that the introduction of smokeless *choolhas* varied from place to place depending upon the construction of the houses. If it was a thatched house it was difficult to provide it. The attempt was to educate the people that it was bad to have the smoke inside the house not only because of discolouration of walls but also because of causing irritation to the eyes and being a cause for diseases of the eye. Regarding the percentage of the houses provided with smokeless *choolhas* the representative of the Ministry stated that no such information was available but it may be about 2 per cent.

142. The Committee understand that most of the eye-diseases in rural areas are due to smoke and insanitary living. The Committee, therefore, recommend that provision of smokeless *choolhas* should be vigorously encouraged in villages and suitable patterns should be devised for different types of houses, in different areas. In Hyderabad State, the Committee understand that a great advance has been made in that direction. Similar action should be taken to popularise smokeless *choolhas* in other States also.

(vi) *Construction of ventilators etc.*

143. The problem of rural housing has not been satisfactorily tackled in the First Plan. This question will be dealt with under the next item. Till this problem is satisfactorily tackled and proper housing facilities are provided to every rural family, there is at least one small improvement which should be immediately introduced in every house in the villages *viz.* the construction of ventilators. In certain areas, there is a local prejudice against this improvement; but this prejudice will have to be gradually overcome by gentle persuasion. There are a large number of enclosed spaces, which can be called houses only by courtesy, and where sun light and fresh air seldom peep in. No wonder if T.B. and other communicable diseases are so common in India. Provision of suitable ventilators is not a very costly affair. The Committee, therefore, suggest that a special drive should be initiated to

provide ventilators in every house in every village pending satisfactory solution of the problem of rural housing.

Another improvement which is equally urgent and important is to have the cattle segregated from living accommodation.

(vii) *Housing in rural areas and Model Villages*

144. The position of rural housing in India is far from satisfactory. The following extract from an article "Housing in India" by Prof. C. B. Mamoria, in the November, 1956 issue of 'The Modern Review' gives a vivid picture of rural housing in India:

"It is estimated that of the 541 lakhs occupied houses in India's villages, not more than 2 per cent are pucca or brick built houses, and not more than 7 per cent are well built kutcha houses, namely, houses with walls of mud, wood, or bamboo-matting, roofs of thatch, tiles, or corrugated iron sheeting and with doors and windows of some kind or the other. The rest are just huts, hovels, or shacks, hardly deserving the term 'houses'. The vast majority of these hovels are ramshackle one room affair, with low ceiling barely permitting an adult to stand erect, and with floor areas of anything between 80 and 120 sq. ft. Their only opening is usually a door-way so low that you cannot enter without stooping, and there are no windows or other apertures to admit light and air. Even the door-way is often covered up with a piece of matting or screen to secure privacy and protection".

145. The urgency of solving the problem of rural housing has been realised, and the Fifth Development Commissioners' Conference held in May 1956, has recommended as under:—

- "(i) The amount of Rs. 10 crores available in the Second Five Year Plan as loan finance should be utilised for setting up model villages consisting entirely of new model houses. In locating sites, preferences should be given to Community Development/N.E.S. Blocks which are favourably situated in terms of communications, power, water supply etc.
- (ii) The problem of Rural Housing should be tackled at the State level through the agency of a "Rural Housing Cell" which should consist of a small team of engineers, architects and town planners with necessary staff the expenditure on which should be borne by the State Governments as part of their contribution to the programme of rural housing. This Cell should undertake the preparation of plans, layouts, type designs, small-scale models etc. both for residential houses and community buildings. The agency for the implementation of the scheme should be the Project/Block staff, strengthened by an additional qualified overseer specially recruited for the purpose, for each block.

- (iii) Since the main emphasis in this experiment will be on the use of local building materials, co-operatives, operating brick and lime kilns, joinery and carpentry workshops, etc., should be treated as eligible for loans and grants-in-aid as admissible to small-scale or cottage industries.
- (iv) The first claim on the special funds at the disposal of the Ministry of Home Affairs for the subsidization of Harijan housing should be for the community of Harijans who live in these particular villages.
- (v) It should be the aim of the State Government to focus, as far as possible at these selected villages all the aid that they can give under the various development programmes under the Plan.
- (vi) There should be co-ordination, both at the Centre and in the States, to ensure that funds available under various development schemes for the improvement of the housing conditions of different categories of rural population should, in the first instance, be utilised for the promotion of these model villages."

146. The representative of the Ministry informed the Committee that in the matter of rural housing, the kind of information that is available both at the Centre and in the States, left a great deal to be desired. In some States some work had been done. At the Centre in the rural housing Cell, all that had been possible so far was to lay down some kind of type-plans which could be used for the purpose. But there would have to be indefinite local variations depending on the local availability of material and so on. The basic object in the Second Plan in that respect, therefore, was to persuade the State Governments to set up a rural housing Cell which will mainly be a planning Cell with the object of evolving suitable local type-designs which could be utilised for the purpose of rural housing.

147. In the Second Five Year Plan rural housing by the creation of funds for assistance came to occupy a high position and the Planning Commission has provided a sum of Rs. 10 crores for this purpose. This amount has been made available to the Ministry of Works, Housing and Supply and their plan is to undertake the establishment of model villages in 625 places during the Second Plan period. They propose to establish them in Community and N.E.S. areas. A common programme has been worked out and the intention is to establish model villages intended to serve the egalitarian principle. It is also intended to have model villages where people are willing to have their houses remodelled. That *ipso facto* rules out well-to-do villages where there are substantial brick-built houses and where the people are not willing to have their houses pulled down and remodelled. That way it is proposed to set up 625 model villages throughout the country. The representative added that it is not possible to make a real dent on that problem and in the Second Plan all that would be done will be just to establish a few models. In the Third Plan, however, if every thing went well, something substantial would be done. The model villages would

have facilities for drainage, irrigation, water supply, sanitation, education, etc. and the setting up of cottage industries in order to provide employment to landless labourers and other unskilled artisans.

148. The Committee, feel that the problem of rural housing is not being tackled in a realistic way. There is no definite scheme yet as to what the future villages would be like, *i.e.*, whether the present villages with 200 or 500 persons were going to persist or whether there would be villages of 5000 or 10000 persons and also as to what facilities will be provided therein. The present exodus from villages to towns and the attractions of urban areas to rural people will not stop, unless we can provide well-planned villages of decent size which can provide all or most amenities and attractions now offered by towns and cities. The Committee, therefore, recommend that the Planning Commission should consider this problem and lay down definite standards for the model villages in respect of population, housing and the facilities that are going to be provided therein.

149. So far as the question of housing in the rural areas is concerned, the sub-Committees of the Estimates Committee which visited a number of blocks throughout the country observed that nothing substantial was done in that respect in the villages except granting loans to the people for building houses.

150. In case of Harijans, however, in certain States it was observed that out of the sum of Rs. 500 - to Rs. 600 - advanced to each family for building a house, half of the amount was treated as grant and the remaining as loan.

151. The Committee recommend that at least ten model houses should be set up in each Block for demonstration. Besides, the people should be supplied not only with one pattern, but different types of patterns for building Houses in the villages and they should be left free to choose any of them according to their means.

152. The Committee suggest that for future construction of houses in the villages a minimum standard should be laid down *viz.* a two roomed tenement with a courtyard and with a prescribed minimum floor area. The Committee also suggest that the feasibility of building one model village in each block should be carefully examined.

