

**ESTIMATES COMMITTEE
1959-60**

SIXTY-THIRD REPORT

(SECOND LOK SABHA)

MINISTRY OF COMMUNITY DEVELOPMENT

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



**LOK SABHA SECRETARIAT
NEW DELHI**

October, 1959/Kartik, 1881 (Saka)

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C O R R I G E N D A

to

Sixty-third Report of the Estimates Committee
on action taken by Government on the recommen-
dations contained in the Thirty-eighth Report of
the Estimates Committee (First Lok Sabha) on
the Ministry of Community Development - C.P.A.
Part I.

Page 6, Foot-note, line 1; *read 'Fifth' for 'fifth'*

Page 7, Col.4, line 4; *read '24-9-1959' for '23-4-1959'*

Page 16, Col.3, line 26; *read 'reasonable' for 'reasonble'*

Page 25, Col.2, *read '85' for illegible*

Page 25, Col.4, line 12; *add 'a' before 'note'*

Page 36, Col.5, line 5; *delete 'full stop' after 'Central'*

Page 37, line 2 within brackets; *read 'Introduction' for
'Intro uction'*

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1959-60

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Shri K. Ranganadham—*Under Secretary.*

INTRODUCTION

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

2. The Thirty-Eighth Report of the Estimates Committee (First Lok Sabha) was presented to the Lok Sabha on the 19th December, 1956. The Government furnished their comments on the recommendations contained in this Report on the 23rd May, 1957 and 14th June, 1957, except those relating to the Programme Evaluation Organisation (Planning Commission). As the replies in many cases were incomplete, the Ministry was asked to furnish more detailed and fuller replies. Thereupon the Ministry furnished further comments to some recommendations on the 14th/26th August, 1958 and the Programme Evaluation Organisation (Planning Commission) on the 24th September, 1958. In addition the Ministry furnished latest position in respect of some recommendations on the 4th/6th February, 1959. The Study Group 'A' of the Estimates Committee (1958-59) examined the replies on the 28th April, 1959. Further particulars required by the Study Group on certain points were received from the Ministry and Programme Evaluation Organisation (Planning Commission) on the 10th August and 26th July/4th August, 1959, respectively, and examined by the Study Group 'F' on the 27th August, 1959.

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

I. Report.

II. Recommendations that have been accepted by the Government.

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

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

4. An analysis of the action taken by Government on the recommendations contained in the Thirty-Eighth Report of the Estimates Committee (First Lok Sabha) is given at Appendix.

(vi)

It would be observed therefrom that out of 35 recommendations made in the Report, 22 recommendations *i.e.* 62·8% have been fully accepted by Government, while 5 recommendations *i.e.* 14·3% have been accepted partly. Of the rest, the replies of Government in respect of 5 recommendations *i.e.*, 14·3% have been accepted by the Committee while those in respect of 3 recommendations *i.e.* 8·6% have not been accepted by the Committee.

H. C. DASAPPA,

Chairman,

Estimates Committee.

NEW DELHI;

October 24, 1959

The

Kartik 2, 1881 (Saka).

CHAPTER I

REPORT

The Estimates Committee in paragraph 103 of their Thirty-eighth Report (First Lok Sabha) had expressed a feeling that all that was possible had not been done to enlist the support of the Universities or other Institutions of Social Sciences in the country to help in research on the social problems which were on the increase due to rapid social changes occurring in the country. They had, therefore, recommended that the Community Projects Administrations in consultation with the Programme Evaluation Organisation should systematically contact all the Universities and other Institutes of Social Sciences in the country which were capable of undertaking research in social problems and seek their support to help the organisation to bring to bear an independent outlook on the existing development programme so far as its social aspect was concerned.

The Ministry replied that in order to establish greater co-ordination between the Community Development Programme and the Universities 'community development' had been included on the request of the Ministry as a subject in the syllabi of some of the Universities and others were being asked to follow suit. When further asked to state the support and co-operation of the Institutions of Social Sciences sought by them, the Ministry stated that no problem had till then been referred by them to any of these institutions for research. The Committee do not consider the reply as satisfactory. *In the context of the important social changes taking place in the country and the objective of the Community Development Programme to create a socio-economic revolution as a result of development programme in the rural areas, the Committee would like to reiterate their view that the Ministry should address themselves more effectively to seek the active co-operation of the Institute of Social Sciences in the study and research leading to an objective and scientific assessment of social impact of the development programme.*

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Serial No. as in App. XIII to the 38th Report	Reference to paragraph No. of the Report	Summary of recommendation/conclusion	Government's Replies
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1 15 The objectives to be attained by the Community Development Programme, as indicated by the Deputy Chairman, Planning Commission, in his speech at the Second Development Commissioners' Conference are :—

Noted.

1. Leading rural population from chronic under-employment to full employment.

2. Leading rural population from chronic agricultural under-production to full production by application of scientific knowledge.

[Ministry of C.D., O.M. No. 26(8)/2/56—PC, dated 14-6-57]

3. The largest possible extension of the principle of co-operation by making the rural families credit-worthy.
4. Increased community effort for work of benefit to the community as a whole, such as village roads, tanks, wells, schools, community centres, childrens' parks, etc., etc.

