

**ESTIMATES COMMITTEE
(1965-66)**

NINETY-NINTH REPORT

(THIRD LOK SABHA)

**MINISTRY OF FOOD, AGRICULTURE, COMMUNITY
DEVELOPMENT AND COOPERATION**

(Department of Community Development)

PART II : PROGRAMMES OF SUBJECT-MATTER MINISTRIES



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

Ninety-Ninth Report of the Estimates Committee (Third Lok Sabha) on the Ministry of Food, Agriculture, Community Development and Cooperation - Department of Community Development - Part II: Programmes of Subject Matter Ministries.

- Content page (ii), Appendix IV, after the word recommendations, insert '/'.
Page 4, delete line 22 and substitute, 'The Working Group on Classification of Blocks for Intensive'.
Page 4, line 24, for 'Dnstrict' read 'District'.
Page 4, line 33, delete first 'that'.
Page 7, Sub-para, line 11, for 'remediil' read 'remedial'.
Page 7, para 8, line 5, for 'he' read 'be'.
Page 7, para 8, line 8, for 'forming' read 'farming'.
Page 9, para 8, line 18, for 'synchorenising' read 'synchronising'.
Page 14, line 2, for '(1.2)' read '(1.2%)'.

P.T.O.

: 2 :

- Page 16, line 6, delete '-even'
- Page 25, line 22, after the word 'research'
insert ', '.
- Page 26, para 22, line 6, for 'or' read
'for'.
- Page 27, Chapter III, heading line 2,
insert ', ' after 'Husbandry'.
- Page 27, para 24, line 14, after the word
'breeds' insert 'full stop'.
- Page 35, para 30, sub-heading, add 'Han'
after the word 'Third'.
- Page 35, para 30, line 8, for 'estabishment'
read 'establishment'.
- Page 35, para 30 line 10, for 'schems'
read 'schemes'.
- Page 36, line 10, for 'brooding' read
'breeding'.
- Page 36, line 21, for 'olso' read 'also'.
- Page 39, para 33, last line for 'his'
read 'this'.
- Page 46, footnote, add '*Includes' before
figures.

: 3 :

- Page 64, line 12, for 'an' read
'due to the'.
- Page 65, line 8, for 'of' read 'by'.
- page 71, statement, Serial No. 10,
Col. 4, for '2739.0' read '2739.2'.
- Page 71, statement, Serial No. 12,
Col. 5, for '141.75' read '14175'.
- Page 73, second footnote for 'D'
read 'Data'.
- Page 80, para 73, penultimate line
for 'dependance' read 'dependence'.
- Page 86, line 18, after 'production'
insert 'of'.
- Page 93, line 6, for 'U.N.C.E.F.'
read 'U.N.I.C.E.F.'.
- Page 98, line 7 from bottom, after
'this' insert 'the'.
- Page 109, line 3 from bottom, for
'he' read 'the'.
- Page 111, para 99, line 4, for 'each'
read 'cash'.
- Page 113, line 4, delete 's' after
'grant'.

T.T.O.

: 4 :

Page 128, line 6, for 'efforst'
read 'efforts'.

Page 132, line 8, Serial No. 17, for
'attentio' read 'attention'.

Page 133, line 23, Serial No. 20, after
'crops' insert 'should'.

Page 134, Serial No. 23, line 3, after
'intensive' insert 'deve'.

Page 136, after Serial No. 27 insert '28'

Page 136, Serial No. 30 line 6 for
'capnaign' read 'campaign'.

Page 138, Serial No. 38 line 2, after
'diseases' insert 'like'.

Page 139, line 1, for 'fel' read 'feel'.

Page 149, line 6, for 'nad' read 'and'

Page 150, line 4, Serial No. 75, for
'per ent' read 'percent'.

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(1965-66)

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INTRODUCTION

1, the Chairman, Estimates Committee having been authorised by the Committee to submit the report on their behalf, present this Ninety-ninth Report on the Ministry of Food, Agriculture, Community Development and Cooperation (Department of Community Development)—Part II: Programmes of Subject-matter Ministries.

2. The Estimates Committee took evidence of the representatives of the erstwhile Ministry of Community Development and Cooperation (Department of Community Development) on the 16th, 17th, 18th and 19th November, 1965. The Committee wish to express their thanks to the Secretary, Additional Secretary and other officers of the erstwhile Ministry of Community Development and Cooperation and officers of the Ministries of Health, Education, Industry and Supply, Labour and Employment, Information and Broadcasting, Department of Agriculture of the erstwhile Ministry of Food and Agriculture, Department of Social Security and Planning Commission of the Government of India for giving evidence and making suggestions to the Committee.

3. They also wish to express their thanks to Dr. Douglas Ensminger, Representative of Ford Foundation in India, Shri Annasaheb Sahasrabudhe and Shri L. C. Jain, representatives of Association of Voluntary Agencies for Rural Development, and Shri S. Das Gupta and Shri S. P. Shaida of All India Panchayat Parishad for giving evidence and making suggestions to the Committee.

4. The Report was considered and adopted by the Committee on the 1st April, 1966.

5. A statement showing the analysis of recommendations contained in the Report is also appended to the Report (Appendix V).

NEW DELHI-1;

ARUN CHANDRA GUHA,

6th April, 1966.

Chairman,

10th Chaitra, 1888 (Saka).

Estimates Committee.

CHAPTER I

INTRODUCTORY

One of the basic contributions of Community Development to economic and social advance in the country has been its shaping of the approach to rural development—an integrated total approach which stresses local initiative and community action. This approach is based on the realisation highlighted by the Grow More Food Enquiry Committee that 'no lasting improvement in rural life is possible if aspects of it are treated in isolation'.

2. It has been stated that "From the beginning the Programme emphasised three aspects. The blocks are intended to be areas of intensive development, where agencies of Government work as a team in programmes which are planned and coordinated. Self-help and cooperation are the principles on which the movement rests. The movement should bring within its scope all rural families. While the main emphasis of the programme has been agricultural production including related fields like Animal Husbandry, Dairying, Irrigation, Pisciculture, etc., it was realised that in the prevailing conditions of the rural areas, no substantial economic development can be achieved without transforming the people's social outlook. Thus while on the physical side, complete integration between the activities of development departments was aimed at, on the social side the inter-relation between social and economic activities was recognised. The programme, therefore, had to have both economic and social content. Thus it covers agriculture, animal husbandry, minor irrigation, rural industries, provision of basic amenities like drinking water, village primary schools, communications, social education and promotion of community organisations."

3. The Community Development Schematic Budget is only a nucleus fund to ensure a minimum frame of development in the rural areas. Certain other schemes of the different development departments of the State Governments which can be executed at the local level are implemented through the Block Agency. The State Governments are canalising more funds and schemes of different development departments through the block agency for execution. Even in those States where the funds are not yet formally routed through the block agencies, it is the block staff that are the agency through whom most of the schemes are executed by the different development departments at the field level. The Community Development field structure has thus come to be the common organisational base for the programmes of all agencies.

4. The Third Five Year Plan Report states:—

“The principal technical programmes for increasing agricultural production, around which intensive work is to be organised, are:

- (i) Irrigation;**
- (ii) Soil conservation, dry farming and land reclamation;**
- (iii) Supply of fertilizers and manures;**
- (iv) Seed multiplication and distribution;**
- (v) Plant protection; and**
- (vi) Better ploughs and improved agricultural implements, and adoption of scientific agricultural practices.**

In all areas, and specially in the development blocks taken up under the Community Development Programme, these programmes will need to be implemented with the largest measure of participation on the part of local communities and to reach as many families as possible through the village production plans.

In addition, in fifteen districts, in which conditions are specially favourable on account of the availability of irrigation and assured rainfall, and the cooperative movement is fairly established, it is proposed to undertake agricultural programmes on a more intensive scale than may be generally feasible. In all areas, and more specially in these, a concentrated effort will be made to reach all farmers and to promote the adoption by them of a minimum combination of improved practices.”

5. The chapters that follow deal with the various programmes undertaken by the Government and also the arrangements made for the supply to the block agencies of essential agricultural inputs such as seeds, fertilizers, insecticides, improved implements, timely credit, marketing of produce, etc., with a view to increase agricultural production. In addition, there are chapters relating to rural health, rural education, rural industries, etc., as these form part of an integrated programme of rural development.

CHAPTER II

AGRICULTURE

A. Intensive Agricultural District Programme

6. The Committee have been informed in a written reply that the Intensive Agricultural Programme is meant to demonstrate the potentialities of increase in food production through a multi-pronged, concentrated and coordinated approach to agricultural development in areas which can quickly respond to such production efforts. The programme not only involves adoption by cultivators of a package of 'improved practices' such as improved seeds, fertilizers, pesticides, improved implements, proper soil and water management etc., but it also involves a 'package of services' consisting of competent technical staff, availability of credit and production supplies, land and water improvement, adequate research information for basing extension recommendations thereon, storage and marketing and price assurance which would enable the cultivators to adopt scientific methods of farming.

A salient feature of the programme is to place all the resources, such as production supplies, credit and technical staff, at the services of the farmers. The facilities provided in these areas include:—

- (i) adequate and timely supply of productive requisites such as fertilizers, improved seeds, pesticides and implements;
- (ii) adequate and timely supply of credit through cooperative societies;
- (iii) arrangements for marketing and other services to enable the farmers to obtain a reasonable price for their marketable surplus;
- (iv) adequate storage facilities for stocking production supplies and farm produce;
- (v) intensive educational effort, particularly through scientific demonstrations and on-the-job training courses, by trained extension workers;

- (vi) strengthening of transport arrangements to ensure mobility of supplies and staff;
- (vii) village planning for increased production including livestock improvement programme;
- (viii) strengthening of village organisations like the cooperative and panchayats; and
- (ix) establishment of Agricultural Implements Workshops and Seed and Soil Testing Laboratories.

The block agency is put to optimum use in the implementation of the programme. The extension efforts of the Block staff have to be further intensified in the implementation of the Intensive Agricultural District Programme in order to provide effective technical guidance and assistance to the cultivators in the adoption of improved methods of farming and to ensure close supervision over the utilization of resources. For this purpose, additional technical and other staff is provided as an integral part of the Community Development pattern of organisation. At the Block level, normal extension staff has been strengthened by providing 10 additional Village Level workers, 4—5 Agricultural Extension Officers, one Cooperative Extension Officer and 4—5 Cooperative Supervisors.

“The Intensive Agricultural District Programme in an intensive approach to Selected Programmes has observed in its Report that:

“The Intensive Agricultural District Programme in an intensive programme in the real sense and has been comprehensively conceived and therefore calls for a heavy concentration of financial resources, supplies and services and much organisational effort. Obviously, such a programme cannot be multiplied too fast and in too large an area in the immediate future. The Report (1961-62) of the Expert Committee on Assessment and Evaluation on Intensive Agricultural District Programme supports the view that that that approach is difficult and results will take time to accrue.”

A statement showing the area covered under Intensive Agricultural District Programme in each State since the inception of the Third Plan is given at Appendix I.

The Committee have been informed during evidence that the Intensive Agricultural District Programme is of a pilot nature. The object is to see whether anticipated production can be achieved in the selected areas with the provision of necessary inputs, staff, credit etc. It has been stated that the results attained so far have shown very great increase in production in some of the States.

It has been stated that during the last year and this year there has been some difficulty in making necessary inputs available to the areas to the extent needed by them.

Since the success of the Intensive Agricultural Programme depends on 'package of services' besides the 'package of improved practices', the Committee urge that the Government should ensure that the requisite services are made available to the cultivators in the selected districts in time as well as in required quantity, so that quicker results may accrue from the programme.

In view of the urgency for increasing food production, the Committee suggest that after an assessment of the results achieved in areas covered by Intensive Agricultural District Programme, Government may draw up a phased programme for extension of the scheme to other areas which can profitably be brought under it. It should, however, be ensured that areas not covered by Intensive Agricultural District Programme are not deprived of their normal supplies and facilities they are getting in the usual course.

Results of I.A.D.P.

7. The Committee have been informed during evidence that the working of the Intensive Agricultural District Programme during the last four years has shown that substantial results have been achieved in increasing agricultural production in the districts in which the programme has been launched.