(C) Family Planning

153. Much of the planning in the country is bound to be upset with the rapid growth in the population. The magnitude of the problem is clearly indicated in the following extract from the Introduction by Dr. Julian Huxley to the book "Population and Planned Parenthood in India" by Shri S. Chandrasekhar:—

"India's population is second only to China's. Even after partition, India today counts over 370 million people—nearly one-sixth of the total population of the world. The net increase is about 5 million a year, so that in the last ten years it has grown by an amount greater than the total existing population of Great Britain. The annual rate of increase

is nearly 1.3 per cent—about the same as that of the world as a whole: though this is not so high as that of many countries, it is operating on such a huge total that the absolute net increase it produces is overwhelming. For purely arithmetical reasons, the net increase will itself increase each year, even if the percentage rate of increase does not itself increase. But the percentage rate of increase is almost certain to go up as diseases like malaria are reduced and sanitation is improved. An official Indian report estimates that the introduction of not particularly drastic health measures, such as could readily be envisaged as practicable in the near future, would save some 3 million lives a year, giving a net annual increase of 8 million—one extra mouth in less than every 4 seconds, or the equivalent of a new town of over 20,000 inhabitants every day of the year."

154. Apart from the question of country's planning, the health of the mother, the upbringing of the children and the limited income of the father demand that family planning should be scientifically adopted. During their tour, the sub-Committee of the Estimates Committee was informed by an Asst. Development Commissioner in Saurashtra that women in villages were anxious to learn the methods of family planning. The Committee are of the opinion that family planning should be popularised on a large scale in villages. Unless the villagers are taught the modern methods of family planning, disproportionate growth of population is bound to continue and this would become a big stumbling block in raising the standard of villagers.

155. The Fourth Development Commissioners' Conference held in May, 1955, recommended that family planning should be encouraged and the State Medical authorities may consider drawing up suitable schemes for the purpose. The representative of the Ministry informed the Committee that for family planning grants-in-aid were given to the State Governments, voluntary organisations and family planning organisations. The Central Ministry of Health had now agreed that the Primary Health Centre should be an integrated Centre; where all services, preventive, curative, the maternity and child welfare, and family planning, should be rendered as part and parcel of the Primary Health Centre. The representative further added that it was proposed to set up 1800 clinics in the rural areas and the financial assistance would be given by the Central Ministry of Health at the rate of Rs. 1000 - per centre (per clinic) per year for free supply of contraceptives for popularizing family planning.

156. The Committee understand that a Central Board of Family Planning has been recently constituted by the Central Ministry of Health. The Committee recommend that an integrated programme may be chalked out and pursued vigorously.

(d) Health Education

157. The programme provides that health education must form an essential part of any health scheme. The simplest laws of health,

Hygiene and sanitation are unknown to the people. The health personnel employed in the project must take an active part in the dissemination of knowledge so essential for man's well-being. There must be full co-operation between the health and education personnel in this respect and such education must begin from the child and go right up to the oldest adult.

158. The C.P.A. in their Administrative Report for 1954-55 stated that health education was being carried out side by side with all other services. Customs, habits, religion and sociological factors had a marked influence on people and were, therefore, being carefully weighed both in the programme of health, education and in the development of sanitation.

159. The Committee further recommend that health education should also lay stress on the improvement of customary diet which in the rural areas is very poor and needs balancing to provide sufficient stamina to the rural people for hard work involved in agricultural occupations.

VI. SOCIAL EDUCATION

A. Introduction

160. The Community Development Programme aims at economic and social regeneration of the villages through the willing co-operation of the people themselves. The process, therefore, involves a lot of learning—learning from the villagers about their wants, needs, requirements, resources, habits, customs and above all their reactions to the change. The villagers also, on the other hand, have to learn a lot about what the proposed change will mean for them specially the efficacy of the proposed practices which are likely to change their existing ways of doing things. This inter-change of ideas is only possible when a personal approach is made. If it is intended to bring out substantial results, the approach should be not only correct but practical and effective. It is here that the help of some specially trained people conversant with the psychology of the people is necessary to rouse people's enthusiasm and to create a desire in them to participate on their own in the programme of their welfare. Co-ordination between those who are out to help the villagers by learning from them and the villagers themselves has to be brought about. This co-ordination is possible only by a process of educating the villagers not only on academic lines but by practical education, covering almost all the aspects of life through informal methods of education, group formation and other recreational and cultural activities. This, then, is the underlying idea of the term "social education."

161. Thus the importance of social education in a programme of rural development is very great and the field of activities coming there-under very large. One thing, however, is clear that there cannot be a standard set of activities, as the same will differ in different areas according to the taste, customs and the resources of the people. Broadly speaking, the sphere of social education includes all activities which help (i) in promoting a co-operative spirit in the people, (ii) in eliminating factions and (iii) in regenerating the socio-cultural life of men, women and children of the villages.

162. In order that the role of the Social Education Organiser may be properly understood, the following important considerations specified in the "Manual on Social Education" should be constantly borne in mind:

(1) That the Social Education Organiser is a member of a team of workers of which the Gram Sevak is a very important member since he has the most primary contact with the villagers.

(2) That Social Education is a process and not a product. In a terms of village development work this means

that Social Education is conceived of as the means to achieve the objectives of village work and should not be thought of as an end in itself.

(3) That the single most important objective of village development work is the change which is brought about in people and not in things.

(4) That a great deal more needs to be learnt about doing effective village work than is presently known and that experimentation is the key to the gaining of new insight and knowledge about village work.

(5) That all aspects of the culture of the village and all aspects of the lives of the people in the village should receive attention in the village development programme.

B. Development of the role and concept of Social Education

163. There has been some confusion about the concept and role of social education in the programme of Community Development in India. The work which is at present required to be done by a Social Education Organiser was in the beginning, done by V.L.Ws. and the earlier training of V.L.Ws. was based on this theory. But the V.L.Ws. were so overburdened with the more urgent work of material welfare that they hardly found any time to attend to what may be termed as the social and cultural aspects of the programme. It was accordingly decided to have separate staff for social education work called the "Social Education Organisers". The C.P.A. issued a memorandum to all the State Governments in October, 1952, in which it was laid down that social education was to be promoted through local people and, in the first instance, through the primary and basic school teachers. In a note prepared by the Planning Commission and appended to the said memorandum it was laid down that the C.P.A. should organise a short course of scientifically conducted orientation programme to produce a band of social education organisers who can go out in the project areas, fit themselves as integral components of the organisation there and harness the social workers available locally for work on constructive lines as visualised in the Community Project programme. It was further stated that the personnel for this programme will be selected predominantly, if not exclusively, from non-official sources and, as far as possible, from existing agencies of social work in the country.

164. The functions of Social Education Organisers were laid down as:—

- (i) Adult literacy;
- (ii) Youth movement;
- (iii) Women's movement; and
- (iv) Recreation.

165. Subsequently in a D.O. issued to the Principals of all Social Education Organisers' Training Centres on 12th May, 1953, the

following threefold functions were specified for the Social Education Organisers:

- (i) Working with the village worker in helping to create village interest in adult village literacy programmes and in helping to organise adult literacy programmes directed towards making all village people literate;
- (ii) Assisting the village worker in applying the most appropriate methods for creating village interest in working together in a spirit of co-operation directed towards solving village problems; and
- (iii) Helping the village worker to utilise the most appropriate methods and techniques to assure the development of village people to become self-reliant and responsive citizens, capable of making wise decisions and effective participation as free citizens in a democracy.

166. A later communication stated that Social Education Organisers should be responsible for cultural activities in Project areas.

167. In the Administrative report for the year 1954-55, the C.P.A. have described the role of social education as under:

“The most important part of the programme of Social Education is to enthuse the rural population and to secure their participation in all the development programme under the Community Development Projects, such as, agriculture, village industries, sanitation, health, communications and other aspects of general village improvement. Other activities organised are literacy, health education, education in citizenship and a programme of follow-up activities with a view to prevent relapse into illiteracy and ignorance.

Organisation of recreational and cultural activities, such as folk dances, folk dramas, kathas, kirtans, bhajans is another important aspect of the activity programmes. Exhibitions, kisan melas, fairs and festivals are organised for propagating development programmes and their progress and to indicate to the common man the role that he has to play in national development.