The extent to which these objectives are realised in the areas where C.D. and N.E.S. programmes have been introduced, may be regarded as the measure of success achieved by these programmes.

8 102

The Committee endorse the views of the Director, P.E.O. that the Programme Evaluation Organisation should be progressively strengthened. With the reorganisation of the States and considerable increase in the activities of the Community Development Programme an overall review and expansion of the Programme Evaluation Organisation seems to be necessary. The Committee suggest that the feasibility of setting up five Regional Offices, instead of the present three, for each of the five zones—North, South, East, West and the Centre—with Headquarters at Delhi, Madras, Calcutta, Bombay and Nagpur or Bhopal—might be carefully examined.

The proposals for reorganisation and strengthening of the Organisation have been framed and are at present under consideration of the Planning Commission. This suggestion has been taken into consideration.

[P.E.O. Planning Commission, No. PC/PEO/E86(1)/56 dated 24-9-58].

(Further information called for by the Committee)

The PEO may kindly intimate the latest position in the matter *vis.* whether their proposals have been accepted by the Planning Commission.

(*Lok Sabha Sectt. O.M. No. 79-EC-11/59 dated 7-5-1959*).

The reorganisation proposals of the PEO have been approved by the Planning Commission and the Ministry of Finance. The PEO has been sanctioned 5 regional offices (against the existing 3 regional offices) as recommended by the Estimates Committee. One of the regional offices has already started functioning at Madras. The regional office in the Central Zone will start functioning shortly.

[*PEO Planning Commission O.M. No. PC/PEO/E. 86 (1)/56 dated 26th July/4th August, 1959*].

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

The P.E.O. is assisting the Ministry of Community Development in evolving courses in community development at various levels. Demands for assistance from individual research scholars working on community development are also met to the extent possible.

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

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The Committee have no objection to the suggestion made by the Fifth Development Commissioners' Conference held in May, 1956, that in order to ensure that the Evaluation Reports remained helpful to the field workers, the

Noted.

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

recommendations should first be obtained from the Development Commissioners and other field workers in regard to special studies and new directions in which evaluation should be undertaken, and that these reports should be scrutinized by a Standing Committee of few selected Development Commissioners and then passed on to the Planning Commission through the C.P.A. provided that the final recommendations of the Standing Committee are treated as a guide and are not binding on the P.E.O. The Committee feel that P.E.O. should have a free choice even in the selection of the subjects to be taken up for evaluation.

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

Noted. The Fourth Evaluation Report was supplied to all Members of Parliament and to Members of Legislatures of all States. Conclusions, observations, and recommendations of the Reports of the PEO are made widely known to the field workers as these are reproduced in full in the "Kurukshetra". The question of translation of summaries of the Evaluation Reports into Regional languages will be taken up with the Ministry of Information and Broadcasting from the coming year.

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

(Further information called for by the Committee)

Please state whether the summaries of the Evaluation Report are now being translated into regional languages.

(Lok Sabha Sectt. O.M. No. 79—EC—II/59 dated 7-5-1959).

The translations* of the summaries of the Fifth Evaluation Report in Telugu, Gujerati, Maharati, Tamil and Oriya have already been sent to the press for printing. As regards the remaining regional languages, the summary report is being got translated through the State Governments.
[PEO Planning Commission O.M. No. PC/PEO/E. 86(1)/56 dated 26th July/4th August 1959].

14 114 The Committee suggest that a record of the suggestions and recommendations made in the seminars and conferences should be kept by the P.E.O. for checking up the action taken on them by the C.P.A. and the States.

Noted (This is being done as part of periodic reporting by the PEOs).

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

15 116 The Committee feel that if the Evaluation Officers keep a regular contact with local non-officials, specially the Members of State and Central Legislatures of the area concerned, the reports coming from Evaluation Officers will have better value. The Evaluation Officers should move with the public and find out what the enlightened public opinion is about a certain block. The Committee, therefore,

The Evaluation Officer maintain contact with the public and especially through their surveys have a representative cross-section of opinions and attitudes of different strata of rural society. The suggestion regarding their maintaining contact with local non-officials and especially Members of State and Central Legislatures has been noted. In the current series of enquiries, the Evaluation Officers are meeting local non-officials including

*At the stage of factual verification of the Report the P.E.O. have communicated that the translation of the summary of the fifth Evaluation Report into Punjabi, Urdu, Hindi, Assamese and Kannada languages have also been sent to the press for printing.

recommend that suitable directions in this connection may be issued by the P.E.O. to the field officers and if possible periodical meetings may be held with non-officials in the area to ascertain their difficulties and the views on the programme in operation.

Members of State and Central Legislatures, who are Members of the Block Advisory Committee.

[PEO Planning Commission O.M. No. PC/PEO/E86(1)/56 dated 23-4-1959].

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The Committee agree with the view that evaluation centres must remain in the rural areas but would recommend that they may be so fixed that each region receives equal attention and as many Blocks as possible may be intensively examined in rotation in each State.

The proposed distribution of evaluation centres in the scheme for reorganisation of the PEO is based on the principle of giving adequate regional representation to all areas in the country.

[PEO Planning Commission O.M. No. PC/PEO/E86(1)/56 dated 24-9-1958].