The following table indicates the increase in the yield per acre of important crops in each district selected under Intensive Agricultural District Programme, during the Third Plan period:—

Average yield (Quintal/Hectare)

District	Crop	Before the introduction of the Programme	From the Introduction of the Programme				
		Average for three years	1960-61	1961-62	1962-63	1963-64	1964-65
1	2	3	4	5	6	7	8
<i>First Group of Districts</i>							
Aligarh (U.P.)	Bajra	4.6	..	5.2	7.9	5.3	5.9
	Maize	4.3	..	5.0	13.4	6.5	8.2
	Wheat	10.3	..	12.0	11.9	10.7	16.3
	Barley	8.8	..	11.3	11.3	9.5	15.9
	Gram	..	..	7.8	9.5	10.4	11.0
Ludhiana (Punjab)	Maize	..	..	10.5	9.6	8.6	14.7
	Cotton	13.8	..	20.1	11.4	20.2	14.4
	Wheat	2.1	..	3.0	1.6	3.2	2.0
	Wheat	11.6	..	17.6	17.5	20.6	22.7
	Gram	..	..	10.5	10.5	10.7	13.3
Pali (Rajasthan)	Maize	7.7	..	9.7	0.1	6.6	7.0
	Bajra	1.9	..	3.2	2.5	1.3	3.5
	Jowar	1.8	..	2.8	1.3	0.5	1.6
	Wheat	8.8	..	10.4	9.4	8.3	..
	Barley	9.4	..	11.8	10.8	9.9	..
Raipur (M.P.)	Rice	9.1	..	9.8	7.9	10.9	11.3
Shahabad (Bihar)	Rice	8.9	10.8	12.9	11.8	11.6	13.5
	Wheat	6.3	8.0	6.8	7.0	7.2	7.8
	Gram	..	5.6	5.3	5.4	5.1	5.8
Thanjavur (Madras)	Rice (Kuruvai)	..	16.2	16.7	17.4	16.2	17.6
	Rice (Samba)	..	15.1	17.6	15.2	15.0	17.8
	Rice (K+S)	..	15.2	17.0	15.4	14.9	..
	Rice Thaladi 1st crop	..	..	..	..	..	..
	Rice Thaladi 2nd crop	..	14.4	17.0	14.0	14.2	16.9
Rice (overall)	14.3	15.1	17.0	15.2	14.8	17.6	
West Godavari (A.P.)	Rice	..	14.6	16.9	13.8	16.2	16.3
	1st crop	..	..	..	..	..	..
	Rice 2nd crop	..	10.9	15.2	18.2	17.2	16.8
	Rice (overall)	13.5	13.7	16.5	14.8	16.9	..
B. Second Group of Districts.							
Alleppey (Kerala)	Rice (Virupa)	..	..	..	11.7	10.3	9.7
	Rice (Mundakan)	..	..	..	12.5	13.5	..
	Rice (Combined)	4.5	..	..	14.2	13.9	..

1	2	3	4	5	6	7	8
Palghat (Kerala)	Rice (Virupa)				14.1	16.0	16.4
	Rice (Mundakan)				17.8	18.8	
	Rice (Combined)	15.8			15.7	17.2	
Bhandara (Maharashtra)	Rice	9.9			7.9	9.8	9.0
	Wheat	4.4			4.6	3.1	4.6
	Jowar (Rabi)	4.2			3.8	3.9	
Burdwan (W.B.)	Rice (Winter)	13.1			..	18.3	17.7
Cachar (Assam)	Rice (Winter)	11.3			..	11.7	10.3
Mandya (Mysore)	Rice	15.4			22.0	21.5	23.5
	Ragi	8.1			7.6	7.5	
Sambalpur (Orissa)	Rice (Autumn)	7.2			4.2	8.1	8.2
	Rice (Winter)	9.7			7.8	13.8	
Surat (Gujarat)	Rice (Combined)	..			6.2	11.3	
	Rice	11.7			11.8	13.4	12.7
	Jowar	4.1			9.6	8.0	
	Cotton	1.0			1.6	1.1	

The Committee gather from the table above that yield per hectare of various crops in the districts where Intensive Agricultural District Programme is being implemented is not satisfactory. In some districts the yield of some crops has been going down; in some others the yield has been fluctuating from year to year.

The Committee are unhappy that even with concentration of inputs in Intensive Agricultural District Programme areas, Government have not been able to achieve the desired results.

The Committee suggest that causes responsible for the unsatisfactory and unsteady yield per hectare of different crops in the selected areas may be investigated and necessary remedial measures taken to improve the situation.

Farm Planning:

8. The Committee have been informed in a written reply that the Farm Planning, which started with the Intensive Agricultural District Programme, is considered to be the core of that programme. It is designed to help the cultivators work out best possible plans including such improved practices as can be taken up in view of the land and other resources and the facilities available. This programme which is mainly farmercentred is a means for helping him to move step by step towards scientific farming. In preparing farm plans for every participating cultivator, the extension workers make concrete recommendations regarding the varieties of seeds, the quantity of fertilizers, farm yard manure and compost, pesticides, improved agricultural implements and other cultural practices. On

this basis an inventory of requirements of agricultural supplies is prepared and credit needs worked out with respect to each farmer. On the basis of the experience gained in Intensive Agricultural District Programme areas, the farm planning approach has also been introduced in intensive agricultural areas.

Preparation of Farm Plans has ensured personal contact between the extension workers and the farmers. Besides, it is also an educational process helping the farmer acquire knowledge of techniques of modern agriculture. Farm Planning has been useful in making a substantial number of cultivators aware of the potentialities of improved practices such as improved seeds, fertilizers, plant protection measures etc., in raising agricultural production. The latest available statement showing the progress in the Intensive Agricultural District Programme districts is as under:—

**I.A.D.P.—Farm Production*

Sl. No.	District	Number of Farm Production Plans				Prepared
		1960-61	1961-62	1962-63	1963-64	1964-65
A. First Group of Districts.						
1	Aligarh (Uttar Pradesh)	..	9171	22648	96238	106000
2	Ludhiana (Punjab)	..	19926	43297	39908	46321
3	Pali (Rajasthan)	..	7100	18722	26135	46691
4	Rajpur (Madhya Pradesh)	..	20000	39745	66400	108145
5	Shahbad (Bihar)	2033	20621	59555	68240	94000
6	Tanjore (Madras)	36083	53401	68889	105437	171000
7	West Godavari (A.P.)	16571	75262	127181	116948	119374
TOTAL I—7 :		55287	205481	380036	519306	691531
B. Second Group of Districts.						
8	Alleppey (Kerala)	..	..	36718	43912	96762
9	Palghat (Kerala)	..	..	7382	25848	57002
10	Bhandara (Maharashtra)	..	..	..	27491	25742
11	Burdwan (W.B.)	..	..	1500	69209	8108
12	Cachar (Assam)	..	..	..	410†	12000
13	Mandya (Mysore)	..	..	24945	63204	67045
14	Sambalpur (Orissa)	..	..	23062	2580	45958
15	Surat (Gujarat)	..	..	70770	87429	83516
16	Six selected blocks (J & K).	..	..	..	..	..
		..	..	164377	346783	479133
TOTAL I to 16 :		55287	205481	544513	866039	1170866

†As received in October, 1965.

†Plans executed on an experimental basis.

The Committee appreciate that farm planning is an extremely useful extension technique in ensuring intimate personal contact between the Village Level Worker and the individual farmer. Not only will it help the farmer in preparing an inventory of his requirements of various agricultural supplies and in defining his credit requirements, but it will also enable the Government to make an advance assessment of the demands of the people for agricultural inputs etc.

The Committee would urge that along with the preparation of farm plans, Government should make arrangements for timely supplies of fertilizers, seeds, plant protection materials, improved agricultural implements, credit, etc. to cultivators, failing which the very purpose of these plans will be lost and the confidence of cultivators in the extension agencies seriously undermined. The Committee note that the Supplies do not reach in time and, thus, the purpose is not served in full. They, therefore, suggest that the Extension agencies should ensure that the farmers are provided with the essential inputs according to an agreed time-schedule synchronising with each phase of agricultural operation.

Intensive Crop Cultivation Programme

9. The Committee have been informed in a written reply that the scheme of Intensive Development in the field of agricultural production on a selected basis was no doubt started on the basis of intensive cultivation of a predominant crop, but the approach now is to undertake an intensive agricultural programme on an area basis. This means the approach is not in terms of increasing production of the single predominant crop of the area but to provide an intensive effort on all important crops grown there. Therefore, this programme is also referred to as the "Intensive Agricultural Areas Programme".

The Intensive Crop Cultivation Programme is based on the package concept—the use in agriculture of inter-related factors—physical, social and institutional—in such combinations as are likely to produce an upward trend in agricultural production. The experience gained in the working of the package programme more than proves the soundness and the validity of the package concept; but due to the limitation of resources, the extension of the concept has been possible only in slightly diluted form. While steps to initiate the Intensive Crop Cultivation Programme were taken in early 1963 it was only in March, 1964 that it came into operation.

The State Governments were asked to draw up a phased Programme, for the three year period beginning with 1964-65, for coverage of Blocks selected for increasing production of some major food crops like paddy, wheat, millets and pulses and other crops like cotton and oilseeds. In 1964-65, 1084 Blocks were covered under the Programme. During the current year the number of Blocks covered has gone up to 1285.

The State have also taken steps to streamline the various arrangements to ensure that field operations are conducted successfully. These include selection, posting and training of staff; arrangements to secure coordination between the departments and agencies concerned with agricultural production; delegation of powers to key officials to ensure speedy implementation; evolving the "Package of Practices"; drawing up a comprehensive programme for laying out composite demonstrations based on the "Package of Practices"; making adequate arrangements for proper supervision over programme implementation; arrangements to make the various production requisites available in time and in quantities needed; intensifying the use of various information and communication media and setting up adequate number of storage godowns.

In the intensive agricultural areas there has to be a greater concentration of effort. Drawing upon the Intensive Agricultural District Programme experience, the normal staff in the districts selected for Intensive Crop Cultivation Programmes has been strengthened both at the district and block levels. The general pattern in these areas is to provide in every block 5 additional Village Level Workers (ultimately 10 when trained staff becomes available), one additional Agricultural Extension Officer and one Extension Officer (Cooperation).

The representative of the Ministry has informed the Committee during evidence that the Intensive Agricultural Area Programme is less intensive in the matter of staffing and other details and does not envisage much expenditure though the objective is the same as that of Intensive Agricultural District Programme, namely, increasing agricultural production in the shortest possible time.

The Committee feel that while selecting blocks for the implementation of the Programme, attention should be paid in the initial stage only to those which offer scope for rapid agricultural development. Later a phased programme should be drawn up for extending

the scheme to other areas. For this purpose, preparatory arrangements should be made for providing 'package of services', e.g. soil conservation, drainage, compost, green manure, etc., so that these areas can also develop the potentiality for increased agricultural output.

The Committee emphasise that field staff in these areas should be given adequate training in regard to 'package of practices', particularly use of fertilisers. All available communication media should be made use of for the dissemination of knowledge about 'package of practices'.

B. Propagation and adoption of Improved Agricultural Practices

10. The Committee have been informed in a written reply that propagation and adoption of recommended agricultural practices is the prime function of the Block agencies, which have to meet the test of practical effectiveness as agricultural extension agencies and their ability to mobilise the largest possible local effort for increasing agricultural production. In the important task of creating awareness amongst the farmers of the benefits resulting from the adoption of improved agricultural practices, every effort is made to disseminate information and distribute useful literature through discussion groups, information centres, exhibition stalls in important fairs and festivals, posters on improved practices, exhibits, photographs, cinema slides, charts and other visual aids. The press and the radio are also increasingly used to reach progressively larger numbers of cultivators as quickly and frequently as possible.

The extension activity, however, primarily centres around field demonstration which is the most effective tool for motivating the cultivators to adopt improved agricultural practices. The demonstration content is determined by the District Agricultural Officer depending upon the kinds of improved practices sought to be demonstrated. Single factor and composite demonstrations of improved production practices, such as use of fertilizers, pesticides, improved seeds, improved implements, proper soil and water management, have been laid out in increasing numbers. During 1964-65 alone, 11,54,000 demonstrations were carried out.

The representative of Ministry of Food and Agriculture informed the Committee during evidence that the composite demonstrations are held in farmer's fields. These are generally organised on the roadside because many people pass by roadside. On an average about 247 such demonstrations are conducted in each block in a year on different dates.

The following table shows the number of demonstrations held during the Third Five Year Plan period in Community Development Blocks for educating the village community in adopting improved agricultural practices:

Number of Agricultural Demonstrations in Community Development Blocks

('000 Nos.)

S. No.	State	1961-62	1962-63	1963-64	1964-65
1	2	3	4	5	6
1.	Andhra Pradesh	369	301	231	234
2.	Assam	5.2	4.0	5.3	9.3
3.	Bihar	167	165	121	98
4.	Gujarat	25	30	28.8	47.3
5.	Jammu & Kashmir	2.8	12.7	12.4	5.3
6.	Kerala	10.7	10.5	14.1	22.5
7.	Madhya Pradesh	68	72	73	127
8.	Madras	76	63	63.9	52.0
9.	Maharashtra	76	83	84	104
10.	Mysore	98	133	94	104
11.	Nagaland	..	..	0.02	0.03
12.	Orissa	18.0	20.3	25.4	33.6
13.	Punjab	93	81	63	151
14.	Rajasthan	15.5	17.3	22	27.6
15.	Uttar Pradesh	103	108	70.6	86.7
16.	West Bengal	17.9	16.9	22.3	37
	<i>Union Territories</i>	8.5	12.4	15.7	13.8
17.	Andaman & Nicobar Islands	0.3	0.8	0.2	0.3
18.	Delhi	2.7	0.8	0.7	0.8
19.	Himachal Pradesh	3.3	5.6	7.3	8.2

1	2	3	4	5	6
20. Manipur		0.5	1.2	0.7	1.0
21. Tripura		1.1	0.8	1.5	0.3
22. NEFA		2.0	2.0	2.6	1.6
23. Pondicherry		0.7	1.2	2.7	1.1
TOTAL		1144.0	1130.1	946.5	1153.9

The Committee are unhappy to note that the number of demonstrations held for educating the cultivators in adopting improved agricultural practices has gone down in the States of Bihar, Jammu and Kashmir and Madras during 1964-65 as compared to 1963-64. Similarly, there is a decline in the number of demonstrations in the Union Territories of Tripura, NEFA and Pondicherry. The Committee further note that the progress of the scheme is quite uneven in different States. They feel that for rapid agricultural development, the number of demonstrations should not only have been increased from year to year but these should have been held on a more or less uniform scale in different States.