In order to start the process of group formation, programmes of youth welfare, women's welfare and child welfare are taken up and physical welfare activities, such as, games and sports are planned. People are trained with a view to develop leadership. Audio-visual aids like films, film strips, lantern slides, posters, gramophone records, are used in furtherance of these activities and community listening sets are established and groups formed for listeners.”

C. Criticism of the programme of Social Education

168. The Programme Evaluation Organisation in their Third Report observed that in spite of the very considerable advance already made, it could not be said that either the handicaps which beset the progress of the programme earlier had been completely overcome or that the

new functionary, the S.E.O. had established himself as a member of the project team of specialists. To overcome these difficulties, the P.E.O. made the following suggestions:—

- (i) A more precise definition of the content of social education and of the roles and functions of the S.E.Os. was still the most important need in this field;
- (ii) A clearer enunciation of the specific ways by which the S.E.O. was supposed to carry the message of the entire programme to the people was essential; and
- (iii) In selecting people for the job, greater emphasis must be placed on rural background, love of rural areas and rural people and, if necessary, the academic qualifications may be reduced. Gram Sevaks should also be considered for appointment as S.E.Os.

169. The various foreign experts, who studied the working of the Community Development Programme of India, paid their special attention to social education work. One of them, Dr. D. Ensminger, representative of the Ford Foundation in India expressed his concern about the looseness of thinking with respect to the concept of social education. He stated that the discussions in the regional conferences sponsored by the C.P.A. were so broad and vague that it was difficult for the Development Commissioners and the Project Executive Officers to really take hold of anything specific content-wise. Moreover, the social organisers working in the Project areas were badly confused about how they were expected to relate themselves and their subject of social education to the other staff in the project and to the village people. He expressed his fear that the existing vagueness about social education and about the exact role of Social Education Organiser might directly retard, if not block, effective use of social education in India's Community programme. He, therefore, suggested clear definition of the concept, content and place of social education in the Community programme and of the role of social educationalists in the Project Organisation.

170. Again, Mr. M. L. Wilson, Ford Foundation Consultant, on the Community Development programme, who studied India's programme at the request of the C.P.A. in April and May, 1956, observed in his report that the definition, scope and functions of social education were not thoroughly understood and that one Block Extension Officer whom he questioned replied that "The Social Education Organiser is a well intentioned person who talks about everything but does not know much specifically about anything". Mr. Wilson stated that the concept of social education was of very great importance and hoped that careful study, both by scientists and by administrative people, and some improved social education techniques will clarify the function of social education and make more tangible some of its intangible aspects, without losing any of the spiritual values involved.

171. Lastly, Dr. Carl C. Taylor, another Ford Foundation Consultant on Community Development, who carried out his observations at

the invitation of the C.P.A. for a full year during 1955 and 1956 observed that the job of Social Education Organisers had not developed in field operation in the way it was originally delineated due to clear and precise instructions not having been issued by the C.P.A. and to other causes. His main conclusions and recommendations are as follows:

- “(i) Social Education Organisers were not playing their roles in smooth team work with other Block specialists or with Village Level Workers because the Social Education Organiser trainees, by and large, were not being selected from the sources originally specified and were not being given ample training or always under the tutelage of persons who are themselves skilled social scientists;
- (ii) The training should be amended so as to implement the suggestions made in the C.P.A.’s D.O. of 12th May 1953 (referred to earlier); and
- (iii) Block Development Officers should be trained thoroughly in the field of methods and techniques of group and Community Organisation.”

172. The Ministry informed the Committee that the P.E.Os’ suggestion regarding greater emphasis on rural background, love of rural areas and rural people while selecting persons for the job of Social Education Organiser was accepted and that States had been advised to consider the same at the time of selection and so greater emphasis would in future be placed on rural background and love of rural people. Regarding relaxation in academic qualifications and considerations of Gram Sevaks for appointment as S.E.O., there was already a provision for that and the same was being followed. With regard to other criticism of the programme of social education, the Ministry added that Social Education took time to have roots and it was too early to assess the impact of the social education programme. They further added that while it was true that all social organisers were not equally alive to their role, all attempts were being made to improve the quality of training so that they may play their role effectively. A ‘Manual for Social Education’ was issued setting up clearly and precisely the duties and functions of S.E.Os. and copies distributed to all concerned.

173. The Regional Conferences of Collectors, District Development Officers, etc. had been successful in developing gradual understanding of the new concept of social education. At the beginning, there was a tendency to regard Social Education Programme either as overlapping or ornamental and the S.E.O. as a fifth wheel in the coach. The understanding had now developed to a great extent and it was expressed in the conferences that Social Education was the crux of Community Development Programme and the success of the Community Development Programme can almost be gauged in terms of success of the social education programme. The S.E.O. was now being made to play the integrated role including the role of a specialist in adult education and.

community organisation. Many States organised intra-State seminars of social education organisers wherein the important problems arising out of the working of social education were discussed and normal plans to be followed in each block were worked out. This helped in enriching the content of social education programme.

174. The Fourth Development Commissioners' Conference held in May, 1955, recommended that in view of the large area of each Social Education Organiser, work should be organised on the basis of a full, large and small programme. The full programme was to be implemented in one village by each Social Education Organiser, the large in the villages which were the headquarters of the Gram Sevaks and the small in remaining villages. The contents of the three types of programme were discussed and finalised. Quantitative targets to be achieved during the period of three years were agreed to.

175. The representative of the Ministry informed the Committee that the Social Education Organisers had two main functions—one was the general function of preparing the ground for increasing the receptivity of the people and the second was the specialised function in the field of mass communication including adult literacy done through various devices like recreation centres, libraries, clubs, sports, bhajans, kirtans and so on. So far as the recruitment of the right type of personnel was concerned the representative added that the main difficulty was that in India universities with social science faculties were very few and so the raw material readily available for the purpose of training in social education was not coming forward in satisfactory numbers. Attempts were, therefore, being made to persuade the universities to build up social science faculties intended to produce Social Education Organisers. So far as the social services institutions were concerned a number of them had been persuaded to take up the work of social education. For instance, Sriniketan of Visva-Bharati, Faculty of Social Work, M.S. University of Baroda, Gandhigram, Madurai, Agricultural Institute Allahabad, Ram Krishna Mission, Belur and Vidya Bhavan, Udaipur.

176. The Committee have already dealt with the question of recruitment and training of Social Education Organisers in the Chapter 'Recruitment and Training of Staff' in Part II of their earlier Report. The Committee felt that, in spite of instruction issued by the Ministry, confusion still exists regarding the role of social education and the functions of S.E.Os. The Committee, therefore, suggest that the matter should be further examined in consultation with the P.E.O and the duties and function of the S.E.Os. should be clearly laid down to avoid any chance of overlapping of duties and the wrong concept of the role of social education.

177. The Committee also suggest that greater emphasis should be laid on group and Community Organisation methods, in the training given to the S.E.Os. The Committee are also of the opinion that the Social Education Organisers should be asked to develop public opinion, by methods of persuasion, against social evils, such as, child

marriages, untouchability, excessive expenditure at the time of marriage, use of narcotics, such as, opium, ganja, etc. They should periodically organise community dinners (Vanabhojan, Pritibhojan, etc.) in which Harijans can freely mix and participate.

178. The Committee further suggest that the services of cultural teachers and reformers available in different parts in the rural areas should also be utilised in educating the masses through Hari Kathas, Kirtans, Bhajans etc. to which the village people are accustomed to respond readily and immediately.

D. Achievements in the Field of Social Education

(a) Adult Literacy.

179. To a question of the Committee as to what was the percentage of adults trained or under training in various centres in different States to the total adult population of those States, the Ministry informed that the specific information called for was not available but the all India achievements in the field of adult literacy upto 31st March 1956, were as below:

	C.D. Blocks.	N.E.S. Blocks. ('000 Nos.)	Total
Adult Education centres started.	22	19	41
Adults trained.	595	401	996

(b) Work among Women and Children.