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The Committee recommend that comparative study of the progress made in the various Blocks would also be useful.

During the current year, the Organisation is making a study of a large number of blocks (about 80) besides its permanent evaluation centres. Thus a comparative study of a large number of blocks has already been initiated by the P.E.O. this year.

[PEO Planning Commission O.M. No. PC/PEO/E86(1)/56 dated 24-9-58].

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The Committee have studied the report of the P.E.O. and have been favourably impressed with the quality of work produced. They recommend that the scope of the Programme Evaluation Organisation should be further improved and widened on the lines indicated

The recommendations of the Committee in this paragraph have been fully taken into account in the proposals for reorganisation of the P.E.O.

[PEO Planning Commission O.M. No. PC/PEO/E86(1)/56 dated 24-9-1958].

by Mr. Carl C. Taylor *vide* his observations contained in para 123 of this report.

(Further information called for by the Committee).

Kindly intimate the details of the reorganisation of the PEO carried out so far.

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

The Programme Evaluation Organisation had been sanctioned 2 additional Regional Evaluation Offices and 24 additional PEO offices, against the existing 3 Regional Evaluation Offices, with necessary additions at Head quarters. The cost of the additional staff was estimated to be about Rs 7 lakhs per year—the existing budget of this Organisation was of the order of Rs. 9 lakhs per year.

2. The Planning Commission, keeping in view the urgent need for economy, has reviewed the original reorganisation scheme, and it has now been decided to have only 35 evaluation centres against 45 already sanctioned. Certain prorata reductions have also been proposed for Head-quarters. The staff now proposed will cost about Rs. 4.5 lakhs per year, resulting in an economy of about Rs. 2.5 lakhs per year.

3. Before reorganisation the Programme Evaluation Organisation was able to carry on current evaluation in 21 blocks and take up a limited number of subjects for special study. The PEO will now

aim at an intensive coverage of about 3-4 times this number. Besides, special attention will be paid to special areas and to special problems.

[PEO Planning Commission O.M. No. PC/PEO/E-86(1)/56 dated 26th July/4th August, 1959].

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

124 This has been referred to the Planning Commission for consideration and suitable action.

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

The Committee's recommendation is being considered in consultation with the Cabinet Sectt. (O. & M. Division).

[P.E.O. 'Planning Commission' O.M. No. PC/PEO/E86(1)/56 dated 24-9-58].

(Further information called for by the Committee)

Please state whether the recommendation has been accepted by the O. & M. Division of the Cabinet Secretariat.

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

The matter is still under consideration in the O. & M. Division.

[P.E.O. 'Planning Commission' O.M. No. PC/PEO/E-86(1)/56 dated 26th July/4th August, 1959].

This recommendation has since been examined by the O. & M. Division of the Cabinet Secretariat in consultation with the Planning Commission.

The need for the results achieved by various Governmental activities to be evaluated from time to time is fully appreciated. Evaluation, however, is not intended to take the place of supervision. The first assessment has necessarily to be made by the authority responsible for the execution of a scheme. However, because of the extensive programme of development that is being undertaken under the Five Year Plans, there should be objective high level review of the implementation of various development programmes, particularly with a view to their possibilities being fully realised and for framing programme for the future. This kind of evaluation can best be undertaken in selected areas and not uniformly in every branch of administration. With a view to ensuring that such evaluation does not come to be regarded as a parallel machinery for day to day administrative and technical control, the Government have constituted a Committee on Plan Project, which is a high-powered body consisting of the Union Home Minister and Chairman and Deputy Chairman, Planning Commission and Union Ministers of Finance and Planning as Members with two Chief Ministers of States nominated by the Prime Minister as members of the Com-

mittee, depending on the subject under study, and the Union Minister concerned with the particular project, also serving as a member. The Committee's functions, based on fairly wide terms of reference covering both economy and efficiency, include *inter alia* the promotion of the development of suitable machinery for continuous efficiency audit in individual projects and in agencies responsible for their execution. Thus, the entire field of schemes in the Plan is covered and it is considered that this Committee broadly serves the purpose which the Estimates Committee (First Lok Sabha) had in view in making the recommendations contained in paragraph 124 of their 38th Report.

It may also be added that the P.E.O. has been expanded to meet the needs of evaluation of rural development programme more fully than before.

[P.E.O., Planning Commission No. PC/PEO/E-86 (1)/56 dated 21-9-1959].

Noted.

The Committee do appreciate the difficulties which had to be encountered at the initial stage of the programme. All the same, they consider it unfortunate that all the funds which were in the nature of a nucleus allocated in the First Plan period for the Community Development Programme could not be fully utilised. The funds allocated for Community Development in the First Plan were,

[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 14-6-1957]

the first small instalment of the payment of debt by the city dweller to the villagers; and we have defaulted in this very first payment. The Committee were, therefore, extremely anxious to be reassured by the representative of the Ministry that the story would not be repeated in the Second Plan. The representative of the Ministry of Community Development said with confidence that there would be no difficulty in spending fruitfully the money allotted in the Second Plan.