The Committee would urge that regular demonstration programmes should be chalked out by the Block agencies and due publicity should be given to the programmes so that maximum benefits could be derived by the villagers. A periodical analysis of the results of the demonstrations may also be conducted.

Yield of Major Crops

11. The representative of the Ministry of Food and Agriculture has informed the Committee during evidence that a study of the yields in different States over a long period has shown that there is a rising trend in the wheat yields in different States. There are fluctuations also but that is inherent in the very nature of Agriculture, especially in the conditions prevailing in the country where more than 80% of the cultivated area is still unirrigated. There was a fall in the per acre yield of wheat in the country as a whole and also in some of the major States during 1962-63 and 1963-64. During 1952-53 to 1961-62, for which comparable figures are available, considerable advances were recorded in most States in wheat yields. There was a fall of only 0.04% per annum in the case of Madhya Pradesh,

0·84% per annum in the case of Rajasthan, but there were considerable advances in U.P. (1·%2), in Punjab 1·08%), in Bihar (1%), Maharashtra (1·29%), Gujarat (0·71%) and Himachal Pradesh (3·05%). For the country as a whole, the growth rate of productivity was 1 per cent per annum for that period. It has further been stated that the growth rate of productivity of rice, for the country as a whole, was 1·63% per annum.

The following table indicates average yield per hectare of rice and wheat in some of the States during 1955-56, 1963-64 and 1964-65:

Yield of rice and wheat per hectare in India

State	Yield per hectare—Kgs.					
	Rice			Wheat		
	1955-56	1953-54	1964-65	1955-56	1963-64	1964-65
1. Andhra Pradesh	1,138	1,295	1,410	293	250	248
2. Assam	971	1,002	1,004	418	821	833
3. Bihar	687	852	943	611	612	604
4. Gujarat	602	933	884	659	882	958
5. Jammu & Kashmir	1,155	1,120	915	660	607	532
6. Kerala	1,149	1,403	1,381	..	..	..
7. Madhya Pradesh	763	783	797	557	577	624
8. Madras	1,355	1,495	1,555	628	385	364
9. Maharashtra	994	1,148	1,082	442	384	455
10. Mysore	1,331	1,354	1,550	224	306	371
11. Orissa	548	1,000	1,020	580	536	493
12. Punjab	782	1,157	1,278	930	1,204	1,277
13. Rajasthan	1,278	1,320	927	947	767	932
14. Uttar Pradesh	688	754	747	767	693	1,029
15. West Bengal	1,031	1,177	1,233	683	596	684
16. Delhi . . . . .	..	714	364	574	1,000	1,401
17. Himachal Pradesh	882	819	1,009	685	730	690
18. Manipur	1,324	679	696	..	..	..
19. Tripura	833	946	868	..	..	..
20. Goa, Daman & Diu . . . . .	..	1,926	1,926	..	..	..
21. Nagaland . . . . .	..	967	966	..	..	..
22. N.E.F.A. . . . .	..	823	802	..	..	..
23. Pondicherry . . . . .	..	1,222	1,222	..	..	..
24. Andaman & Nicobar Islands	837	1,118	1,275	..	..	..
25. Laccadive, Minicoy & Amindivi Islands . . . . .	..	..	..	..	..	..
ALL INDIA	874	1,036	1,074	708	731	898

The Committee are unhappy to note from the above table that despite the introduction of a net work of extension agencies all over the country and several intensive measures taken by the Government for raising the agricultural production during the three Plan periods, the yield per hectare of rice and wheat has gone down in some States and in some others the increase has been insignificant.

The Committee have noted in their seventy-seventh Report on the Ministry of Food and Agriculture (Department of Agriculture): Central Rice Research Institute, Cuttack that the average yield of rice per hectare in India is the lowest; it is only about 30% of the average yield in Japan. The Committee, in this connection, would like to refer to the recommendation made in para 9 of the Report for co-ordinated and concerted efforts to increase the yield of rice per hectare by the application of the latest scientific techniques. The Committee hope that Government would give serious consideration to the problem of low yield and take suitable remedial measures on an All-India basis.

Progress of Multiple Cropping

12. A statement showing the irrigated and unirrigated area sown more than once in India during 1956-57, 1960-61 and 1962-63 is as under:

Land utilisation pattern

Sl. No.	State/District	(In thousand acres)		
		1956-57	1960-61	1962-63
1.	Net area sown	322,460	329,043	336,609
2.	Area sown more than once	45,918	48,333	49,185
	% of 2 to 1	14.24	14.69	14.61
3.	Net area irrigated	55,682	60,750	63,530
4.	Net irrigated area sown more than once	7,843	8,159	9,048
	% of 4 to 3	14.09	13.43	14.24
5.	Net unirrigated area	266,778	268,293	273,089
6.	Net unirrigated area sown more than once	38,075	40,174	40,137
	% of 6 to 5	14.27	14.97	14.70

The Committee regret to observe that the above figures tend to indicate that the land utilisation pattern in irrigated areas is by and large the same as in unirrigated areas. The percentage of area sown more than once to total cultivated area even in the irrigated areas is also very low and has remained the same during the last two Plan periods—even. The Committee regret to record that no serious attempt has been made to encourage multiple cropping particularly in view of present unfavourable man-land ratio in India. They stress that with the increasing attention necessary for agricultural production, the interest of cultivators should be focussed on multiple cropping more particularly in the irrigated areas.

Introduction of High-yielding varieties

13. The Committee have been informed that in order to achieve a rapid "break-through" in agricultural productivity high yielding varieties of paddy and wheat which are responsive to higher doses of fertilisers are being introduced.

Recently, one imported variety of paddy, namely, Taichung Native-I has been tried out at a number of locations and the results obtained reveal that it would not be difficult to realise an yield of 5,000 to 6,000 lbs. of paddy per acre from this variety in case the crop is properly fertilised and adequate plant protection measures are adopted. In view of the good performance of this variety it is proposed to base the future development work in rice crop primarily on it. Similarly, in case of wheat, some varieties imported from Mexico like Sonaro-64, Lerma Rojo and V-18 have been found to be capable of giving 60 to 80 mds. of grain per acre if they are properly fertilised. Thus, by replacing the present wheat varieties by these fertilisers responsive types imported from Mexico and assuring all the required inputs for their successful cultivation it should be possible to improve the per acre yield very substantially.

It is proposed to saturate an area of nearly 12.5 million acres of irrigated paddy with Taichung Native-I. With the requisite inputs it should be possible to achieve an additional production of more than 12.5 million tonnes of paddy.

In the case of wheat it is proposed that 8 million acres out of the total more than 13 million acres of irrigated area in the country be brought under the new varieties Sonaro-64, Lerma Rojo and V.18. If the required inputs are provided, it would be possible to achieve an additional production 8 million tonnes of wheat.

The proposed switch-over would include:—

- (a) Replacement of the existing varieties by Taichung Native-I in the case of paddy and by Sonaro-64, Lerma Rojo and V. 18 in the case of wheat.
- (b) Adoption of intensive cultivation measures on an area of 12.5 million acres. Similarly, for wheat production efforts would be concentrated in an area of 8 million acres. These programmes will partly replace those which have been suggested by Working Group on Food Grains Production.

So far the cultivation of these varieties has been taken up for the multiplication of seeds received from abroad. The following statement will indicate the distribution of area to be cultivated with the above-mentioned new varieties of paddy and wheat during 1966-67.

State	(Lakh acres)		
	Rice Kharif	Late* Rabi Summer	Wheat
1. Andhra Pradesh	2.50	5.50	..
2. Assam	..	..	..
3. Bihar	0.75	0.75	0.40
4. Gujarat	..	..	..
5. Himachal Pradesh	..	..	..
6. Kerala	5.00	..	..
7. Madhya Pradesh	1.25	..	0.15
8. Madras	1.00	1.00	..
9. Maharashtra	0.75	..	..
10. Mysore	..	..	..
11. Orissa	1.50	1.25	..
12. Punjab	0.75	0.75	2.20
13. Rajasthan	..	..	0.25
14. Uttar Pradesh	0.75	0.75	2.00
	15.00	10.00	
	25.00		5.00

*Based on the extra irrigation potential to be created during 1965-66 under Emergency Food Production Programmes. ■

The Committee attach great importance to the introduction of improved varieties of paddy and wheat to improve the per acre yield of these two staple foodgrain crops. The Committee suggest that the work of multiplication of such improved varieties as are expected to give at least 25 per cent extra yield may be undertaken and the economics of their cultivation worked out. The Committee also suggest that farmers should be educated about the benefits likely to accrue from the cultivation of improved varieties and acquainted with the techniques of their cultivation.

The Committee suggest that the cropping patterns devised by various agricultural research institutes, e.g. Central Rice Research Institute and Indian Agricultural Research Institute should be propagated in the multiple-cropping areas.

Evaluation of High-yielding Strains

14. The Planning Evaluation Organisation has observed:—

“A fairly large number of varieties have been released and currently recommended; only a few of the old ones have been withdrawn. In 1959-60 about 400 varieties of paddy were on the recommended list in 12 States. In 9 States 69 varieties of paddy were released during the period 1951—60. It is generally recognised that if large increases in yield are to be achieved within a short period through the use of improved seed, the best course is to evolve and recommend only a few strains of prolific nature. In the fifties, however, many of the varieties introduced seem to have been designed to replace the commonly grown coarse or medium varieties (some of them improved) by fine ones often at the cost of yield. Such an approach does not seem to have been in line with national priority on increase in the level of yield.”

The Committee have been informed during evidence that in every State there is a research council or programme committee which is responsible for the review of the progress made in evolving new strains. A list of recommended seeds is being maintained at block level. It has further been stated that the quality of the seeds is tested by the Agricultural Extension Officers who are provided with germinating trays for this purpose.

During the course of examination of estimates relating to the Ministry of Food and Agriculture (Department of Agriculture): Central Rice Research Institute, Cuttack, the Committee were informed that there are about 400 varieties of paddy which are culti-

vated in India. Research is being conducted in the Central Rice Research Institute, Cuttack to reduce the number of the existing varieties. A hybridization scheme to combine the responsiveness to high fertilization of the Japonica varieties with the hardiness and adaptability of Indica varieties has been operating since 1952 but no substantial results have so far emanated from the experiments conducted under the scheme.

The Committee would like to invite the attention of the Government to the recommendation contained in para 12 of their Seventy-seventh Report on the Ministry of Food and Agriculture (Department of Agriculture)—Central Rice Research Institute, Cuttack.

The Committee note that lists of recommended seeds are maintained at the block level. They, however, feel that farmers are likely to get confused if they are made to choose any one out of several varieties of seeds available. They also feel that it would be desirable if a selected list of high-yielding and quick-maturing strains suitable for the area is maintained at the block level and propagated by the Block agency. The Block agency must ensure adequate supplies of the recommended seeds and persuade the farmers to adopt them. They should also render guidance and help to the farmers in sowing the recommended seeds. The Committee apprehend that in the first year the recommended seeds may not show the desired results and the farmers may feel discouraged to use them. Responsibility, therefore, lies on the Block authorities to sustain the interest of the farmers in the use of the recommended seeds.

C. Seed Farms

15. The Third Five Year Plan Report states:

“Establishment of seed farms in all development blocks to meet the requirements of foundation seed of improved varieties was one of the principal programmes undertaken in the Second Plan. In all, about 4000 seed farms are reported to have been set up and about 800 more are expected to be established in the early years of the Third Plan. At the end of the Second Plan, a large proportion of the farms established have begun to provide seed for multiplication by registered growers, and it may take two or three years more before the benefits of the programme begin to be realised on a significant scale.”

In a written note furnished to the Committee, the Ministry has stated that over 4,000 Government Seed Farms have been set up in the country since the beginning of the Second Five Year Plan, with

the object of producing foundation seeds of improved varieties, especially of rice and wheat. Arrangements have also been made for distributing these seeds for multiplication by the Registered Seed Growers, who are given a premium over the market price, for improved seeds distributed for sowing purposes.