180. The Ministry in their Administrative Report for the year 1955-56 stated that the work among the women and children did not make any noticeable impact in rural areas so far. This was largely due to lack of sufficient number of women Social Education Organisers and of the staff of women under them to follow up the programmes initiated by them. Pilot Projects for intensive work among women and children were, therefore, recommended by the Fourth Development Commissioners Conference held in May, 1955. The State Governments were now considering the question of starting these pilot projects. Four Pilot Projects for intensive work among women have been started; two in Madhya Pradesh, Hoshangabad and Chikli-Buldana Projects and two in Andhra, Kakinada-Paddapuram and Kurnool-Cuddapah Projects. Ten Gram Sevikas were recruited for each Project and they were given a short orientation course, specially designed by special officers of Community Projects Administration. The Ministry further informed the Committee that under Cottage Industries a specific programme was envisaged for women. Under the minimum programme it was proposed to start 3 craft centres for industries such as tailoring, knitting, embroidery,

spinning, niwar making etc. to be started in each Community Development and N.E.S. Block. Some of the States had taken up this problem, e.g., Punjab, Assam, PEPSU, Travancore-Cochin, etc. and found it to be very encouraging and successful.

A statement indicating the contents of special programme of intensive work among women and children is attached as Appendix I.

181. The Committee were informed that the Community Projects Administration maintained close liaison with the Social Welfare Board and suitable arrangements existed in each district for co-ordination of welfare activities. The Project Implementing Committee of each district consisted of the representatives of the various voluntary organisations operating in their respective areas and of the district organisation or N.E.S. Block administration.

182. The representative of the Ministry further informed the Committee that women were also being trained in preparation of food, home improvements and nutrition in addition to the field of handicrafts. A beginning had already been made. There was a project in Madhya Pradesh where there were guiding homes to train women in home improvements. This was now becoming a common feature. Intensified work was also being done in that direction in Gandhigram and Travancore-Cochin.

183. The P.E.O., in their Third Evaluation Report, observed that women's clubs or classes for women with activities ranging from recreation to training in sewing, knitting and other crafts had been the main activities. In some projects, women's clubs were outstandingly active. In most, however, they can be considered to be the small beginning of a programme for women. A comprehensive programme for women, which may benefit all sections of the population, had yet to begin. Concentration on such activities as knitting which could have an appeal only for the more-well-to-do and urbanised sections, is not without its drawbacks.

184. Mr. M. L. Wilson, Ford Foundation Consultant in Community Development, observed in his Report of a Survey of Community Development Programme in India that in U.S.A. as extension programme was expanded, it was discovered that farmers' wives had problems and interests in their family and children as well as in the income of the land and the products of the fields. Home extension work was, therefore, begun to reach and educate farm women. There were families in which parents were not agreeable to, or interested in, new ideas when presented in the normal ways. Same ideas when taken into the home by way of children were accepted and changes made. Progress became faster after the extension approach was made on family basis, than when it was confined only to working with men.

185. The Committee feel, that so far all attention has been paid to the extension approach through men in Community Development Programme and rural women, by and large, have been left untouched. Sporadic efforts in educating village women in certain crafts and in

opening some recreational centres and clubs at certain places seem to be all that has been done in that direction. This, in the opinion of the Committee, is not enough for provoking and developing in rural women a progressive outlook, for intelligently participating in the nation-building activities. The Committee quote below the observations of Rajkumari Amrit Kaur, the Health Minister of the Union Government, from an article entitled "Women in Community Projects" which appeared in the Kurukshetra:—

"As a co-partner in her husband's enterprise, she should learn improved methods of agriculture and animal husbandry. For instance, she should know that the cowdung, which she burns as fuel, can be preserved and used as rich manure. Tending milch-cattle is really her business and she should learn scientific methods of increasing the yield of milk and preventing the common ailments of cattle. In all the countries, where the peasant is the chief agricultural producer, family-farming is the rule; the work on the farm is shared by the members of the family, while the man works in the fields, the women-folk and the children do poultry-farming and market-gardening. These two aspects of agriculture have unfortunately suffered considerable neglect in this country. If the woman could take to these occupations she would not only add to the income but serve the family with better and more nutritive food."

186. The Committee, therefore, suggest that the programme for the rural women and children should be based on scientific lines with regard to items where her role is more prominent. So, the Committee recommend that—

- (a) The education and welfare programme for women should lay stress more on home economics;
- (b) Women should be given training in matters relating to health including child care, pre-natal and post-natal care and family planning;
- (c) Literacy campaign for women should be based on occupational education such as, encouragement of remunerative hobbies, utility craft and auxiliary farm practices; and
- (d) Scouting and guiding should be encouraged in the schools for village girls. Special attention should be paid to the education of village girls by creating conditions in which village people should no longer hold back their girls from going to schools. This can be encouraged by increasing the number of women teachers in village schools.

187. The Committee further recommend that to achieve the above ends an integrated programme should be drawn up for the Project areas in consultation with the Central Welfare Board and other Women organisations like the All India Women's Conference, the National Council of Women in India and the Kasturba National

Memorial Trust which are devoted to the Welfare of women and children.

188. So far as the question of adult literacy in the programme of social education is concerned, the Committee would suggest that in each Project and Block, a preliminary survey should be made to determine the adult illiterates both men and women and a programme for literacy should be drawn up separately for both. A sub-Committee of the Estimates Committee, which visited Pilot Development Project, Etawah, observed that in each village in the Block there was a Gram Lakshmi, employed part-time on Rs. 20/- per month for taking up literacy classes and the welfare programme for women and children under the supervision of Gram Sevika. The Gram Lakshmi was generally the woman of the village or of the neighbouring village and was, therefore, very effective in her job. This, to some extent, also solved the difficulty of getting suitable gram sevikas in the village. The Committee suggest that a trial may be given to this method, in other blocks in the field of education and welfare of women and children after giving some reorientation training to Gram Lakshmis in the proper methods of work.

BALVANTRAY G. MEHTA,

*Chairman,
Estimates Committee.*

NEW DELHI;

The 14th December, 1956.

APPENDIX I

Intensive Work among Women and Children in the Community Project Areas

Contents of the special programme.

(a) For Women :—

- (1) House to house visits to homes of all castes and classes in the villages with a view to understand the problems of women
- (2) Holding meetings of village women for satsang, bhajans, songs and other recreational activities
- (3) Organising social functions for women and utilising religious festivals for the purpose
- (4) Discussion groups for home improvement, *i.e.* cleanliness of home, beautification of surroundings and arrangement of things in house in systematic manner.
- (5) Introduction of smokeless chullahs
- (6) Provision of secluded places for bath etc. Improvements to reduce women's drudgery of house work . .
- (7) Instructions in knitting, tailoring and other craft work
- (8) Organisation of Maternity welfare and proper care of children
- (9) Formation of women's organisations which may be styled as Bhagini mandal, Mahila Samaj or Stree Sabha
- (10) Organising talks on simple facts of home economics, balanced diet, mothercraft, child welfare, elementary household skills, common medicines
- (11) Encouragement of kitchen gardens, home decoration and competitions for clean houses.
- (12) Literacy classes for women—a separate community centre for women, if possible.
- (13) Supplementary agricultural skills.
- (14) Physical welfare activities for women.

(b) For Children:—

- (1) Provision of children's parks fully equipped with play and sports material.
- (2) Arrangement of excursions and picnics for children.
- (3) Improvement of personal hygiene of children.

- (4) Organisation of 'Bal Sabha'.
- (5) Reading facilities for children.
- (6) Hobby centres for children.
- (7) Literacy class for non-school going children.
- (8) Milk distribution centres for poor children.
- (9) Special activities for children in schools.
- (10) Pre-primary montessori class for children.