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In the 1953-54 series of Blocks, the expenditure is 68% of the 'pro-rata' targets in all fields whereas in 1952-53 series it is 84. This is partly due to the fact that the tempo of expenditure rises as more time lapses. All the same, one would expect that the expenditure should improve in the subsequent series, due to experience gained. It is also necessary that expenditure should, as far as possible, be evenly spread out throughout the period.

Noted.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 14-6-1957].

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The Committee are not sure whether irregularities of the type pointed out by the Accountant General and as given in the proceedings of the Divisional Development/Block Development Officers' Conference of Jaipur Division held

The Comptroller & Auditor General of India has already laid down the accounting procedure and rules to be adopted in respect of the transactions connected with the CD/NES programme as per his letters No. 444-Adm.I/281-53-II dated

at Deeg from 13th to 15th June, 1956, are not being committed in other areas also, and if they are, to what extent. To the extent they do exist, however, all apprehensions of leakages or wastages cannot obviously be ruled out. There is, in fact, a section of opinion which holds that figures of contribution on the part of the people in the shape of labour and money are often exaggerated, and that faked accounts or muster rolls are sometimes produced in order to draw larger amounts from the Government. The Committee have no definite data on which to pronounce their own judgement in the matter; but surely the type of irregularities to which the Accountant General of Rajasthan has drawn attention are a pointer in this context, so far as they go. The Committee hope that such apprehensions as they exist in this regard in some quarters are, at any rate, exaggerated; but prudence and public interest demand that the opinion to which the Committee have referred, should not be ignored. The Committee feel inclined to lay particular stress on this aspect of the working of the Community Development Programme in view of the fact that positive safeguards or checks against dissipation of public funds in the manner indicated above, have, as already pointed out, not yet been evolved; and neither the C.P.A. nor the P.E.O.; seem capable of providing the vigilance required. In this connection, the Committee might as well point out that care does not seem to have been taken

9-3-1954 and No. 515-Adm. I/424-53 dated 23-3-1954, addressed to Accountants General and Comptrollers as subsequently amended by his letter No. 1448-Adm. I/218-53-II dated 9-8-1954. The instructions have been circulated to the State Development Commissioners under this Ministry's letters No. 534/5354 (Bud) dated 24-8-1954 and No. 534/3/54-(Bud) dated 2-4-1954. The fulfilment of the conditions prescribed therein are checked in local audit. The rules and procedure as provided for in paras 184 to 192 of the Central Government's compilation of General Financial Rules, Vol. I, and the corresponding rules of the State Governments are generally followed in regard to the execution of works in connection with the implementation of the C.D. Programme whether such works are executed through the P.W.D. or by the Project Executive Officer/Block Development Officer. No cases of serious irregularities as pointed out by A.G., Rajasthan, have been brought to the notice of this Ministry by any other A.G. The recommendation is being communicated to the Committee on Plan Project for necessary action.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 23-5-57].

so far even to lay down minimum accounting standards of proforma. There is no reason why this lacuna should not be made up immediately. In all the circumstances of the case the Committee would strongly urge on the High Power Committee on Plan Projects, referred to above, to give the whole question their careful and earnest attention. There appears to be an urgent need not only to inculcate the spirit of strictest financial propriety among the officials as well as the public workers in charge of Community Projects, and to lay down minimum accounting standards and to insist on their maintenance; but also to create a machinery or agency, responsible for and capable of, keeping a vigilant eye in respect of any lapses of the nature the Committee have in view. The fact can never be over-emphasised that the funds earmarked for rural welfare should not only be regarded as a sacred trust; but also that it is up to the Government to see that the most stringent precautions and checks are provided to ensure against any possible misuse or dissipation of such funds.

Noted.

The Committee note that considerable stress is laid and rightly too, by the Community Projects Administration and the Programme Evaluation Organisation on the change of

outlook of the rural people, and also on the people's participation in the programme. There is, however, absolutely no cause of anxiety on this account. Constant care will have, however, to be exercised to see that in our enthusiasm to change the outlook of the people, their basic needs for adequate food, clothing, shelter, health, education, recreation and community life are in no way neglected; hence the importance of fixing certain physical targets to be achieved within a specific period, to satisfy these basic needs should not be minimised.

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An assessment of the credit and debit sides of the Community Development Programme indicates that there is no room for complacency. The Community Projects Administration will have, therefore, to play a very prominent and strenuous role to see that the points on the debit side are wiped out during the Second Plan.

Noted.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 14-6-57].

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In the opinion of the Committee, the Community Projects Administration have to so plan, direct and co-ordinate the Community Development Programme throughout the country that "Directive Principles of State Policy" enshrined in the Constitution are made a reality in rural areas within a limited period of time.