It has been stated that the block extension agency has a key role to play in the multiplication, procurement and distribution of seeds and in the coordination at the block level of the activities of the agriculture Department, the cooperatives and the panchayats. With a view to encouraging institutional agencies like panchayats and cooperatives and other agencies recognised by the Agricultural Departments of the States to undertake distribution of improved seeds more extensively than at present, it was decided by the Government of India in December, 1962 that for improved seeds of foodgrains and pulses (other than hybrid maize), certified by the Department of Agriculture as to quality and purity, a premium upto Rs. 2/- per maund, to be shared equally between the Centre and the States, would be admissible during the remaining period of the Third Plan.

The representative of the Ministry of Food and Agriculture has stated during evidence that "originally when the scheme was started, each Block had a 25-acre farm. Later on, they found that this was not economic. Then many seed farms were merged into a still bigger farm and in some States bigger farm was the order That is why out of 5000 blocks only 4000 farms have been set up." He has further stated that "taking the State as a whole the number of acres of seed farms organized are sufficient to cover the entire seed programme. For example, in some districts seed farms are of the size of 1,000 acres."

The Committee have been informed that in the initial stages seed farms were set up on leased lands, generally for 1 year, which did not contain a high level of fertility. Later on, many States took up the programme of establishing large farms, mostly on Government lands. The seed farms are run now on a 'no-loss-no-profit' basis.

The Committee note that several States are setting up seed farms on Government lands to obtain returns commensurate with inputs. They suggest that, in addition to Government Seed Farms of 25 to 30 acres in each Block, the possibility of setting up some bigger farms on a regional basis may be explored. Concerted steps should also be taken to encourage progressive farmers to use improved seeds for the purpose of multiplying them.

D. Plant Protection

16. The representative of the Ministry of Food and Agriculture has informed the Committee during evidence that instructions have been issued to the Block agency to provide necessary guidance and advice to the farmers to use pesticides, fumigants, etc. and in properly handling the foodgrains in the stores, Plant protection operations are carried out by the village level workers with the assistance of officers at district level. They are assisted by the subject matter specialists. Officers at the regional level have got powers to mobilise what is available in different districts at the time of emergency, viz. epidemics etc.

The representative of the erstwhile Ministry of Community Development and Cooperation has stated that the main difficulty is the short supply of the pesticides and inadequate organisational support which needs to be strengthened.

The representative of the Ministry of Food and Agriculture has further stated that a policy decision has been taken that in the Fourth Plan there will be a plant protection specialist attached to each block.

The Committee cannot over-emphasise the importance of effective plant protection measures for preventing losses of foodgrains due to pests and diseases. They are unhappy that little has been done all these years to educate the cultivators in general about the importance of pests and diseases control and to propagate among them the methods and devices to be adopted to secure better results. The Committee feel that in each Block 2 Village Level Workers should be given special training in plant protection and pests control work. They also feel that each Block should possess adequate number of spraying and other equipments—as also adequate quantities of insecticides and chemicals for use by farmers.

E. Improved Agricultural implements

17. In the Mid-Term Appraisal of the Third Plan it has been stated that

“the importance of improved agricultural implements for scientific and technologically progressive agriculture was stressed in the Third Plan, which set out a number of specific proposals. During the recent consultations between the Central teams and the States it was observed that while the need for more rapid extension of improved

technology was generally recognised, the actual measures taken were still inadequate. Agricultural Engineering Sections of Agriculture Departments are often insufficiently equipped. A beginning has been made with the establishment of extension arrangements for demonstrating and popularising improved agricultural implements, specially at the district level. At the block level, generally, stocks of implements are now being maintained, but arrangements for demonstration and hire are not adequate."

The Committee have been informed during evidence that the stock of improved agricultural implements are generally for demonstration and not for giving them on hire. The demonstrations are conducted by the village level workers at the time of agricultural operations. It has further been stated that the subsidised sale (25 per cent) of improved implements is done through Block agencies but the facility of workshops for repairs is not available all over the country. There are schemes to train village artisans to attend to this work and there is provision for giving financial aid to them so that they can establish their own workshops.

The Committee suggest that adequate stocks of improved agricultural implements should be maintained at the block level for demonstration and for hire purposes and, if feasible, for hire-purchase purposes as well.

The Block agency should persuade village artisans to avail of the training facilities and thereafter help them in setting up repair workshops of their own.

The Committee further suggest that the Block agency should intensify the demonstrations for the use of improved implements.

F. Fertilizers

Chemical Fertilizers

18. Fertilizers have become the major factor in improved agriculture and increased production. World experience has shown that the efficient use of fertilizer could result in stepping up production manifold and this is particularly important where land for cultivation is limited. It has been estimated that the use of about 93,500 tonnes of plant nutrients would be equivalent to adding a million acres of average crop land in terms of additional production. An

intelligent and sufficient application of the proper type of fertilizers is, therefore, of strategic importance in increasing agricultural production in this country.

It has been stated in the brochure 'Agricultural Development—Problems and Perspective' issued by the Ministry of Food and Agriculture that "the quantum of fertilizer supplies depends on indigenous production and imports. The target of indigenous production for the Third Plan has not been reached for various reasons. As against the Third Plan target of 8 lakh tonnes (N), the existing capacity has reached 3.92 lakh tonnes in 1964-65. The imports have also been inadequate due to foreign exchange difficulties, with the result that the achievements by the end of the Third Plan would fall short of the estimated consumption mainly on account of inadequate supply. The additional capacity of fertilizer production programmes under implementation is 5.90 lakh tonnes and a further capacity of 4.70 lakh tonnes has been approved in principle, thus making a total of about 14.52 lakh tonnes. Feasibility studies are also under way in respect of 4 or 5 large fertilizer plants for production of straight and complex fertilizers based on modern technology. An additional capacity of nearly a million tonnes of fertilizer is expected as a result of these studies, thus ensuring near self-sufficiency in these fertilizers by the end of the Fourth Plan."

The Committee note that consumption of nitrogenous and other fertilizers is increasing. They also note that the indigenous supply is inadequate to meet full requirements of such fertilizers and that imports are also inadequate due to foreign exchange difficulties. The Committee hope that concerted efforts will be made to augment the supply of nitrogenous and other fertilizers during the Fourth Plan period. The Committee feel that it would be necessary to render guidance to the farmers in the use of fertilizers and the application of the required doses of fertilizers for various crops under different soil-climate conditions.

Organic and Green Manures

19. In the Third Plan, considerable emphasis has been laid on the programme for organic manures and green manures. These programmes have become even more crucial in view of difficulties in securing adequate supply of chemical fertilizers.

Compost

The Committee have been informed during evidence that every family owning bullocks in rural areas have compost pits but these are not preserved in a proper way. The production of compost

could be doubled both in quantity and quality if the proper procedure is followed by the villagers in this behalf. It has been stated that no statistics or figures are available in regard to scientific preservation of these pits. The Planning Commission have observed in 'The Third Plan Mid-Term Appraisal' that "statistical information in respect of rural composting is rough and not too dependable."

The Committee are unhappy to learn that no survey has so far been conducted to assess the number of families in a village who have actually compost pits and how many of them are doing it in a scientific manner although the programme of compost has been mentioned in all the Plans. They suggest that a survey in this regard may be undertaken at an early date. In the meantime, the extension staff should intensify their campaign for educating the farmers in the preparation and preservation of compost in a scientific manner so that its production per pit may be enhanced.

Green Manure

20. It has been stated that the research on green manure crops has been going on in the country since 1953. The efficiency of green manuring in comparison with Ammonium Sulphate has been assessed and it has been found that if a green manuring crop can be grown to supply about 6,000 lbs. of green matter, it is not necessary to supplement it with any chemical fertilizer, in respect of paddy.

The Committee feel that despite wide recognition of the merits of green manuring, it has not been generally adopted by farmers due to lack of information on the suitability of different leguminous crops for the varying agro-climatic conditions and the inadequate production and supply of reliable seed material for such crops.

The Committee suggest that Government Seed Farm should maintain adequate stocks of seeds of various leguminous crops suitable for the area and these should be made available to farmers on payment basis in times of need. The Block agency should also conduct educational campaigns among the farmers to popularise the use of green manures.

G. Co-ordination with Research Institutes

21. The Committee have been informed during evidence that coordination between the Community Development Organisation and various Agricultural Research Institutes is ensured at the State level through the State Agricultural Research Board in which the Institutes' staff are represented. The Committee have also been

informed that "the Board may not be functioning in some States." As regards the method adopted for the dissemination of the results of research conducted in the Agricultural Research Institutes, the representative of the Ministry of Food and Agriculture has stated in evidence as under:—

"These are done in various ways:—

- (i) Blocks are attached with Agricultural Research Institutes. We have actually issued instructions to State Governments in that regard. Whatever research has been carried out in the agricultural colleges and research institutes is passed on the blocks.
- (ii) We are conducting a continuous and systematic training programme in intensive areas as well as in package programme areas covering roughly over 1500 blocks. There are specialists in various subject matters or groups. They participate fully in the training of the different levels of extension officers, block development officers etc. etc. The research workers have gone down to the blocks to train the block staff. Ultimately, the results are carried to the farmers when the training for them is taken up."

The Committee in their 75th Report on the Ministry of Food and Agricultural—Indian Council of Agricultural Research have already referred to the need for avoidance of duplication or overlapping of research efforts either in the Central or State spheres and to the lack of proper coordination between Centre and States and between States and States in the Research Programme. The Committee have noted that Research Boards have not been set up in all the States. The Committee would like to reiterate their earlier recommendation that Research Boards should be set up in all the States so as to eliminate duplication and overlapping in the research programme. The Committee also feel that if the results of researches conducted in the various Agricultural Research Institutes are to be put to any effective use, the extension personnel should be well conversant not only with the latest researches but also with the problems of the cultivators so that they can pass them on to the research institutes for solution. The Committee regret that this two-way traffic between the cultivators and the Research Institutes through the medium of extension workers has not yet been achieved. The Committee cannot over-emphasise the need for effecting closer contacts between the Central Research Institutes and State research institutes, as also between extension personnel and cultivators and the research institutes.

Training of Tillers

22. The Committee have further been informed during evidence that there are a number of training programmes for farmers under the auspices of the Ministry of Food and Agriculture. There are two levels of training—specialised training of selected farmers and mass training of farmers. Training to selected farmers in improved agricultural practices is imparted over a period of 10—15 days in 63 Training Centres. The States have been requested to pay special attention to this so that all the agricultural schools, agricultural colleges, agricultural universities, research farms and seed farms impart the specialised training to those farmers who will be doing sophisticated farming. Mass training of farmers is a two days' programme. It is given to farmers before the *kharif* and *rabi* season under the Package Programme and Intensive Area Programme.

As regards the training of boys of the actual tillers, the representative of the Ministry of Food and Agriculture has stated during evidence:—

“We have thought out a programme for them on farming for 15—20 days. Those who are engaged in farming we are trying to bring them for training for 3—6 months on the farming methods because they are actually wedded to farming right from the schools. There are several programmes for that and we hope by the end of the Fourth Plan we will have about 100 such training centres.”

While noting the measures taken for imparting training to the tillers and the sons of the tillers, the Committee feel that an orientation for the adoption of new techniques of agricultural development should be given to them so as to make them receptive to new ideas. In this connection, the Committee would like to invite the attention of Government to the recommendation contained in para 71 of their Seventy-fifth Report on the Ministry of Food and Agriculture (Department of Agriculture)—Indian Council of Agricultural Research. The Committee also feel that there should be a follow-up of the training imparted to the tillers with a view to see to what extent they are benefited by the training programme.

CHAPTER III

PRODUCTION OF SUBSIDIARY FOOD INCLUDING ANIMAL HUSBANDRY FISHERIES AND POULTRY

A. Introduction

23. The urgent need for expanding the production of supplementary and subsidiary foods, especially proteins, greatly enhances the importance of programmes for the development of animal husbandry including dairying, fisheries and poultry. The development of animal husbandry is envisaged as an integral part of a sound system of diversified agriculture. India has large stock of cattle population—estimated at 226·80 million heads including 51·13 million buffaloes and progeny according to the livestock census of 1961—but their productivity is generally low. The seriousness of the problem of surplus and uneconomic cattle is widely recognised, although estimates of the numbers of such cattle vary. Large numbers lead to poor feeding and poor feeding comes in the way of attempts to raise productivity.

B. Cattle and Milk Development

Improving Quality of Cattle

24. The provision of pedigree bulls for improving cattle breed is an essential part of the cattle development programme. It has been stated that so far, 5,179 cow bulls and 2,490 buffalo bulls of pedigree approved varieties have been distributed in the 440 Key Village blocks located in various States. On an average 75 to 80 pedigree bulls of Sahiwal, Red Sindhi, Tharparker, Haryana and Murrah breeds are distributed every year from various Research Institutes, namely the National Dairy Research Institute, Karnal, its Bangalore Regional Station, Indian Agricultural Research Institute, New Delhi and the Indian Veterinary Research Institute, Izatnagar. Besides this, 71 Jersey bulls have been distributed to different States from the two Centrally administered Jersey Farms set up recently.

An effective method of improving the quality of indigenous cattle is by cross-breeding local breeds with good quality exotic breeds. During the Third Plan about 367 heads of cattle have been received from outside by the Central and State Governments.