APPENDIX II

Statement showing the summary of Conclusions/Recommendations

S. No.	Ref. Para No.	Conclusions/Recommendations
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1	8	<p>The Committee, while appreciating the progress made in the use of improved seeds, feel that full advantage does not appear to have been taken of increasing the agricultural produce by providing improved varieties of seeds in all the areas covered by the development programme as adequate arrangements have not so far been made for multiplying the improved varieties of seed to keep pace with the increasing demand. The Committee, therefore, recommend that the arrangements proposed for establishing seed multiplication farms should be expeditiously completed and the Ministry of Community Development should devise suitable methods in consultation with the Ministry of Agriculture for procuring and providing adequate supplies of improved seeds to the farmers in time according to need in all the areas covered by Community Development and N.E.S. blocks. The Committee also recommend that the question of making each village a unit of seed multiplication should also be settled expeditiously. Here the Committee would also like to add that the efforts to increase production by intense research and provision of improved seeds should not be confined to principal crops like rice, wheat and sugar-cane only but they should also be extended to other crops like millet, ragi, bajari etc.</p>
2	10	<p>The Committee feel that the construction of suitable godowns for the storage of seeds in villages or blocks is very essential as in the absence of proper godowns the storage and distribution of seed on scientific lines is not possible. The Committee, therefore, recommend that this matter should be given priority in view of its importance in stepping up the agricultural production and immediate steps should be taken for providing necessary seed storage facilities in villages and blocks so that the timely supply of improved seed is guaranteed to the farmers.</p>

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3	12	The Committee suggest that a careful appraisal should be made to ascertain the actual requirements of soil testing laboratories in different areas, and the number of these laboratories multiplied according to the assessed needs.
4	13	The Committee feel that full advantage of chemical fertilizers can only be derived when the farmers know properly about the dose of fertilizer for each crop and the method and time of applying it and the type of soil where it is most suited. The Committee, therefore, recommend that to avoid the disastrous effects of the wrongful use of chemical fertilizers, the farmers should be convinced by the technique of demonstration, the correct use of chemical fertilizers according to the nature of soil in different areas and that the multi-purpose co-operative societies should be made responsible for purchasing, transporting and storing the recommended fertilizers and supplying the same on short term credit to farmers so that the timely supply is guaranteed to the farmers without any difficulty.
5	13	The Committee also suggest that the research on fertilizers should be intensified for the purpose of ascertaining different varieties of fertilizers required for different types of soils; the proportion in which the different fertilizers should be mixed to achieve best results extra. The C.P.A. should also exercise a general check to see that there are adequate facilities in the blocks for storage and distribution of fertilizers to ensure their timely receipt by the farmers.
6	14	The Committee understand that in the U. S. A. it had been found that indiscriminate use of chemical fertilizers had in several cases resulted in bumper crops for the first few years, after which the land was exhausted and the yield of crops dropped suddenly. The Committee suggest that this point should be carefully examined and adequate and authentic data obtained from the U.S.A. and other countries with a view to avoiding similar mistakes here.
7	15	The Committee suggest that the C. P. A. should make efforts to find out how the problem of carrying the refuse to the compost pits, which

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are often located at a distance from the cultivators' house, was being tackled in other countries, and thus benefit by their experience.

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| 8 | 16 | The Committee suggest that the P.E.O. should assess the measure of success achieved in respect of fuel plantation in each village on common ground and indicate the extent of cow-dung saved for manure, as a result of this drive. |
| 9 | 17 | <p>The Committee, feel that the supply and use of manure should receive utmost attention to stop up the agricultural production and recommend as under :—</p> <ul style="list-style-type: none"> (i) The burning of cattle-dung should be discouraged and arrangements made for supply of alternative fuel in the villages; (ii) The composting of farm refuse and cattle shed wastes should be given more attention and farmers should be taught the proper method of composting by demonstrations in the villages by making proper and full use of all compost pits already dug in the villages; (iii) The utilization of liquid manure should be demonstrated and encouraged; (iv) Green manuring should be encouraged by supplying green manure seeds and seedlings at concessional rates and by teaching the farmers the technique of growing green manure crops and using them as manure. The sub-Committee of the Estimates Committee which visited Etawah Pilot Project, found that the use of green manure was made very much popular in the Project area by ocular demonstration to the farmers the use and utility of green manuring with the result that every village in the Project area was growing green manure crops. Parties of peasants from other areas should be deputed to see this experiment; and (v) Construction of Community Cattle sheds on the out-skirt of the villages may be encouraged and the compost pits may be dug near such sheds to avoid carrying of cattle refuse to long distances. This will also help in keeping the houses neat and sanitary. |
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10	17	The Committee further suggest that special study should be undertaken by a team of experts to ascertain the exact extent of contribution towards increased food production by each element such as improved seeds, use of fertilizers, improved implements, improved method of cultivation etc.
11	19	In view of the importance of plant protection, the Committee suggest that the recommendation of the P.E.O. in granting either loans to the farmer or making available the spraying equipment on hire should be given effect to on an extensive scale and suitable pesticides and their method of application in different areas and for different crops should be evolved after due research and their use should made popular by demonstration methods in the villages. The Committee also suggest that the feasibility of the Panchayats or Cooperatives taking up this work for the whole village like the Malaria squads should be carefully examined.
12	24	<p>The Committee agree with the view of the P. E. O. that the question of introducing improved implements is closely inter-related with the question of repair and maintenance of facilities and the supply of spare parts on the spot and recommend that:</p> <ul style="list-style-type: none"> (i) the training of village blacksmiths and carpenters in the repairs and maintenance of improved implements should be simultaneously arranged in Training-cum-Production Centres in each Block; (ii) for manufacture of implements of non-mechanical type like Olpadthreshers and Mankapuri Cultivators, in rural workshops on the lines done in Mahewa Block in Pilot Development Project, Etawah may be started in each Block; (iii) In this connection the Committee reproduce below the observations of its sub-Committee which visited Pilot Development Project, Etawah: <ul style="list-style-type: none"> “The sub-Committee visited the rural workshop of the Block which trains young Blacksmiths and Carpenters of the neighbouring villages in making improved implements. The trainees were not paid any stipend but were paid time wages ranging from Rs. 1/4/- to Rs. 1/12/-

per day out of the sale proceeds of the implements made. The raw material was supplied by the Co-operative Union and the finished products were also taken over by the Union for sale in the villages. The implements made are of non-mechanical nature like Olpad-threshers and Mankapuri Cultivators. No elaborate equipments are provided but only such tools are used as far as possible which are available with ordinary blacksmith”.

Peasant parties and block officials should be encouraged to visit such places and workshops.

- (iv) Co-operatives should be encouraged to undertake the manufacture of implements of simple designs like chaff cutters, paddle threshers, rice land weeders etc. and sell the same to the cultivators at reasonable price. So far as the implements which are expensive are concerned the co-operatives may own such implements and supply the same to the cultivators on hire;
- (v) the results of research carried out in the matter of improved agricultural implements or in other fields of agriculture should not be kept confined to the research centres, but should be widely published to bring it to the notice of all concerned down to the Village Level Workers who can examine their applicability in the villages of their circles;
- (vi) Implements may differ in usefulness in different areas due to the difference in soils and that in crops. Research to determine proper types for particular areas or soil conditions should be speeded up ;
- (vii) The Committee are glad to know that some attempts are being made in this direction by the Indian Council of Agricultural Research which has started issuing for each crop and each special recommendation a pamphlet or bulletin which is made available to the B. D. Os, Extension Officers and the Village level workers. The Village

Level Workers should be taking by rotation to the research stations under the Agriculture Ministry for personal observations, so that the advantages of modern technology may be brought home to them;

(viii) The help of Japanese and Chinese Agricultural Engineers may be enlisted in designing proper types of improved implements suiting different parts of the country according to the nature of soil, crop and other conditions.