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The tremendous upsurge of public enthusiasm, as evidenced in the first plan period, has to be properly mobilised and utilised for the

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realisation of our dream of Rural India on the basis of Sarvodaya. This is an urgent, and an immediate task. Before this enthusiasm dies down and changes into a feeling of frustration or fatalism, the task has to be accomplished. This is the reason why the Committee have been laying such great stress on the fixation of certain basic targets for the achievement of our cherished objectives. It might be argued that the C.P.A. cannot undertake this gigantic task as it does not possess any executive powers. It has to rely on the machinery of the State Governments and other Central Ministries for the execution of work. The very purpose of the C.P.A. in the opinion of the Committee, should be to enliven this slow moving machinery, to tap the public response and enthusiasm and to seek the fullest co-operation of the public leaders to fulfil the idea of the Welfare State so far as rural India is concerned. If the C.P.A. cannot itself do a particular job, it can certainly request the Department concerned to do it and offer its advice and guidance as to how to do it. If the request is practicable and reasonable, the Department concerned is duty-bound to comply with it. Directive Principles of State Policy are after all as much binding to

The Community Development Programme is generally planned in the manner suggested by the Committee.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 23-5-57].

the State Governments as to the Central Ministries. Stray cases of failure can and should be brought to the personal notice of the Chief Minister concerned and the Prime Minister. Community Development Programme has been rightly described as a war against the triple enemies of poverty, disease and ignorance. So long as there is a single villager who is unable to earn enough to provide adequate food, clothings and shelter for himself and his dependants, so long as there is a single premature death by a disease curable by modern medicine, and so long as there is single child in a village, growing up without receiving education, the programme cannot be stated to have fulfilled its purpose. Certain basic needs have to be provided not to 'majority' but 'unto this last man'. Failure to do so within a reasonable span of time would be regarded as the failure of the C.P.A. Provision of these basic needs is only a first step. After all, what does this idea of Community Development boil down to? It only means that all the benefits of modern scientific and technological progress should be fully shared by the village communities. When this is achieved, the C.P.A. will have fulfilled its mission.

158 In regard to the question of post-intensive maintenance of the blocks, the Committee agree with the views of P.E.O. and recommend that the responsibility for the maintenance

Instructions have already been issued to the State Governments regarding maintenance of progress in the post-intensive blocks and for the utilisation of Panchayats for the purpose.

of the progress in the blocks in the post-intensive period should be specifically fixed and the maximum possible use in this connection should be made of the local Panchayats wherever existing. The Officers of the Ministry of Community Development also should keep a constant watch on the progress in such blocks and any deterioration as and when detected should immediately be brought to the notice of the State Governments suggesting the action to be taken to keep the progress up to the mark.

33 162 The Committee are not convinced with the argument that the classification of blocks according to progress made will be of no use. It will, on the other hand, be of immense use provided it is done on a statistical basis specifying the items where the block needs improvements. This will, in the opinion of the Committee brighten the black spots and will encourage prompt action where deficiency is marked. The Committee, however, think that knowing the deficiency is not enough. What is required is action to remove the deficiency. The Committee recommend that special attention should be paid to see that all the villages in a block receive more or less equal attention and that there is no uneven distribution of amenities to

Touring Officers from headquarters are also instructed to pay attention to these blocks during their tours, and their reports are sent to State Government for necessary action.

[Ministry of C D. O.M. No. 26(8)/2/56-PC, dated 23-5-57].

Noted.

add to inter-village disparities as pointed out by the P.E.O. in their Third Evaluation Report. Further the Committee recommend that the poor and backward people in the villages should receive greater attention and, if necessary, the same approach and devices as adopted in dealing with the uplift of tribal people may be tried in case of such people who mostly include Harijans.

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

It is the practice to give extension of period in special cases.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 23-5-57].

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

Noted

[Ministry of CD No. 26(8)/2/56-PC, dated 23-5-57].

A scheme for the Prize Competition among the V.L.Ws. has been formulated and circulated to all State Governments according to which following prizes will be awarded:—

1 prize at National Level	1 Motor Cycle
15 prizes at State Level	1 motorized bicycle each.
330 prizes at Distt. Level	1 ordinary cycle each.

Cash prizes will be awarded to best villages:

1 Prize National level	Rs. 5,000/-
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bility of introducing a Rural Development shield for the State adjudged to have made the best all round progress during the year might also be examined. An independent panel of judges and certain well-defined objective criteria for judging the results will be necessary. These can be worked out in consultation with the Programme Evaluation Organisation.

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

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

15 Prizes State Level . . . Rs. 1,000 each.

330 Prizes Distt. level . . . Rs. 250/- each.

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

Noted.

[Ministry of C.D. Letter No. 26(8)/2/56-PC, dated 23-5-57]

The scheme has already been published in the “Gram Sevak” of October, 1957. The results of the competition will also be published.

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

CHAPTER III

REPLIES OF THE GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

Serial No. as in Appendix XIII to the 38th Report	Ref. to Paragraph No. of the Report	Summary of Recommendation/Conclusion	Government's reply
1	2	3	4
2	35	<p>In view of the creation of a separate Ministry for Community Development, the Committee have the following specific suggestions to offer:</p> <p>(i) The Central Committee should meet formally at stipulated intervals to review the progress made in the Community Development Programme and give specific directions in broad policy matters;</p>	<p>Meetings of the Central Committee are now held in every quarter.</p> <p>[Ministry of C.D. letters No. 26 (8)/2/56-PC, dated 23-5-57 & No. 10(1)/58-PC, dated 14/26-8-1958].</p>

(ii) A Central Advisory Committee consisting of officials and non-officials, who are economists, sociologists, psychologists and those who have given thought to the problems of Community Development, should be formed to advise the Ministry of Community Development in the Centre. Suggestions of this Committee should be given earnest consideration.