For breeding better types of cattle artificial insemination is also resorted to.

For a pilot study of the problems connected with the organisation of artificial insemination as a countrywide programme, 4 Regional Artificial Insemination Centres were established between the years 1945 to 1947. The work carried out at these centres has paved the way for the present large scale programme which can be said to have started in 1951 when the Key Village Scheme was initiated in the First Five Year Plan. Since then its growth from the technical and organisational view point has been significant. Artificial insemination today is an integral part of schemes such as Key Village Scheme, Intensive Cattle Development Scheme, etc.

The number of artificial inseminations performed during the first three years of the Third Plan is given below:

1961-62	10,23,761*
1962-63	6,59,696**
1963-64	9,60,057**

The Committee have been informed during evidence that there has been steady improvement in the programme of artificial insemination of cattle. Taking 1960-61 as the base with the number of cattle treated under this programme as 100, the figure for 1964-65 was 114. The average number of animals artificially inseminated in 1960-61 was 173 per Block which has gone up now to 198. It has further been stated that 4633 blocks have reported availability of insemination facility in 1964-65. There are 400 main insemination centres from where artificial semen is supplied to sub-centres. Each centre has 10 sub-centres attached to it. The total number of cattle so far inseminated is 9,16,000, the average per block being about 200 animals.

The Committee attach great importance to the grading of cattle by selective breeding and use of artificial insemination techniques with a view to raising the milk yield of local cows which is already very low. The Committee in their Eighty-first Report on the Ministry of Food and Agriculture (Department of Agriculture), National Dairy Research Institute, Karnal, has already referred to

*Does not include figures for Punjab, Jammu & Kashmir, Manipur and Andhra Pradesh, for which information is not available.

**Information from the States of Andhra Pradesh, Bihar, Madras, Maharashtra, West Bengal, Jammu & Kashmir, N.E.F.A. and Laccadive Islands not yet received.

the need for tackling the question of grading up of cattle on a co-ordinated basis with the help of the resources of State Government farms and military dairy farms and also to the question of popularisation of artificial insemination techniques on a wider scale amongst the farmers. The Committee hope that Government would take concerted measure for providing increased facilities for artificial insemination of cattle during the Fourth Plan period.

The Committee also suggest that there should be an arrangement for regular supply of information regarding artificial inseminations performed in the States to the Central Government on a quarterly basis.

Milk production

25. Various cattle development programmes have been taken up by the Central and State Governments for stepping up production of milk. The main schemes are:

- (i) Key Village Scheme for cattle development;
- (ii) Food and Fodder development scheme;
- (iii) Goshala Development scheme;
- (iv) Cross-breeding scheme; and
- (v) Intensive Cattle Development Scheme.

(i) Key Village Scheme: It is continuing from the First Five Year Plan and is a comprehensive programme embracing different aspects of cattle husbandry such as controlled breeding, mass-castration of scrub bulls, improved feeding, proper animal management and marketing facilities. So far 440 Key Village blocks have been set up in various States covering about 2.5 million heads of cow/she buffaloes in about 16,000 villages.

(ii) The Food and Fodder development scheme aims at the development of foods and fodder resources to enable adequate feeding of the stock largely under-nourished at present. This scheme was taken up during the Second Five Year Plan. By now 178 pasture demonstrations have been carried out and about 20 lakh cuttings of improved grass distributed amongst the cattle breeders.

(iii) Goshala Development scheme was started during the Second Five Year Plan. So far 328 Goshalas have been taken up for development as cattle breeding-cum-milk production centres for building up pedigreed herds of cattle.

(iv) Cross-breeding scheme is continuing from the First Five Year Plan. It aims at combining the high milk yielding quality of exotic breeds of cattle with better adaptability of indigenous breeds. Eight breeding centres are at present operating in the hilly and heavy rainfall areas for cross-breeding of non-descript cattle with Jersey breed.

(v) The Intensive Cattle Development scheme has been taken up under the special development programme sponsored by the Government of India. It provides for the establishment of Intensive Cattle Development areas each covering one lakh breedable cows/she buffaloes. The establishment of 22 such areas have so far been sanctioned in the States of Andhra Pradesh (2), Bihar (2), Madras (3), Maharashtra (3), Punjab (3), Gujarat (2), Madhya Pradesh (1), Mysore (1), Uttar Pradesh (3), Orissa (1) and West Bengal (1). These are comprehensive projects envisaging simultaneous attention to all aspects of cattle development, namely, controlled breeding, better feeding, effective disease control, proper management and marketing duly supported by feeds and fodder development and rural dairy extension activities. With a view to providing ready and remunerative market for the milk produced in these areas, they are linked with large dairy milk schemes. 30 per cent increase in milk production in five years has been laid down as the minimum target for each area. The various dairy development schemes also provide direct incentive for increasing the milk production in rural areas by providing an assured market for milk.

The Committee in their 81st Report on the Ministry of Food and Agriculture: National Dairy Research Institute, Izatnagar, have already referred to the low average annual milk yield per cow in India estimated at 400 lbs. while the corresponding figures for the Netherlands, Denmark, United Kingdom, and U.S.A. are 8576 lbs., 7848 lbs., 6393 lbs., and 5512 lbs., respectively. The daily average consumption of milk in this country is less than half of the optimum requirements of 10 oz., which have been recommended for a balanced diet by the Nutrition Advisory Committee of the Indian Council of Medical Research.

While noting the steps taken up by Government for augmenting milk production by the adoption of the various schemes referred to above, the Committee would like to reiterate the recommendation made by them in para 13 of their 81st Report on the Ministry of Food and Agriculture: National Dairy Research Institute, Karnal, where they have referred to the need for a crash programme for cattle and dairy development.

The Committee would further urge that Block agencies should help the farmers in modernizing stock farming, adopting the best production techniques, and forming milk cooperatives. They suggest that the farmers should be provided with adequate credit facilities for purchase of milch animals, cattle feed, etc.

Fodder Development

26. The Ministry of Food and Agriculture has stated in a written reply that the area under fodder crops varies from 13.8 to 14.7 million acres. It constitutes about 4 per cent of the total cultivated area. The actual area under fodder crops for the years 1959-60 to 1961-62 is as under:—

<i>Year</i>	<i>Area in thousands acres</i>
1959-60	13,859
1960-61	14,263
1961-62	14,701

The data regarding increase in the area under fodder crops during the last three years are not available.

The Committee have been informed during evidence that there is no special programme for extending fodder cultivation. Fodder cultivation forms an integral part of the livestock development schemes which are being implemented in the country. Under the schemes, there are special programmes for introducing improved varieties of fodder. The Committee have been further informed that improvement of pasture lands is an integral part of Key Village Scheme. Under this scheme, there is provision for reserving a 10-acre plot for the purpose of demonstration. No land is reserved for growing fodder in the Block farms which are only demonstration farms under Government.

The Committee are unhappy to note that the area under fodder cultivation has remained more or less stationary during the years 1959-60 to 1961-62. They are surprised that the Ministry have not taken the care of collecting up-to-date statistics in this regard. In view of the fact that productivity of the livestock depends upon the supply of nutritive fodder, the Committee feel that strenuous efforts should have been made by Government not only to increase the acreage under fodder cultivation but also evolve nutritious cattle feeds which could be supplied to farmers at economic rates. The Committee would like to invite the attention of the Government to the recommendation made by them in their 80th Report on "the

Ministry of Food and Agriculture (Department of Agriculture): Indian Grassland and Fodder Research Institute, Jhansi and hope that energetic steps would be taken to increase the fodder resources for feeding animals, particularly the milch cattle after conducting an all-India survey.

The Committee feel that fodder crops should be included as part of the normal cropping pattern of the country, particularly in milk-shed areas. Government should also consider the question of developing common grazing lands in each village and of reserving pasture lands in those block farms which are about 100 acres or so in size.

Veterinary Facilities

27. It has been stated that in order to provide veterinary facilities for livestock, a net work of veterinary hospitals and dispensaries have been established all over the country. The number of such institutions at the end of the First Plan was 2650 which rose to 4512 at the end of the Second Plan period. During the Third Plan a provision was made for the establishment of 1429 new hospitals/dispensaries and it is expected that by the end of the Plan period there would be nearly 5900 such institutions. In addition 4,300 stockmen centres have been established to provide first-aid and preliminary treatment at the door of the farmer.

In addition to the expansion and establishment of veterinary hospitals, dispensaries and stockmen centres, arrangements were also made for the increased production of the biological products such as sera, vaccines, etc. for the control of major infectious and contagious diseases. Biological Products Laboratories have been established in all States except Gujarat. In addition, the Division of Biological Products at the Indian Veterinary Research Institute continues to produce large quantities of vaccine for use in the States.

A scheme for the eradication of rinderpest was taken up on a pilot basis in the year 1954 and later extended to almost all the States in the Second Plan. It is being continued in the Third Plan and so far over 136 million animals have been vaccinated out of an inoculable population of 140 millions. With this large scale vaccination programme, the incidence of the disease has been drastically reduced and the number of annual outbreaks was decreased from about 8000 annually in 1954 to about 300 in 1964.

With the large scale vaccinations against rinderpest and also increase in vaccinations against other important diseases, cattle and

buffalo mortality has been on the decline which would be evident from the following table:

	1958	1961	1962	1963	1964
Rinderpest	57587	8203	6253	3281	3114
Haemorrhagic Septicaemia	54911	50259	31953	27644	19081
Black Quarter	20578	23218	15344	12956	5645
Anthrax	6072	3250	2552	2730	1867

The Committee have been informed during evidence that there is no dearth of the vaccines as such. If there is any difficulty in any State, the Central Institute arranges the supplies.

The Committee are glad to note that the mortality rate in cattle is going down from year to year due to large scale vaccination against rinderpest and other cattle diseases. The Committee would, however, like to stress the need for educative programme in regard to the importance of prevention and of prophylactic measures against the spread of infection and outbreaks of seasonal diseases. While the Committee note that there is no dearth of vaccines as such, they have received reports that preventive work in the spread of cattle diseases has been hampered in some blocks due to inadequate supplies of vaccines. The Committee suggest that the procedure of distribution of vaccines to the Blocks should be reviewed and, if any defects are noted, they should be rectified.

C. Pisciculture

28. The Committee have been informed in a written reply that an intensive fisheries programme for the Community Development Blocks was drawn up in early 1963 by the Ministry of Community Development and Cooperation jointly with the Ministry of Food and Agriculture. This programme for intensifying fish production in 600 selected C.D. Blocks had the following objectives:—

- (i) to maximise the utilisation of water resources in the block areas;
- (ii) to intensify fish production in the strategic border States;

- (iii) to contribute in the maintenance of the price line of fish; and
- (iv) to increase the standards of nutrition of people.

Development Programmes in Pisciculture

The programmes of development envisaged were:—

- (i) to improve the available water resources in the blocks and stock them with good varieties of fish fingerlings;
- (ii) to provide the fishermen with indigenous equipment so as to initiate a programme of sustained fish production within the block;
- (iii) to encourage methods of preservation of fish by indigenous methods of processing, so as to prevent wastage of fish due to spoilage;
- (iv) to extend fish cultural practices among farmers;
- (v) to assist Panchayats and Cooperatives to take up fisheries developmental schemes; and
- (vi) to promote marketing arrangements for fish.

The 600 blocks covered by the intensive programme include 50 hilly blocks in the border States and 100 coastal blocks.

For a more effective implementation of the intensive programme, appointment of an Extension Officer (Fisheries) in each selected block was recommended. V.L.W.s were to lend assistance at the field level to these Extension Officers (Fisheries) in operations involving improvement of tanks, stocking of fingerlings, catching and processing of fish.

The Committee feel that each block taking up intensive fisheries programme, should have adequate provision of a nursery for rearing fish fingerlings of the best quality for its stocking programme. The size of the nursery could be determined on the basis of the present requirements and the anticipated future demands. The Committee further suggest that such of the blocks as have taken up intensive fisheries programme should have adequate technical assistance of Fishery experts. If necessary, the question of appointment of Extension Officers (Fishery) in Such Blocks may be considered.

The Committee suggest that the fishermen should be assisted in getting fishing leases of natural waters like rivers, reservoirs, Jheels and back-waters so that they could in due course replace the contractors and form their own cooperatives.

Area Survey for Pisciculture

29. The Committee have been informed during evidence that the survey for identifying areas suitable for pisciculture has been going on for a number of years and that the stocking operations have also been started simultaneously. Stocking has been done in 584 blocks and 202 extension officers are in position for this purpose. The Committee have further been informed that in Orissa more than 30,000 tanks have come up in the blocks within a short period of 5 years. "Pockets of fish products have developed and export has started. In Andhra Pradesh also the results have been remarkable. They are now supplying upto 1000 tonnes of fish out of the block products to Calcutta alone."

The Committee would urge that the survey of water areas should be completed at an early date so that necessary provision for the intensive development of fisheries in suitable blocks could be made on a realistic basis in the Fourth Plan period.