- 13 27 Committee are of the opinion that some form of assistance from the centre is likely to expedite the work of consolidation of holdings. The possibility of rendering such assistance should be sympathetically examined by the C. P. A.
- 14 28 The Committee do appreciate the practical difficulties involved in effecting the consolidation of holdings. These difficulties will have to be faced and solved sooner or later, and the sooner it is done the better. The Committee therefore, recommend that the experience gained in Punjab and Uttar Pradesh and in the adibasi areas of Bihar should be fully utilised and the work of consolidation of land holdings expedited in other States also. The feasibility of making consolidation a condition precedent to the allotment of N. E. S. block in a particular area might also be examined. In view of the benefits accruing from an area being brought under an N. E. S. Block, there is a pressing demand for introducing the programme. This should be taken advantage of to give an impetus to the process of consolidation. If consolidation of holdings precedes the N.E. S. Block this will have a distinct advantage, inasmuch as it would not be necessary to change the alignment of roads etc.
- 15 30 The Committee suggest that the P. E. O. should take up study of all the 1200 societies to come to more useful conclusions. This could be achieved by a phased programme spread over a period of two to three years.
- 16 31 The Committee feel that in this country where there are very large number of farmers with uneconomic holdings in almost all the States the importance of establishing co-operative farming

societies is very great. This importance however, does not seem to have been fully realised, as the progress made in this direction has been extremely slow. The Committee understand that China has achieved considerable success in the field of co-operative farming where 85% of the land is said to have been brought under co-operative farming. The circumstances there are, no doubt, different from those obtaining in this country. All the same, the Committee do feel that this is one field where we might try to benefit from the experience gained in China, and introduce co-operative farming on an extensive scale. If the advantages accruing from the system are properly brought home to the peasants, the Committee have no doubt that the necessary co-operation will be forthcoming. The Committee hope that the delegation of Agricultural Experts and those who are deputed to study cooperation in their recent visit to China will be able to offer useful and practical suggestions in this field as well as in the field of increasing agricultural production.

- 17 34 The Committee recommend that the scheme of mid-day fruit meal for village school children as sponsored in the Rajganpur N. E. S. Block in Orissa should be given very wide publicity and introduced on All India Basis.
- 18 37 The Committee recommend that the expansion of production of fruits and vegetables should receive a priority in all C.D. and N. E. S. Blocks in the following ways:
- (i) Co-operative nurseries should be set up for the supply of reliable seedlings, grafts and seeds just as it was done in the Mahewa Block of Pilot Development Project Etawah in Uttar Pradesh;
 - (ii) Standard plans for setting up kitchen gardens should be prepared and supplied to those who wanted to set up such gardens;
 - (iii) Supply of proper manure and garden implements at reasonable price should be arranged through co-operative or the Block authorities;
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- (iv) demonstrations of proper technique of growing, manuring and irrigation of fruits and vegetables recommended for a particular area, should be arranged. This can be done by encouraging youth clubs in the particular area to have demonstration plots, like those in Pilot Development Project, Etawah (U.P.). Young farmers should be encouraged to grow fruits and vegetables by improved methods and implements side by side with the old methods and techniques to differentiate between the two ways;
- (v) improved local varieties should be given preference and necessary training should be given for the control of insect-pests and diseases affecting fruits and vegetables.
- (vi) satisfactory co-operative marketing arrangements should be made to dispose of the surplus produce in a most orderly and remunerative manner; and
- (vii) training for the preservation of fruits and vegetables and preparing jams, jellies and preserves etc. should be given in the production-cum-training centres which are being specially set up for the purpose.

- 19 42 The Committee recommend that irrigation co-operative societies and tubewell irrigation societies should be encouraged in the various States.
- 20 46 The failure of synchronisation in such an important matter as irrigation through large projects like river valley schemes and tube wells as reported by the P. E. O. is rather unfortunate. The Committee suggest that all the concrete cases of this nature should be carefully looked into by the High Power Committee recently set up so that suitable action may be taken to avoid recurrence of this nature in future. The Committee also suggest that a reasonable extension to the period of duration of the Blocks might be given in acute cases of this nature.
- 21 47 The Committee consider it unfortunate that the C. P. A. should not keep itself equipped with important statistics relating to the area which needed irrigation facilities in the various Blocks.

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as on 2-10-52 and the portion brought under irrigation up-to-date. The Committee feel that the same are necessary for correct assessment of the position and proper planning.

- 22 49 The Committee suggest that the work of preventing enormous losses of irrigation water through application of known techniques of water conservation like control of seepage, systematic crop rotations and improved methods of water application should now be undertaken on a systematic basis in all the areas covered by the N. E. S. Blocks.
- 23 51 The Committee hope that no time will be lost in implementing the recommendation of the Fifth Development Commissioners' Conference held in May, 1956, that the State Departments of Irrigation, Agriculture and Co-operation should take up the schemes for conservation of water jointly and that they should approach the extension staff for the purpose of encouraging utilisation of water for cultivation.
- 24 54 The Committee regretfully note that even the survey of the minor irrigation possibilities in the State has not so far been made. The Ministry of Community Development could not furnish information as to what was the position in respect of irrigation in the project areas at the time the irrigation projects and Blocks were started and what is the position now in that respect. The Committee recommend that a proper survey should be made to assess the requirement of areas with a view to providing minor irrigation facilities suited to the area in a planned way such as construction, repair and deepening of surface wells, construction and repair of tanks, canals and kuhls, construction of tube-wells; direct pumping from perennial streams and rivers; putting up of diversion weirs on streams and nalas; and supply of oil engines, electric pumps, persian wheels and other lift irrigation, appliances. The Committee further recommend that in case of small holders of land who are not in a position to secure loan from the Government or to provide irrigation facilities at their own cost, some arrangements should be made for supply of water for irrigation to such people either directly by the Government or through big land holders who

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have got irrigation facilities by charging small reasonable rent.

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The Committee agree with the views of the P. E. O. that for mechanical reclamation small district reclamation units may be formed in areas where there was land available for reclamation. Where large tract of reclamable land is available the feasibility of starting large state farms might be examined and vigorously pursued, and recommend that some machinery should be devised to collect proper statistics of different areas and concerted action should be taken to tackle this problem.

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The Committee feel that if the work of soil conservation was tackled in other blocks on the lines it has been done in Pilot Development Project, Etawah, much progress could have been achieved by now. The Committee, therefore, recommend that in areas where heavy erosion has thrown out of cultivation immense areas on the banks of rivers or in hilly tracts where erosion is a very serious problem special efforts should be made to conserve land. Incidentally it may be mentioned that where landless labourers are available in abundance they may be willing to reclaim such eroded land if it was allotted to them free and assistance was given to them by way of cattle, seed, manure etc. for bringing under cultivation the land which could have otherwise been lost. The Committee suggest that concentrated efforts should be made in this direction.

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The Committee hope that the remarks of the Administrator (now the Minister) in his speech at the Fifth Development Commissioners' Conference held in May 1950 that

“In the field of Animal Husbandry we do not have enough staff. Indeed the greatest shortage in technical staff that we have in the country today is in the field of Animal Husbandry, and public health. Doctors are there but they would not like to go to the villages. Mid-wives and lady health visitors are almost unknown in rural areas. We have shortages of pedigree bulls. We have grave shortages of fodder,”

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will be kept constantly in view while putting the details of the Development Programme into operation and vigorous steps taken to overcome these shortages.