An Informal Consultative Committee of members of the last Parliament was set up to advise the Ministry of Community Development. A similar Committee of members of the present Parliament is being constituted.

[*Ministry of C.D. Letter No. 26(8)/2/56-PC, dated 23-5-1957*].

An Informal Consultative Committee of members of the last Parliament was set up to advise the Ministry of Community Development. A similar Committee of members of the present Parliament has since been constituted.

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

The Committee observe that the expenditure on the Office establishment of the C.P.A. has been progressively increasing and recommend that a strict watch should be kept to arrest this trend.

The progressive increase in expenditure on Office establishment of this Ministry has been mainly due to increase in the strength of the Officers and Staff who have been appointed from time to time for the implementation of the Community Development Programme. The increase in expenditure was inevitable as the entire complement of officers and staff required was not recruited in the initial stages. The Officers and Staff were recruited as and when the necessity arose.

[*Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 23-5-1957*].

(Further information called for by the Committee)

From the statistics for the years 1956-57 to 1959-60, it is observed that there is slow and steady rise in the office expenditure of the Ministry of C.D. The Ministry may kindly state whether they have taken steps to see that the expenditure under this head does not increase from year to year.

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

The expenditure of the Ministry is scrutinised and reviewed annually while preparing Budget Estimates and Revised Estimates. A review of the relevant figures shows that there is not much rise under other Charges except for the provision made for import of equipment from Technical Co-operation Mission authorities during this period. The increase under Pay of Officers, pay of Establishment and Allowance or Honoraria is due to appointment of a number of technical and Sectt. Officers and Staff to cope up with the increased workload in the Ministry and grant of increments to Officers and Staff annually.

The strength of the Ministry was also reviewed by the S.R. Unit set up by Ministry of Finance and following posts were rendered surplus in September, 1958 which were surrendered subsequently:

Deputy Secretary	One.
Under Secretaries	Two.
Section Officers	Four.
Economic Investigator	One.
L.D.C. Grade I	Thirteen.
Tracers	Two.
Draftsman	One.
Junior Statistical Assistants	Three.

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

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

(Further information called for by the Committee)

It has been observed from statistics for the years 1956-57 to 1959-60 that there is slow and steady rise in the estimates under head "allowances & honoraria" of the Ministry. The Ministry is, therefore, requested to state whether (a) they have carefully reviewed the position as recommended by the Committee and, if so, what is its result, (b) have they taken any step to see that the expenditure under this head does not go on increasing from year to year.

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

It is not possible to reduce the figure of expenditure in the current financial year so as to bring it in line with the level of the Revised Estimates for 1955-56, as most of the posts provided for in the estimates are already filled up.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 23-5-1957].

The Ministry has always been reviewing its staff expenditure to keep it to the minimum possible.

The reason for increase in the expenditure under the allowances and honoraria are :-

(a) Payment of T.A. & D.A. to non-officials who are invited to attend the meetings of the programme due to emphasis on people's participation in the programme.

(b) Wide tours conducted by the team of officers throughout the country.

The increase was rather inevitable due to more and more coverage of rural India by the programme but a careful watch is kept that expenditure

is kept within sanctioned grant. However it is being considered that the economy board in this Ministry may examine that the expenditure under this sub-head may not go up while examining the over all question of effecting economy in this Ministry. Some further steps to effect economy in expenditure are also under consideration.

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

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

6 The reasons for the slow progress under cottage industries programme were explained in note to the Estimates Committee which was published on pages 20 to 30 of the Part IV of the Report of the Committee. However, specific reference is made to the fact that in the Second Five Year Plan much greater importance has been given for the programme of cottage and small scale industries. The Development Commissioners' Conference held at Naiatal in May, 1956 resolved that "It is recognised that, in future, success or failure of the programme will be judged primarily by what is achieved in the field of village industries; the importance of village and small scale industries being recognised next to agriculture, especially in regard to the landless section of the village community."

[Ministry of C.D. O.M. No. 26(8)/2/56-PC, dated 23-5-1957].

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

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

The Committee recommend that if the above suggestion is not found feasible on examination, efforts should be made to increase the number of N.E.S. Blocks in the earlier years and the last lot of the N.E.S. Blocks must be allotted positively on 1-4-1960. It is necessary to ensure that the benefits of the National Extension Service are derived

These recommendations were considered by the Central Committee and it was agreed that having regard to the importance of closely supervising the implementation of the programme on the field and having regard to the strain on personnel and resources already imposed by the vastly expanding programme, further acceleration of the pace of coverage was not feasible.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 23-5-1957].

by the entire rural population during the Second Plan, in actual practice and not merely on paper.

11 105 The Committee suggest that the manual of Village Level Workers' Records should be suitably modified so that not only the records of accomplishments can be more systematically and properly kept, but that all the vital statistics concerning each village in the Circle of a V.L.W. are properly recorded and maintained. These records should be periodically checked by the Block Officers when visiting the Headquarters of the Village Level Workers and also by the Project Evaluation Officers and the Officers of the Community Projects Administration while touring the villages. Each Village Level Worker should have a complete gazetteer of each of the villages under his charge and the gazetteers may be revised periodically.