The Committee hope that fish-rearing in village tanks will be intensified in other States also so as to provide a subsidiary protective food to the villagers at a cheaper cost.

D. Poultry

Poultry Development Programmes in the Third

30. The Ministry of Food and Agriculture have in written note stated that in the light of experience gained in the implementation of the Second Five Year Plan Schemes, the proposals for the Third Plan were formulated with an outlay of Rs. 4.80 crores. Besides the expansion of Poultry Farms, both Regional and State, and the Poultry Extension Centres and assistance to poultry farmers such as better stock, feed improved houses etc., the Plan included projects for the establishment of commercial poultry feed manufacturing centres, hatcheries and marketing units to give fillip to the development of poultry on sound lines. Major schemes for an Intensive Poultry Programme included in the Third Plan are:—

- (i) expansion of Regional and State Poultry Farms and 50 Poultry Extension Centres for increased production of breeding stocks;

- (ii) establishment of 50 Intensive Poultry Development Blocks-cum-Commercial Hatcheries;
- (iii) manufacture of poultry feed and supply to farmers on no-profit-no-loss basis;
- (iv) collection, breeding and marketing of eggs and poultry in 10 large cities;
- (v) establishment of one Regional Duck Farm and 20 Duck Extension Centres; and
- (vi) provision of assistance to the poultry farmers by way of training, supply of chicks, brooding and rearing equipment, improvement of village poultry houses, incubators and credit facilities to the farmers, to the extent of Rs. 500 to Rs. 5,000 per farmer.

To supplement the existing Poultry Development Programmes, Intensive Poultry Programmes taken up in the Community Development Blocks envisage establishment of 25 poultry units having 50 to 100 layers each in the 4 or 5 Blocks around large urban centres. Individual poultry units can be financed from the Block schematic budget @ Rs. 1000 per unit. Cooperatives are to be encouraged to take up marketing, as far as possible. Side by side with the Poultry Development Programme is also under implementation in the C.D. Blocks in the States.

It has further been stated that according to the Annual Plan discussions for 1965-66, the Third Plan outlay is likely to be exceeded by almost 100%. Against the provision of Rs. 4.80 crores the total expenditure is likely to be more than 8 crores. From the reports received so far, it is evident that the overall progress of the Poultry Development Scheme is highly satisfactory and as a result of the implementation of these schemes, it is expected that the likely production of eggs per annum would be about 6,000 million against about 3,000 million eggs at the end of the Second Plan.

The Committee have been informed during the evidence that during the Third Plan 50 intensive blocks have been set up and 28 more intensive blocks have been sanctioned under the crash programme. Thirty units of 100 birds each are attached to each of these blocks. But in the case of intensive production-cum-marketing centre, there are 300 units of 100 birds each attached to them.

The Committee understand that the poultry owners are facing certain problems due to fairly high mortality of birds—particularly

of pedigree birds—in the initial stages and the delay in the replacement of dead birds. Another difficulty faced by the poultry units is in respect of the price of poultry feed which has gone up so much that poultry-keeping has become relatively uneconomic and unprofitable.

The Committee suggest that researches should be intensified to evolve a cheap nutritious feed so that more people can take up poultry-keeping as a subsidiary occupation. Researches should also be intensified to control the high mortality of birds in the initial stages. In order that farmers are encouraged to take to poultry-keeping, it may be necessary to provide them with technical advice, feeds and vaccines for birds. The Block agency should take special care to ensure veterinary services, particularly in the case of outbreak of equidemic and also help in the marketing of produce of the poultry-keepers. The Committee would also suggest that for small-size rural poultry units, the Government should try to improve the egg-laying capacity of the country birds by cross-breeding and better feeds.

The Committee suggest that the desirability of introducing perpatetic training courses for the prospective poultry farmers may be considered. The Committee would also stress the need for strengthening the regional and the State Poultry farms in order to ensure adequate supply of birds to the poultry owners.

Incentives for Poultry Development in villages.

31. The Committee have been informed that the following incentives are provided for the promotion of poultry in the villages. Steps are yet to be taken especially for areas where agriculture is unstable.

- (1) One month training is provided to farmers in the improved methods of poultry-keeping. Trainees are given a stipend of Rs. 30 and actual training expenses.
- (2) Loans ranging from Rs. 500 to Rs. 5,000 are granted for setting up poultry units.
- (3) Distribution of one day old chicks is arranged and their price subsidised to the extent of 50 per cent.
- (4) Breeding and rearing equipment is supplied; the cost is subsidised upto 50 per cent, subject to a maximum of Rs. 50 per person.
- (5) A subsidy of Rs. 50 per person is available for the improvement of poultry houses.

- (6) A subsidy of Rs. 400 can be given for the purchase of incubators to suitable poultry breeders.

The Committee are unhappy to note that no steps have so far been taken to develop poultry in the areas where the agriculture is precarious or unstable although they should have received priority over other agricultural areas.

The Committee urge that suitable poultry development schemes should be framed for developing poultry as a subsidiary source of income for the areas where the agriculture is unstable.

The Committee feel that in the context of the present shortage of foodgrains in the country, there is an imperative need for providing subsidiary protective foods to the people. They would, therefore, urge that a comprehensive programme should be drawn up for the development of milk and milk products, fishery, poultry, etc. so that nutritious food may be made available to the people.

The Committee would also suggest that an educational campaign should be carried out so as to effect a change in the food habits of the people and obviate too much dependence on foodgrains.

CHAPTER IV

MINOR IRRIGATION AND RECLAMATION

A. Introduction

32. Minor irrigation programmes cover a variety of irrigation schemes like construction, repair and improvement of open wells, installation of improved water lifting appliances, e.g., diesel and electrical pumps and Persian wheels, installation of private and State tube-wells, construction and restoration of tanks and diversion schemes like pynes, bandarás and kuhls and installation of cooperative and State-owned lift irrigation works.

Progress of Minor Irrigation:

33. During the Second Five Year Plan, a target of 9 million acres was set for the minor irrigation programme. Out of this, 4.5 million acres was for the schemes proposed to be taken up under the G.M.F. sector with a Plan provision of about Rs. 63.18 crores and the balance of 4.5 million acres was for the C.D. sector schemes. The above target of 9 million acres was completely achieved.

The target set for minor irrigation programme during the Third Plan was about 12.8 million acres, comprising 9.5 million acres under the G.M.F. sector and 3.3 million acres under the C.D. sector. The anticipated achievement on the programme during Third Plan is estimated to exceed this target.

The figures of area benefited through minor irrigation programme during First, Second and Third Five Year Plans are estimated as under:

	(Million acres)			
Plan	New area brought under irrigation	Old area over which irrigation has been stabilised	Area benefited through drainage, flood protection and other works	Total
First Plan	4.50	1.50	3.50	9.50
Second Plan	5.20	1.80	2.00	9.00
Third Plan	9.18	2.05	1.77	13.00

The Committee would like to stress the importance of minor irrigation programme as it is quick-yielding and not capital-intensive. The Committee hope that the Government will make energetic efforts to achieve the target of his programme.

People's contribution:

34. The representative of the Ministry of Food and Agriculture has informed the Committee during evidence that minor irrigation works are of three types: (1) Private works owned by individual cultivators themselves like wells, pump sets and small tube-wells, (2) Community works, like small tanks, anicuts and other similar works, and (3) Stateworks, like State tanks and State-owned storage schemes. As far as the small private works are concerned, Government are giving financial assistance in the form of loans and subsidy. But this amount of loan and subsidy is not really adequate to meet the entire cost. About one-third or one-fourth of the total cost is arranged by the cultivator himself in the form of labour or cash.

In regard to Community Works, they are carried out by groups of cultivators themselves either through village panchayats or through cooperatives. The Government give loans and subsidy to the extent of 50 to 70 per cent of the total cost and the rest is contributed by the cultivators themselves.

There is no question of people's contribution for State Works. It is confined to the construction of field channels and the rest is the State's obligation.

The Committee have been informed that one of the basic principles laid down in regard to public contributions is that "It should be ensured that for similar development programmes, the same amount of public contributions is enjoined irrespective of the Department from which the funds are derived." With regard to minor irrigation schemes under the Community Development Programme, it has been specifically laid down that "It is not necessary to insist on a fixed percentage of public contribution for irrigation works."

The Committee feel that it would be desirable to lay down the same quantum of public contribution for irrigation schemes taken up under the G.M.F. Sector and those under the Community Development Programme. The Committee also suggest that Government may examine if the minor irrigation works executed under the two separate schemes could be integrated.

Maintenance of Irrigation Works

35. The Committee have been informed during evidence that the individually owned minor irrigation works are maintained quite satisfactorily by the cultivators themselves. As for the pump sets and other appliances, the Government are trying to increase repair

facilities. The trouble however arises for the maintenance of group works, like tanks. The Government are expecting the panchayats and village institutions to be associated with the maintenance of community tanks. Finance for the purpose is either provided by the Government or the panchayats themselves are being empowered to levy a suitable maintenance cess.

The Governments of Andhra Pradesh, Kerala, Gujarat, Bihar, Madhya Pradesh, Jammu and Kashmir, Madras, Maharashtra, Mysore, Orissa, Punjab, Rajasthan and West Bengal have so far enacted legislation in regard to obligations of local communities and beneficiaries in respect of minor irrigation works.

The Committee feel that with a view to enabling the Panchayats to discharge their responsibilities efficiently in regard to the maintenance of community tanks etc., arrangements should be made to provide necessary technical assistance to them for the purpose. The Committee also feel that as an incentive to the farmers, adequate loans should be provided for re-excavation and renovation of old or silted individually-owned irrigation works.

Culturable Command Area

36. It has been stated in a written note that the culturable command area (C.C.A.) of a State tube-well differs from region to region and from one tube-well to another in the same region depending on the water available from the tube-well and cropping pattern of the area. On an average the command area of a State tube-well varies from 400 to 1,000 acres.

The Committee have been informed during evidence that in U.P. the irrigation capacity of a tube-well is only 30 to 40 per cent of the command area. The State Government has now agreed that for the new tube-wells the command area will not be more than 400 acres and in the case of existing tube-wells the effective command area will be reduced to this limit by construction of additional tube-wells in these areas. It has further been stated that the command area of tube-wells in Bihar is the same as in U.P. whereas in West Bengal it is about 200 acres or so.

The minor irrigation tanks are varying sizes and capacities and, therefore, the command area of each tank differs from the other. There are tanks where the command area is only 10 to 15 acres. Of some of the bigger tanks, the command area ranges between 4,000 to 5,000 acres.

Under Utilisation of Irrigation Potential

37. The Programme Evaluation Organisation in their "Study on the Problems of Minor Irrigation" (1961) have observed:

"Taking the sample area as a whole, about 29% of the net cultivated area could be covered by the minor irrigation works, and 40% by all works (major and minor) existing in the villages, as on the date of enquiry. Among the States, the percentage of the net cultivated area covered by minor works varied from 85% in the Punjab to 6% in Kerala. Not all of the area, however, which could be irrigated by the existing minor works was actually receiving the irrigation benefit. About 54% of the irrigation potential of these works remained unutilised in the Khariff season of 1959-60 as compared to 31% in the Rabi. Even then, the weighted average of utilization over the two seasons of 1959-60 was considerably higher for minor works than that for canals in the sample areas of Andhra, Madhya Pradesh, Punjab, Rajasthan and U.P. where minor works coexisted with canals. Tanks are used predominantly for Khariff irrigation in Andhra, Mysore, Orissa and for the Rabi in Madras and Kerala. The extent of their under-utilization was high in the Kharif season particularly in Orissa (62%); but in the Rabi the potential was almost fully utilized. Utilization of the potential of wells was higher in every State in the Rabi season than that in the Kharif, the only exception being Punjab. On the whole, there is evidence to show a considerable degree of under-utilisation of the irrigation potential of the minor works, which is contrary to the general notion."

The representative of the Ministry of Food and Agriculture has informed the Committee during the evidence that Government have examined the problem of under-utilisation of minor irrigation potential. It has been found that in the case of wells, pump-sets and private tube-wells, the utilisation is almost immediate. Delay, however, occurs in the case of State tube-wells and also some schemes of tanks particularly in wheat-growing areas. In the rice-growing areas the utilisation is almost immediate. The problem of under-utilisation mainly arises in the case of Maharashtra, Gujarat, Madhya Pradesh, U.P. and, to some extent, in Rajasthan. He has further stated that by the end of the Third Plan period there would be about 11,000 State tube-wells and 20,000 private tube-wells.

In a written note furnished to the Committee, it has been stated that "the programme of installation of State tube-wells is being car-

ried out mainly in the States of Uttar Pradesh, West Bengal, Gujarat and Madhya Pradesh. According to the progress reports relating to the month of March, 1965 the position in respect of tube-wells drilled, fitted with pump sets and energised is as under:—

State	Drilled	Fitted with pumps	Energised
Uttar Pradesh	1334	1207	1159
Gujarat	171	149	140
Madhya Pradesh	41	31	16
West Bengal	1010	391	293
TOTAL	2556	1778	1608

It would appear from the above table that out of a total number of 1778 tube-wells which were ready for energisation, 1608 tube-wells were energised by the end of March, 1965, which is about 90%. The main reasons for non-energising the remaining tube-wells is that transmission lines have not so far been laid for powering these tube-wells."