- 28 69 The Committee recommend that the programme of opening new key village centres should be so expedited as to meet the entire requirements of rural area by the end of the Second Plan.
- 29 74 The Committee are glad to note the progress made in prevention of diseases, mass inoculation and vaccination campaign against rinderpest organised in the Community Development areas of States. The Committee, however, recommend that:
- (a) the Village Level Workers (Gram Sevaks) should be trained in dealing with ordinary ailments of cattle;
 - (b) a medicine chest should be kept with the Panchayat and the stock of medicines should be regularly replenished through a mobile van in which a trained veterinary doctor may also visit the villages at fixed intervals and offer necessary assistance on the spot;
 - (c) village people should be encouraged to improve the housing of cattle and make it more hygienic; and
 - (d) breeding farms should be encouraged in the source areas of improved breeds by giving suitable financial aid and technical advice to recognised good breeders to ensure supply of quality animals with known pedigree as recommended by the P.E.O. in the Third Evaluation Report.
- 30 76 The Committee would like to reiterate that the C.P.A. should take active steps to see that all relevant information regarding the production of green and nutritive fodder and preparation of sullage is received regularly in their office and it is properly collected and interpreted.
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The Committee feel that the improvement in feeding the cattle was as necessary as improvement of breed. Inadequate feeding is one of the main causes for the poor cattle wealth of the country and it must be removed by adopting improved methods of feeding on the following lines:

- (a) Each village or a group of villages should have grazing grounds where rotational grazing should be encouraged.
- (b) Fodder production should be increased by developing better quality grasses in pasture lands and fodder crops suitable for the different areas.
- (c) Use and supply of oil cake at reasonable price should be encouraged.
- (d) Construction of sullage pits should be encouraged in other areas as done in Bihar on assistance basis.
- (e) Plantation of trees and bushes leaves of which can be used as fodder should be encouraged in waste lands.
- (f) Use of clean drinking water for the cattle should be encouraged.

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The Committee feel that the importance of increasing milk supply does not appear to have been fully appreciated as no special efforts seem to have been made in the project areas for the same. Apart from the nutritious value of milk for the farmers themselves, it is an easy way for the farmers to supplement their income without any additional efforts. The Committee, therefore, recommend that necessary steps should be taken in the project areas on the following lines:

- (a) Pedigree bulls of reputed breeds for improving the dairy cattle should be supplied in areas where milk production is low.
- (b) Loans should be granted for purchase of cattle of good milking breed to the prospective dairy farmers.

(c) Cooperative marketing of milk and milk products should be encouraged.

(d) Farmer should be trained in upkeep of dairy cattle and conversion of surplus milk into milk products.

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The Committee feel that the extension and improvement of poultry is one of the quickest means of increasing the income of cultivators as well as landless labourers, and hence it should be paid more attention to that it has received so far. The Committee, therefore, recommend that in the villages landless labourers specially the Harijans should be particularly encouraged to start poultry farming by supplying eggs and young ones at concessional rates or if possible by granting small loans for the purpose. The *desi* breeds available in the villages should be replaced by improved breeds and the quickest way for that is to start more incubation centres for the hatching of eggs at nominal charge. Besides, cocks of improved breeds should be provided in the villages to ensure better breed. The other way to encourage poultry may be to invite youth clubs in villages to take up poultry as one of their activities which would serve as a demonstration farm for the entire village and help the clubs to increase their income.

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The Committee feel that in the field of pisciculture it was not sufficient to improve and increase the breed only. It was equally necessary to regulate the catching as well as the marketing. The Committee, therefore, recommend that some assistance should be provided to arrange for the storing of fish in cold storage specially in places away from the markets and where surplus catch has to be stored before it could be marketed. Further in the maritime States, sea fishing should be encouraged by providing improved appliances and cold storage facilities.

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The Committee feel that in the Animal Husbandry programme sufficient importance does not seem to have been given to goat and sheep rearing. Similarly sheep rearing on proper lines has an

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important place. The Committee, therefore, recommend that the goats and sheep rearing should be given more attention in villages by encouraging the work of upgrading the quality and introducing improved methods of shearing by means of demonstrations.

- 36 95 The Committee feel that the goal of providing free and compulsory education for all children until they complete the age of 14 years, is not expected to be realised by the end of the Second Plan. The Committee, therefore, reiterate the recommendation made in their Report that the C.P.A. should, in consultation with Education Ministry, review the position and take vigorous measures to introduce free and compulsory education at a more rapid pace, at least in the areas covered by the National Extension Service Scheme.
- 37 96 The Committee suggest that in future, the C.P.A. should give in their annual reports, the progress figures about the introduction of basic education in the areas covered by the Community Development Programme.
- 38 99 The Committee are glad to note that upto March 1956, 15,000 new schools have been opened in the Community Development and N.E.S. Blocks and 6968 existing ordinary schools converted into basic schools, though they do wish that the progress had been more rapid. The progress particularly in the field of basic education has not been more rapid. The Committee feel that the role of basic education does not appear to have been adequately appreciated. The Committee, therefore, recommend that efforts in the C.D. and N.E.S. Blocks should be intensified to encourage basic education by opening new basic schools and by converting more of existing schools into basic schools.
- 39 100 The Committee are in agreement with the following observations of Shri S. K. Dey:—

“We have to think in terms of treating the village school as a community centre instead of trying to build up a separate

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community centre outside for the village people to play with. If the village school can be turned into a community centre and it could be provided with a small nursery, small land in which the village school children can dirty their hands and have an electric touch with the soil, we may have a different view a few years hence from what we have today”.

The Committee suggest that the Programme Evaluation Organisation should undertake a systematic study of the so-called basic schools in the villages to ascertain how far they have embodied the true concept of basic education, and also to indicate the directions in which improvements are called for.

- 40 108 The Committee are of the opinion that the argument that the Health programme was held back by the people, does not appear to be correct in view of the C.P.A.'s own admission that in the past the villages were denied even the elementary treatment for minor ailments like cough, cold, and fever. The Committee hope that the programme of Health will be given its due attention in the Second Plan.
- 41 115 The Committee suggest that the C.P.A. in consultation with the Health Ministry should chalk out a clear cut programme providing reasonably adequate medical and health services to rural areas covered by the N.E.S. Blocks by the end of the Second Plan.
- 42 116 The Committee suggest that the idea of providing mobile medical vans be re-examined. If the medical vans are like jeeps, the difficulty of bad roads can be got over. Regarding the expenditure the feasibility of securing foreign aid for this purpose might be examined.
- 43 120 The Committee recommend that a primary health centre and three maternity sub-centres as sanctioned for each Community Development

Block should also be sanctioned and set up expeditiously in each N.E.S. Block as recommended by the Fourth and Fifth Development Commissioners' Conference.

- 44 124 The Committee recommend that the Ministries of Community Development and Health should look into the several experiments that are going on in different States such as the subsidiary health centre scheme of the former system of Bhopal State, the touring doctor systems of Jammu & Kashmir State and the scheme of keeping Ayurvedic medicine chest in each village launched in the former state of Saurashtra and find out which of them was the cheaper and quicker method of extending medical aid to the rural people according to their needs and follow the same. The Programme Evaluation Organisation should also evaluate and recommend the best system.
- 45 125 The Committee agreed with the recommendation of the Fifth Development Commissioners' Conference that to attract medical staff to rural areas the amenities recommended should be extended to them. Further steps should be taken by the State Government to (i) make it compulsory for every medical graduate to serve in rural areas, for a specified period say minimum of 3 years, (ii) offer scholarships during the training period to some students in medical colleges in the State on condition that they would have to serve for some years in the rural areas, (iii) consider the desirability of reviving the old scheme of having medical schools so that the trained doctors may be made available for rural areas in larger numbers after a short period and at a cheaper cost, (iv) induce specialists in eye and other diseases, who are willing to serve the people in a spirit of service, to offer their services for a few months in the year in rural areas where camps may be arranged for treatment of the patients, (the Committee understand that this is already being done in Saurashtra successfully without much cost) and (v) utilise Ayurvedic and other indigenous systems to the extent possible.