The P.E.O., who had prepared the manual, has been requested to revise it in the light of the Estimates Committee's recommendations.

[*Ministry of C.D. Letter No. 26(8)/2/56-PC, dated 23-5-1957*].

The various records and proformae recommended by this Ministry were examined by the sixth joint Conference of Central and State Statisticians. Their recommendations are awaited. The manual of V.L.Ws. records will be revised in the light of those recommendations.

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

The Manual for Village Level Workers' Record was revised in February, 1956. Further action regarding modification of these records could not be taken as the Ministry of Community Development have wished to make a comprehensive review of reporting procedures in which they also wished to take into consideration the recommendations of the COPPP Team.

[*PBO Planning Commission O.M. No. PC/PBO/ E86(t)/56, dated 24-9-1958*].

(Further information called for by the Committee).

The position with regard to the supply to each Village Level Worker of a copy of complete Gazetteer of each of the villages under his charge may be stated.

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

A revised set of village records to be kept by the V.L.W. has recently been finalised by the Technical Working Group of Statisticians. These schedules which are to be maintained on an annual basis provide for detailed informations relating to each village under the jurisdiction of a V.L.W. Instructions to adopt the revised schedules will issue shortly.

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

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There are innumerable small items of vital interest to the villagers where improvements are possible and in certain cases have been made in certain areas but the villagers in other areas do not know them and it is for the P.E.O. as well to widely propagate these improvements whenever and wherever noticed and bring out small pamphlets on such topics explaining their use for the benefit of the people in rural areas. The P.E.O. may also give special treatment to these improved practices in its reports and let everybody know what has

The Organisation does not at present have on its staff technical experts who can give opinions on the technical aspects of improved practices. However, in view of the recommendations of the Committee, appointment of technical experts in the fields of agriculture, co-operation, animal husbandry and public health is being considered. With the addition of such experts, it will become possible to undertake evaluation of this nature. This would also cover recommendations 8-16 and 44-124 in Part III of the report.

been done in this field and how far the same was being put to actual use in the villages.

(Further information called for by the Committee).

Please state the latest position in the matter.

(Lok Sabha Sectt. O.M. No. 79-EC-II/59, dated 7-5-1959).

The question of having technical experts in the Programme Evaluation Organisation is still under consideration.

[PEO Planning Commission O.M.No. PC/PEO/E. 86(1)/56 dated 26th July/4th August, 1959].

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The Committee were rather perturbed to learn from one of the replies of the C.P.A. that there was likely to be at least one primary school for village children in a radius of about 5 miles at the end of the Third Plan period. This would indicate that even upto 1965-66, free and compulsory education will remain a dream to be realised. It would, indeed, be a tragedy if a large number of children born and brought up in free India were consigned to a life of illiteracy. The Committee, therefore, recommend that the C.P.A. should, in consultation with the Education Ministry review the position and take vigorous measures to introduce free and compulsory education at a more rapid pace, at least in the areas covered by the National Extension Service.

Noted.

[Ministry of C.D. letter No. 26(8)/2/56-PC, dated 23-5-57].

The question of compulsory primary education was considered at the 6th Development Commissioners' Conference and it was recommended that pilot projects for Universal Primary Education should be started in selected areas. Many of the State Governments have accepted the recommendation in principle and are taking steps to implement the same. One pilot project on free and compulsory primary education has been taken up in Gaya District of Bihar State. More such projects will be taken up after gaining experience of this State.

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

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

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Besides the evaluation and assessment conducted by the Programme Evaluation Organisation through its regional organisations, a high-level team under the auspices of Committee on Plan Project has been constituted under the Chairmanship of Shri B. G. Mehta, to study and report on the working of CD and NES programme. A proposal to invite an expert U.N. Mission to study and report on the programme is also under consideration.

The operation of the programme is reviewed every quarter by the Central Committee on the basis of reports compiled by the Administrative Intelligence Section of the Ministry.

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[Ministry of C.D. letter No. 26(8)/2/56-FC, dated 23-5-57].

Besides the evaluation and assessment conducted by the Programme Evaluation Organisation through its regional organisations, a high-level team under the auspices of Committee on Plan Project has been constituted under the Chairmanship of Shri B. G. Mehta to study and report on the working of C.D. and N.E.S. Programme. The U.N.T.A.B. have been requested through the Ministry of Finance (E.A.D) to make available

the services of an expert U.N. Mission to study and report on the programme.

The operation of the programme is reviewed every quarter by the Central Committee on the basis of reports compiled by the Administrative Intelligence Section of the Ministry.

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

[*Further information called for by the Committee.*]

Please intimate the result of the efforts to obtain -
ing an expert U.N. Mission to study and re-
port on the programme.

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

The U. N. Mission has visited India during Decem-
ber, 1958 to March, 1959. Their final report is
awaited.

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

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CHAPTER IV

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

Serial No. (as in Appendix XIII to the 38th Report)	Reference to Paragraph No. of the report	Summary of Recommendation/ Conclusion	Government's reply	Comments of the Committee
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The Committee feel that all that is possible has not been done to enlist the support of the Universities or other Institutions of Social Sciences in the country to help in research on social problems which are on the increase due to rapid social changes occurring in the country. The Committee, therefore, recom -

The question is under consideration.