The Committee feel that under-utilisation of existing minor irrigation facilities is one of the major causes for shortfall in agricultural production. The Committee regret that no effective steps were taken by Government to set up a proper machinery to ensure the maximum utilisation of the available irrigation facilities. They would suggest that along with taking up new schemes for expansion of minor irrigation works, Government should take effective steps to ensure that there is no under-utilisation of the existing irrigation potential.

B. Soil Conservation

38. The Committee have been informed in a written note that during the last three years, i.e. 1962—65, soil conservation measures were undertaken on 55 lakh acres of agricultural land, 7 lakh acres of Forest and pasture areas, and 12,200 acres of ravines under various State and Centrally sponsored soil conservation schemes. Besides, dry farming measures were also adopted on 129 acres.

The specific measures adopted vary with different areas. In agricultural land the common measures were contour bunding and terracing, combined with gully plugging and water disposal systems. In forest and pasture land, it was afforestation and pasture development combined with gully plugging. The ravines which could not be economically reclaimed for agricultural purposes were reclaimed for forest and pasture purposes. Dry farming measures were adopted in agricultural land for conservation and efficient utilisation on soil moisture under low rainfall conditions.

Specific information regarding the cumulative effect of these measures in increasing the agricultural production is not available.

The Committee feel that soil conservation is essentially a people's programme and soil conservation measures cannot be successful unless the people are made conscious about the evils of soil erosion and benefits of soil conservation. The Committee suggest that an educational campaign may be conducted in the blocks to enable the farmers to adopt soil conservation practices for improving agricultural production.

The Committee also feel that continued research in soil conservation and soil erosion is necessary for the successful implementation of the soil conservation programme. They consider that the results of research should be disseminated for the benefit of the farmers. In this connection, the Committee would like to invite the attention of the Government to the recommendation made by them in para 38 of their 80th Report on the Ministry of Food and Agriculture (Department of Agriculture): Soil Conservation Research, Demonstration and Training Centres.

Soil Conservation Legislation

39. The Committee have been informed that for the effective execution of soil conservation, contour bunding and other land improvement measures, the previous five year plans as well as the Third Five Year Plan have recommended the introduction of suitable legislation empowering State Governments to frame soil conservation schemes for the basin of a river or stream or for groups of villages. The works to be undertaken in individual holdings should be executed by the beneficiaries themselves under suitable technical supervision. If a work is not undertaken by the beneficiaries concerned, it may be carried out by the Government or on its behalf by the Panchayat Samiti, or the Panchayat, and the cost recovered from the beneficiaries. Some States have already enacted the legislation in this regard.

The Committee recommend that Government should examine and formulate the pattern of soil conservation in States and persuade such of the States as have not enacted legislation on soil conservation to do so expeditiously.

Survey of Land

40. The Committee have been informed during evidence that survey of land is in progress in most of the States particularly with a view to locating the cultivable land which could be distributed to landless agricultural workers and brought under plough without reclamation. The scheme has been taken up in the current Third Plan. The survey so far has been completed in 147 districts and by the end of the Plan 200 districts are expected to be covered. According to the information available with the Ministry, a break-up of the land located as suitable for distribution to landless agricultural workers is as follows:—

15·24 lakh acres in Madhya Pradesh
0·18 lakh acres in Assam
2·29 lakh acres in Gujarat
0·25 lakh acres in Kerala
0·80 lakh acres in Madras
3·88 lakh acres in Maharashtra.
1·10 lakh acres in Orissa
0·50 lakh acres in Punjab
0·02 lakh acres in Himachal Pradesh
1·36 lakh acres in Tripura

Total 25·62

The Committee note that 25·6 lakh acres of land have been located as suitable for distribution to the landless agricultural workers. They feel that such land should be distributed without much delay in accordance with the scheme contemplated for the purpose.

The Committee would stress the need for undertaking intensive studies on nature and classification of soils in relation to soil fertility, soil erosion, soil losses, etc. Agricultural research and soil surveys must be closely integrated if full benefits are to be realised from the land. The Committee suggest that the farmers should be assisted in getting the fertility of the soil tested by the Soil Survey Experts.

C. Reclamation

41. A statement showing the additional area of land benefited by land reclamation and development during 1962-63 to 1964-65 is given below:—

State/Union Territories	1962-63 Achievement	1963-64 Achievement	1964-65 Anticipated achievement
1. Andhra Pradesh	139.64	166.05	67.60
2. Assam	0.19	0.50	1.50
3. Bihar	16.00	11.00	90.00
4. Gujarat	2.40	2.30	4.00
5. Jammu & Kashmir	..	..	..
6. Kerala	0.60	1.60	123.00
7. Madhya Pradesh	56.00	56.81	50.00
8. Madras	51.36	51.62	55.89
9. Maharashtra	38.00*	37.00*	48.00*
10. Mysore	5.36	8.83	12.00
11. Orissa	0.20	0.60	3.00
12. Punjab	92.00	193.00	66.00
13. Rajasthan	400.00	400.00	400.00
14. Uttar Pradesh	2.91	1.69	1.20
15. West Bengal	5.11	6.61	15.12
TOTAL 1—15	809.77	937.61	887.31
Union Territories			
16. Delhi	0.01	0.02	..
17. Himachal Pradesh	..	..	..
18. Andaman & Nicobar	..	..	..
19. Nagaland	2.40	3.06	2.77
20. N.E.F.A.	1.34	3.86	1.30

figures for Tractor ploughing.

1	2	3	4
21. Pondicherry	1·60	2·40	2·40
22. Tripura	2·10	4·00	2·50
TOTAL 16—21	7·45	13·34	8·97
GRAND TOTAL	817·22	950·95	896·28

NOTE—Figures for Andhra Pradesh, Bihar, Gujarat, Kerala, Madras, Orissa, Punjab, Rajasthan and West Bengal relate to Land Reclamation and Development and for Madhya Pradesh they relate to deep and light ploughing, those for Maharashtra include figures also for Tractor ploughing while for others they relate to land reclamation.

The Committee note from the above table that the progress of reclamation of land is very poor in certain States, *viz.*, Assam, Gujarat, Orissa, Uttar Pradesh, etc. They suggest that the reasons for the poor progress should be investigated and remedial measures taken.

CHAPTER V

RURAL PUBLIC HEALTH

A. Introduction

42. The broad objective of the health and family planning programmes has been to expand health services, to bring about progressive improvement in the health of the people by ensuring a certain minimum of physical well-being and to create conditions favourable to greater efficiency. Health has to be brought back to every village through the single-minded cooperative efforts of the villagers and the Government.

B. Medical Facilities

Primary Health Centres

43. It has been stated that the primary health centres have been established to provide medical facilities and preventive health care to the rural population. The primary health centre is planned to be the focal point of coordination of activities regarding the curative, preventive and promotive aspects of health of the community and the individuals in the rural areas.

The main services provided to the Community by the Health Teams of these centres are:—

- (i) medical relief;
- (ii) control of communicable diseases;
- (iii) environmental sanitation;
- (iv) maternity and child health including family planning;
- (v) school health;
- (vi) health education; and
- (vii) verification of vital statistics.

Other national health programmes initiated by the Ministry of Health/Directorate General of Health Services for the eradication of Malaria and Smallpox and control of filaria, leprosy, yaws, venereal diseases, tuberculosis etc. which are at present being carried out by specialised units will be integrated in due course, in the maintenance

phase, with the health services of the Primary Health Centres. The objective is not only to combine the curative and preventive services but also to bring the services to the people at their homes through a regular system of visits to the villages and houses, taking the family as unit for health care.

The aim is to have at least one Primary Health Centre, in each Development Block by the end of the Third Five Year Plan period. An average block covers about 100 villages with an area of 100-250 sq. miles. 4742 Primary Health Centres were functioning on the 30th September, 1965 as against 5238 Blocks in the country. A statement showing the number of delimited blocks, number of Primary Health Centres functioning and the number of Centres without doctors upto 30-9-1965 is given in Appendix II.

A Primary Health Centre has 3 sub-centres attached to it. Each sub-centre is staffed by an auxiliary nurse midwife and is visited, usually once a week, by the Lady Health Visitor, the Medical Officer from the Headquarters Centre, and the Sanitary inspector. Each sub-centre, although it might not be a midwifery outpost, has to provide all services on a limited scale.

It has been stated that so far the Primary Health Centres have not been able to provide the rural population with integrated health services in full measure. The main reasons are:—

- (i) too wide a coverage;
- (ii) inadequate staff and scarcity of trained personnel;
- (iii) lack of orientation in the concept of the rural health services among the workers; and
- (iv) need for greater supervision and guidance from district and state level.

The Government at no time anticipated that the staff provided for a primary health centre would provide complete and comprehensive care for the total population of the block. It was envisaged that the work of the centre would be limited to:—

- (a) an 'intensive' area immediately around each centre and sub-centre; and
- (b) an 'extensive' area comprising the remaining population.

With the skeleton staff available at the Primary Health Centre, the services provided by it are necessarily limited. The centre forms

part of a larger organisation and arrangements have been devised to provide support by way of reference to and consultation with the higher technical personnel posted in hospitals at the sub-divisional and district levels. This arrangement is being further strengthened.

It has further been stated that the Primary Health Centres are being augmented by strengthening of staff, addition of sub-centres, increase in the number of beds from 6 to 10, addition/extension in the buildings of the main-centres, sub-centres and staff quarters and increased provision in respect of drugs and equipment etc. To achieve the goal of comprehensive integrated health care and in view of the special features of the community development programmes the health staff including the doctors are given special orientation in the basic philosophy and concept of the programme and training in the new techniques of extension so that they can work as a team and are able to secure people's participation in the programme. In addition to the health staff, there are a number of other field workers in a block like village level workers, women home economists and social education organisers. All these field workers are multipurpose workers and have been trained not only in extension techniques but also in the fundamentals of positive health, family planning, control of communicable diseases and improvement of environmental sanitation. It is hoped that with the augmenting of staff and resources with the Primary Health Centres and with the provision of increased training facilities, the services in the villages will be improved to a considerable extent to provide the basic health services to the rural population in the near future.

It has been stated during evidence that about 700 primary health centres are without doctors whereas others are inadequately staffed. These 700 centres are assisted by doctors from neighbouring areas who come over there whenever possible. They also receive supervision and guidance at district level.

The Committee appreciate that due to unavoidable handicaps like shortage of trained personnel, lack of finance, delay in the acquisition of land, etc., the number of primary health centres set up falls short of the number of blocks in the country. As non-fulfilment of the target is apt to create a sense of frustration among the people, the Committee feel that before fixing a target, Government should have made a realistic assessment of the availability of essential pre-requisites therefor. The Committee note that about 700 primary health centres are without any doctors and many others are inadequately staffed.

The Committee cannot overemphasise the need for properly equipping and manning a medical centre, set up at a considerable cost, for rendering effective service to the people. They hope that a review of the working of the primary health centres will be made at an early date and deficiencies noted therein made up.

Maternity and Child Welfare Service

44. Maternity and Child Welfare Services are an integral part of primary health centres. Certain number of beds in these centres are reserved for maternity cases. Besides the primary health centres and their sub-centres, an additional 7330 maternity and child welfare centres also serve the mothers in rural areas. The services for the mothers include:—

- (i) pre-natal health supervision both in the clinics and in the homes;
- (ii) delivery services; both institutional and domiciliary;
- (iii) post-natal care in the homes and at the post-natal clinics;
- (iv) family planning services;
- (v) nutrition services by way of diet and drugs supplement; and
- (vi) health supervision of infants and toddlers at the clinics and in the homes.

In the rural areas, majority of normal deliveries are conducted in the mothers' home, only abnormal cases coming to institutions. From 1957 onwards, UNICEF assistance has been available for rural health services in Community Development areas as Maternal and Child Health Services form an integral part of the general health programmes in Community Development Blocks. By June, 1965, 1629 Primary Health Centres had received UNICEF assistance in the form of equipment, drugs and transport.

The following table indicates the maternal mortality and infant mortality rates per thousand of population in 1951 and 1961:—

		<i>Mortality Rate</i>		
		1946*	1951	1962
Maternal]				
	Mortality Rate ..	20	20	10
Infant				
	Mortality Rate ..	137	130	80

*Only registered cases

The Committee note with satisfaction the considerable decline in death rate of infants and of mothers during or after child birth.

Multipurpose Domiciliary Health Service

45. A Committee constituted by the Government of India (1964) under the Chairmanship of the Director General of Health Services had observed—

“It is imperative that in addition to the establishment of rural health dispensaries and hospitals, some form of multi-purpose domiciliary health services be organised as an intrinsic part of the health services to ensure total coverage of the rural population. This expansion and strengthening of rural health services would particularly be valuable for sustaining other mass programmes.”