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The Committee are of the opinion that the training programme in the field of maternal and child welfare requires to be considerably accelerated. They recommend that vigorous steps should be taken by the C.P.A. and the Health Ministry in consultation with the State Governments to ensure that the short fall in the opening of Maternity sub-Centres during the First Plan is made good and that the original programme of three maternity sub-Centres for each Primary Health Centre is scrupulously followed in future.

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The Committee appreciate the efforts made in providing improved water supply to the villages in that upto 31st March, 1956, 42,000 new drinking water wells have been constructed and 65,000 water wells have been renovated in the Community Project and N.E.S. areas.* The Committee, however, recommend that more attention should continue to be paid to this item of programme, till the entire rural population is assured of clean drinking water free from physical, chemical and bacteriological impurities. Periodical tests of drinking water in villages should be gradually introduced. Villagers should be taught to keep the surroundings of the wells neat and clean by providing outlines to the collected water near the wells and also by planting trees which absorb waste water near the well.

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The Committee are of the opinion that if the responsibility of getting the community latrines cleaned regularly is entrusted to the Panchayats, and if the villagers are educated to use the community latrines, this practice will contribute substantially to the general cleanliness of the village.

The Committee would like to suggest that the village people who would like to go to ease themselves, should be persuaded to dig deep trenches in their own fields with earth stored on one side of it. After easing themselves, they can cover the refuse with a heap of earth. The process may be continued till another trench may be found necessary. After a stated period, the deposit in these trenches could be made use of as manure in the very same field. To give the village a more decent look, the village

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people should be persuaded to have manure pits dug in their own fields wherever they are near at hand and depositing all the refuse therein which otherwise is collected on the outskirts of the village. Those who do not possess a field, may arrange to have their refuse also deposited in the fields of their neighbours. These pits can in their own turn be used for making compost, which again can be made use of as good manure.

- 49 139 The Committee suggest that the village workers from different States may be deputed to such Blocks in States of Punjab, PEPSU and Uttar Pradesh where spectacular achievements have been made in the field of pavement of streets and construction of drains, so that they can see the benefits accruing and introduce this improvement enthusiastically in their areas also
- 50 140 The Committee recommended that in the matter of pavement of streets and construction of drains the Harijans' share for contribution should be on a reduced scale and in case they were not able to contribute in cash, their labour should be given some preference in such matters. The Committee further recommend that some programme should be specially chalked out for Harijan houses as has been done in Etawah Project of Uttar Pradesh under which there was a provision to construct pucca 'Ghanauchi', pucca drains and pucca platform for utensil cleaning and bathing in Harijan houses to improve sanitation.
- 51 142 The Committee understand that most of the eye diseases in rural areas are due to smoke and insanitary living. The Committee, therefore, recommend that provision of smokeless *choolhas* should be vigorously encouraged in villages and suitable patterns should be devised for different types of houses, in different areas. In Hyderabad State, the Committee understand that a great advance has been made in that direction. Similar action should be taken to popularise smokeless *choolhas* in other States also.
- 52 143 The Committee suggest that a special drive should be initiated to provide ventilators in every house in every village pending satisfactory solution of the problem of rural housing.

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Another improvement which is equally urgent and important is to have the cattle segregated from living accommodation.

- 53 148 The Committee, feel that the problem of rural housing is not being tackled in a realistic way. There is no definite scheme yet as to what the future villages would be like, *i.e.*, whether the present villages with 200 or 500 persons were going to persist or whether there would be villages of 500 or 1000 persons and also as to what facilities will be provided therein. The present exodus from villages to towns and the attractions of urban area to rural people will not stop unless we can provide well-planned village of decent size which can provide all or most amenities and attractions now offered by towns and cities. The Committee, therefore, recommend that the Planning Commission should consider this problem and lay down definite standards for the model villages in respect of population, housing and the facilities that are going to be provided therein.
- 54 151 The Committee recommend that at least ten model houses should be set up in each Block for demonstration. Besides, the people should be supplied not only with one pattern, but different types of patterns for building houses in the villages and they should be left free to choose any of them according to their means.
- 55 152 The Committee suggest that for future construction of houses in the villages a minimum standard should be laid down *viz.*, a two roomed tenement with a courtyard and with a prescribed minimum floor area. The Committee also suggest that the feasibility of building one model village in each Block should be carefully examined.
- 56 154 The Committee are of the opinion that family planning should be popularised on a large scale in villages. Unless the villagers are taught the modern methods of family planning, disproportionate growth of population is bound to continue and this would become a big stumbling block in raising the standard of villagers.
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57	156	The Committee understand that a Central Board of Family Planning has been recently constituted by the Central Ministry of Health. The Committee recommend that an integrated programme may be chalked out and pursued vigorously.
58	159	The Committee recommend that health education should also lay stress on the improvement of customary diet which in the rural areas is very poor and needs balancing to provide sufficient stamina to the rural people for hard work involved in agricultural occupations.
59	176	The Committee feel that in spite of instructions issued by the Ministry, confusion still exists regarding the role of social education and the functions of S.E.Os. The Committee, therefore, suggest that the matter should be further examined in consultation with the P.E.O. and the duties and functions of the S.E.Os. should be clearly laid down to avoid any chance of overlapping of duties and the wrong concept of the role of social education.
60	177	The Committee suggest that greater emphasis should be laid on group and community organisation methods, in the training given to the S.E.Os. The Committee are of the opinion that the Social Education Organisers should be asked to develop public opinion, by methods of persuasion against social evils such as child marriages, untouchability, excessive expenditure at the time of marriage, use of narcotics, such as, opium and <i>ganja</i> etc. They should periodically organise community dinners (<i>Vana-bhojan, Pritibhojan</i> etc.) in which Harijans can freely mix and participate.
61	178	The Committee suggest that the services of cultural teachers and reformers available in different parts in the rural areas should also be utilised in educating the masses through <i>Hari Kathas, Kirtans, Bhajans</i> etc. to which the village people are accustomed to respond readily and immediately.
62	185-86	The Committee feel, that so far all attention has been paid to the extension approach through men in Community Development Programme

and rural women, by and large, have been left untouched. Sporadic efforts in educating village women in certain crafts and in opening some recreational centres and clubs at certain places seems to be all that has been done in that direction. This, in the opinion of the Committee, is not enough for provoking and developing in rural women a progressive outlook, for intelligently participating in the nation-building activities.

The Committee, therefore, suggest that the programme for the rural women and children should be based on scientific lines with regard to items where their role is more prominent. So, the Committee recommend that :

- (a) The education and welfare programme for women should lay stress more on home economics;
- (b) Women should be given training in matters relating to health including child care, pre-natal and post-natal care and family planning;
- (c) Literacy campaign for women should be based on occupational education, such as, encouragement of remunerative hobbies, utility craft and auxiliary farm practices, and
- (d) Scouting and guiding should be encouraged in the schools for village girls and special attention should be paid to the education of village girls by creating conditions in which village people should no longer hold back their girls from going to schools. This can be encouraged by increasing the number of women teachers in village schools.

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The Committee further recommend that to achieve the above ends an integrated programme should be drawn up for the Project areas in consultation with the Central Welfare Board and other women organisations like the All India Women's Conference, the National Council of Women in India and the Kasturba National Memorial Trust which are devoted to the welfare of women and children.

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So far as the question of adult literacy in the programme of social education is concerned, the Committee would suggest that in each Project

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and Block, a preliminary survey should be made to determine the adult illiterates, both men and women, and a programme for literacy should be drawn up separately for both.

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The Committee suggest that a trial to the system of employing Gram Lakshmis, as has been done in the Pilot Project at Erawah in Uttar Pradesh, may be given in other blocks in the field of education and welfare of women and children after giving some reorientation training to Gram Lakshmis in the proper methods of work.