(Ministry of C.D. letter No. 26(8)/2/56-PC, dated 23-5-57).

In order to establish greater co-ordination between C.D. Programme and the Universities in the country the Vice Chancellors of Universities have been addressed to include Community Development as a subject in their syllabi. Most of the

Please see para 1, of Chapter I.

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

Universities have introduced the subject in their syllabi for graduate or post-graduate classes. Other universities are being asked to follow suit.

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

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(Further information called for by the Committee).

Please state whether the support and cooperation of the institutions of Social Sciences have also been sought.

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

Apart from introduction of Community Development as a subject in the syllabi of Universities, no social problems have yet been referred by the Ministry to the Universities and Institutions of Social Sciences for research. The Planning Commission have set up a research Programme Committee which finances projects research in the field of Social Sciences. The Ministry of Education have also set up an Advisory Committee on Social Welfare which deals, *inter-alia*, with grants sanc-

tioned in favour of Institutions of Social Sciences for financing schemes of research. It is felt that it is not necessary to set up a third organisation for the purpose. The Ministry is requesting the Planning Commission and the Ministry of Education to take up programmes of research in collaboration with this Ministry.

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

23 The Committee were rather surprised to learn that certain vital statistics related to fundamental human values were not available with the Community Projects Administration nor had any efforts been made at any time to collect the same. The representative of the Ministry assured the Committee that machinery would be set up in the Community Projects Administration to collect and collate the figures on the lines indicated by the Committee. The Committee recommend

The appropriate Ministries in the Government of India were addressed to furnish the information required by the Estimates Committee. Some information has been collected. Some information either is not available at all or is not readily available in the form required, in the concerned Ministries of the Government of India. Some of the information can be collected only through complete census and some of it through Sample Surveys. The information collected so far is being consolidated.

[*Ministry of C. D. Letter No. 26(8)/2/56-PC dated 23-5-57.*]

The Committee regret to note that in spite of the assurance given by the Ministry, no action has been taken to bring out a publication containing the statistics relating to fundamental human values, some of which are given in Appendix XI to the Report. They are unable to understand as to

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

Preparation of a pocket statistical Handbook containing all available information is not considered feasible at present. It is proposed to bring out every quarter statistical abstract containing information on various facets of C. D. Programme.

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

why its preparation is 'not considered feasible' especially when figures in respect of most of the items are already available in the official publications of the Ministries concerned. The quarterly statistical abstract does not contain the required information but gives only figures of progress of Community Development Programme. The Committee once again stress the need for the maintenance of statistics relating to the fundamental human values and would urge that the pamphlet giving the vital statistics as suggested by the Committee should

(Further information called for by the Committee).

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Kindly state whether the quarterly statistical abstract containing the required information is being regularly issued. If so, a few copies thereof may be supplied for information of members of the Committee.

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

The Ministry of C. D. is publishing every quarter, a progress report on the achievements under the C. D. Programme. Copies of this report are placed regularly in Parliament Library. It is also proposed to bring out annually a more detailed report. The question of issuing a separate hand-book of statistics on the items suggested by the Estimates Committee was further examined in the Ministry and it was not desirable to issue such a hand-book as the information on most of these items was already available in the official publications of the various concerned Ministries.

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

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The Committee feel that the time had now come when the C.P.A. would be in a position to give some indication of the time-limit by which certain basic objectives (in consonance with the Directive Principles of State Policy laid down in the Constitution) were expected to be realised in rural areas.

The recommendation was placed before the Central Committee. It was agreed that the responsibility as visualised in the Estimates Committee's recommendations, would be outside the scope of the Ministry's duties and responsibilities.

[Ministry of C.D. O.M. No. 26(8)/2/56-PC dated 23-5-1957].

The Committee noted the decision of the Central Committee. They were, however, of opinion that as the matter was of considerable importance the responsibility for the implementation-

be brought out without any further delay.

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

tion of the same should be fixed on some authority by the Government.

NEW DELHI;
October 24, 1959/Kartik 2, 1881(Saka)

H. C. DASAPPA,
Chairman,
Estimates Committee.

APPENDIX

(Vide Intro uction)

Analysis of the Action taken by Government on the recommendations contained in the Thirty-eighth Report (First Lok Sabha) of the Estimates Committee.

1.	Total number of recommendations made	35
2.	Recommendations accepted fully by Government (<i>vide</i> recommendations referred to in Chapter II)	
	Number	22
	Percentage to total	62·8
3.	Recommendations accepted by the Government partly or with modifications	
	(<i>Vide</i> recommendations Nos. 2, 5, 11, 25 and 26 referred to in Chapter III)	
	Number	5
	Percentage to total	14·3
4.	Recommendations not accepted by Government but replies in respect of which have been accepted by the Committee	
	(<i>Vide</i> recommendations Nos. 3, 4, 6, 7, and 18 referred to in Chapter III)	
	Number	5
	Percentage to total	14·3
5.	Recommendations replies to which have not been accepted by the Committee	
	(<i>Vide</i> recommendations Nos. 9, 23 and 24 referred to in Chapter IV)	
	Number	3
	Percentage to total	8·6