The representative of the Ministry of Health has informed the Committee during evidence that:—

“today out of 4700 Primary Health Centres, about 1607 Primary Health Centres are providing some form of multi-purpose domiciliary health service, because the existing staff has been very much strengthened on the basis of two workers per 10,000 population—a male worker whom we call basic health worker and a female worker and an auxiliary nurse midwife. Of these 1607 primary health centres, about 1000 centres right upto the district level are fully staffed. In about another 500-600 primary health centres there are still some lacunae as far as staffing is concerned and we frequently review the progress made to fill up this gap.”

The Committee commend the scheme of multipurpose domiciliary health services. They hope that a realistic programme will be drawn up for the extension of the scheme on a phased basis for the whole country. The Committee also hope that a provision will be made for adequate supply of medicines and equipment necessary for the services.

Environmental Sanitation

46. The important elements of environmental sanitation in the rural areas are water supply, safe disposal of excreta and general

sanitation. Several programmes have been undertaken for the provision of water supply in rural areas. The National Water Supply and Sanitation programme of the Ministry of Health covers difficult schemes involving piped water supply and technical skill. Under this programme which was started in 1964, about 1100 schemes had been executed upto 31st March, 1965 at an estimated cost of about Rs. 32.56 crores. For easier areas the execution of water supply schemes is done through the block agency out of the funds available under the local development works programme. Funds are also available for executing simple water supply schemes out of the nucleus funds available in the Community Development schematic budget as well as under the backward classes welfare programme.

The provision of a sanitary latrine is the main factor to improve rural sanitation. As a result of the experience gained in conducting three research-cum- action programmes with the aid of Ford Foundation, designs for suitable types of latrines have been standardised for popularisation in the village areas. Attempts to provide sanitary water-seal privies as a part of a concerted rural health programme met with limited success in the States of Kerala, Madras, Orissa and Uttar Pradesh.

It has been stated that the programme can make much better headway with an improvement in the socio-economic level of the villager and an awareness on his part of the public health importance of such facilities.

The Committee suggest that the Block agencies should take steps to educate the villagers about the importance of environmental sanitation and create in them an awareness of the facilities that are being created for improving rural sanitation. Greater emphasis should be laid on digging of sewage pits, construction of pucca drains, latrines, etc. as these will go a long way in improving the public health in the rural areas.

Control of Communicable Diseases

47. It has been stated that major communicable diseases of national importance for example, malaria, filaria, leprosy, smallpox, tuberculosis, V. D., yaws and trachoma are being controlled under special country-wide programmes in close cooperation with the primary health centres. Other diseases are being controlled through the primary health centre staff. Greater emphasis is being placed on the control of diseases through immunisation, particularly against

cholera, typhoid, diphtheria and tetanus. Malaria has been eradicated in a little over one-third of the country. Smallpox eradication and leprosy control programmes are in an advanced stage. Tuberculosis control is now reaching the villages on an increasing scale through the district tuberculosis programmes and better surveillance is now exercised against cholera.

The representative of the Ministry of Health has stated during evidence that the two epidemics that periodically affect the rural areas are cholera and small-pox. The National Small Pox Eradication Scheme is in the fourth year of its operation. There are not now many epidemics of smallpox particularly this year. He has further stated that there is no national programme for eradication of cholera. It is being done through primary health centres as a part of communicable diseases control. The following tables show the progressive decline in the deaths due to smallpox and cholera in rural areas:—

TABLE I

Statement showing the average death rates per mille of population due to Smallpox in different States of India during the First, Second and Third Plan (upto 1964).

State/Union Territory	Average death rates per mille of population		
	Plan Periods		
	First (1951-55)	Second (1956-60)	Third (1961-64)
I	2	3	4
1. Andhra Pradesh	0.08	0.22	0.05
2. Assam	0.04	0.01	0.01
3. Bihar	0.38	0.19	0.03
4. Gujarat }	0.29	0.18	0.14
5. Maharashtra }			0.08
6. Jammu & Kashmir	N.A.	N.A.	0.02
7. Kerala	0.04	0.06	0.02
8. Madhya Pradesh	0.19	0.27	0.08
9. Madras	0.04	0.08	0.08

I	2	3	4
10. Mysore	0.09	0.17	0.07
11. Orissa	0.37	0.63	0.03
12. Punjab	0.04	0.01	0.02
13. Rajasthan	0.02	0.23	0.12
14. Uttar Pradesh	0.30	0.16	0.10
15. West Bengal	0.26	0.21	0.06
<i>Union Territories</i>			
1. Andaman & Nicobar Islands	..	..	..
2. Delhi	0.03	0.06	0.04
3. Himachal Pradesh	0.01	0.00	0.00
4. Manipur	0.00	0.02	0.01
5. Tripura	0.07	N.A.	0.00
6. Goa	N.A.	N.A.	0.00
7. Pondicherry	N.A.	1.52	0.88
INDIA	0.19	0.18	0.06

NOTE :—Registration figures have been included for the period 1951-62. Notification figures have been used for 1963 and 1964 for which the registration figures are not yet available.

TABLE II

Statement showing the average death rates per mille of population due to cholera in different States of India during the First, Second and Third Plan (upto 1964).

State/Union Territory	Average death rate per mille of population		
	<i>Plan Period</i>		
	First Plan (1951-55)	Second Plan (1956-60)	Third Plan (1961-64)
I	2	3	4
1. Andhra Pradesh	0.16	0.11	0.06
2. Assam	0.03	0.00	0.00
3. Bihar	1.50	0.14	0.06

1	2	3	4
4. Gujarat }	0.09	0.08	0.00
5. Maharashtra }			0.06
6. Jammu & Kashmir	N.A.	N.A.	0.04
7. Kerala	0.03	0.00	0.00
8. Madhya Pradesh	0.19	0.06	0.01
9. Madras	0.15	0.03	0.06
10. Mysore	0.14	0.04	0.07
11. Orissa	0.38	0.27	0.07
12. Punjab	0.00	0.00	..
13. Rajasthan	0.00	0.00	0.00
14. Uttar Pradesh	0.10	0.11	0.04
15. West Bengal	0.20	0.12	0.20
<i>Union Territories</i>			
16. Andaman & Nicobar Islands	..	..	..
17. Delhi	0.00	0.00	..
18. Himachal Pradesh	0.00	0.00	0.00
19. Manipur . . . . .	..	0.03	0.02
20. Tripura	0.04	N.A.	0.00
21. Goa	N.A.	N.A.	..
22. Pondicherry	N.A.	0.02	0.13
INDIA	0.17	0.09	0.05

NOTE :—Registration figures have been included for the period 1951-62. Notification figures have been used for 1963 and 1964 for which the registration figures are not yet available.

N.A. = Not available.
 — = Nil
 0.00 = is less than 0.005

While the Committee are glad to note that death rate due to preventable diseases like cholera and small-pox has been going down, they consider that there is scope for further improvement in this matter leading almost to total elimination of deaths due to these diseases.

Family Planning

48. Facilities for family planning in the rural areas are mainly provided through the primary health centres and their sub-centres. Camps are also organised for carrying out sterilisation operations and providing I.U.C.D. insertion services by mobile family planning units in the rural areas. The Block extension team and the Panchayats are fully involved in the organisation of these camps. As a result of the review made by the Central Family Planning Board in April, 1963, the Government of India sanctioned a re-organised programme laying considerable emphasis on providing family planning education and services in the rural areas. Under the reorganised family planning programme, district and block level family planning staff is being considerably strengthened. The district family planning bureau, headed by a District Family Planning Medical Officer, will have also on its staff two Assistant Surgeons (one male and one female) and two district extension educators. It is to organise, supervise and give the lead to the family planning programme in the district. The district bureau is provided with an audio-visual van and mobile family planning clinic for organising educational programmes and camps for performing operations and providing I.U.C.D. insertion services. At the Block level the medical staff of the rural family planning organisation will consist of one assistant surgeon (female) and one extension educator. They will work as a part of the primary health centre and in close collaboration with the other health staff. Family Planning and Health assistants and auxiliary nurse mid-wife would be provided in six sub-centres in each block. In addition to the official staff, there will be a large network of voluntary workers called Pariwar Kalyan Sahayaks/Sahayakas. The duties of these workers will be supportive in nature. This re-organised programme has been accepted in principle by all the States and is at various stages of implementation. In some States, such as Kerala and Maharashtra, the family planning programme has been completely re-organised on these lines and staff is already in position. Out of a total of 15,808 family welfare planning centres and contraceptive distribution centres in the country, 13,900 have been set up in the rural areas. As against 5,223 blocks, there are 4561 family planning organisations in the rural areas.

The Committee are glad to note that facilities for family planning are being provided in the rural areas on an increasing scale and that the reorganised programme laying considerable emphasis on providing family planning education and services in the rural areas is at

various stages of implementation. The Committee feel that there is need for the setting up of a Family Planning Centre with proper personnel and equipment in each Block. In the opinion of the Committee, family planning should primarily be considered as a social problem and therefore greater emphasis should be laid on the welfare of the family as a unit of society. There is need for creating among the rural population a motivation for having a small family and a higher standard of living. The Committee suggest that available media of mass communication should be utilised for the rapid dissemination of information and education on family planning. The Social Education Organisers/Mukhya Sevakas should be actively associated with the propagation of the family planning programme.

The representative of the Ministry has informed the Committee during evidence that it has not been possible to appoint a lady doctor oriented in family planning in each block because of the difficulties in securing lady doctors and their unwillingness to go to the villages. He has further stated that Government have recently appointed a scheme under which stipends would be given to a stipulated number of women students in various medical colleges in the country every year at the rate of Rs. 100/- per month subject to their giving a bond to serve Government for a minimum period of three years after qualifying.

The Committee understand that initially 500 students would be given stipends and this number would be increased by 500 every year up to the fifth year, after which 2,500 women students, who would be ready to take up family planning work after graduation, would be studying in medical colleges.

As regards the steps taken to popularise family planning, the representative of the Ministry has stated during evidence as under:—

“In all the training centres for Gramsevikas, Gramsevakas and Social Education Organisers and in the Study and Orientation Centres, family planning is included in their syllabus of training. Also for the non-official members of panchyati Raj institutions, where there are training programmes going on, the subject of family planning is also included. The object is that these workers will educate the people and create a climate for acceptance of family planning.”

Honorary Education Leaders Scheme

49. It has been stated that under the "Honorary Education Leaders Scheme" educated men and women are given training in family planning and then sent to rural areas where they organise mass meetings. They are paid an honorarium of Rs. 2000|- per annum for incidental expenses. To start with, the scheme has been introduced at district level and 159 districts have been covered so far.

While the Committee appreciate the necessity of giving training to villagers in family planning methods, they are not sure whether this objective is adequately fulfilled by the Honorary Education Leaders' Scheme under which educated women are sent to rural areas for giving training in family planning. The Committee suggest that an appraisal may be made about the working of the Scheme before it is introduced in other areas.

Supply of contraceptives

50. It has been stated that the primary health centres are the main stocking place for contraceptives. They pass them on to the honorary depot holders who are appointed in each village. There are 5,000 such depot holders and the number is being increased.

The Committee note that as against 5223 blocks, there are only 5000 depot holders for selling contraceptives which work out at one depot for more than one block. They feel that the number of depots in villages should be doubled so that the contraceptives become easily available to more people. They further suggest that wherever cooperatives are in existence, they should be made to serve depot holders for the sale of contraceptives.

CHAPTER VI

EDUCATION AND MASS COMMUNICATION

A. Education

51. Education is the focal point of all planned development. The Community Development Programme has to develop all village people to become responsible and responsive citizens capable of applying science and technology and making wise decisions and contributions in the building of new India. The village school has to be a focal point for rural education and service.

Educational Institutions in Rural Areas

52. It has been stated that as per information available in the Third Plan document and with the Ministry of Education, the number of educational institutions set up in rural areas by the end of Second Plan is as under:—

Number of Educational Institutions, 1960-61

(i) Primary Schools	3,01,762
(ii) High/Higher Secondary Schools	8,965
(iii) Others	1,00,031

In the Second Plan, coverage of villages with a population of 500 or more by schools was laid down as the target.

The representative of the erstwhile Ministry of Community Development and Cooperation has informed the Committee that primary education has been taken over in some states by the Panchayati Raj and to make the schools more attractive, mid-day meals scheme has been introduced. "These are the channelised efforts so far as Block agencies are concerned. In addition to that the Ministry of Education has their substantive programmes".

The representative of the Ministry of Education has stated during evidence: "Under Art. 45 of the Constitution, the State is required to provide free and compulsory education for all children upto the age of 14. This requirement was to be completed by 1960. Unfortunately that has not been possible, but there is continuous progress."

The following table gives the percentage of children of different age groups attending schools during 1961-62, the estimated percentage of school-going children at the end of the Third Plan and the target for the Fourth Plan:

Age Groups	1961-62	1965-66 (Estimate)	1970-71 (Target)
6—11	67·8%	78%	93%
11—14	26·4%	33%	46%
14—17	12·5%	18%	22%

The representative of the Ministry of Education has further informed the Committee "that education upto 11 years is free everywhere. In every State step by step higher age groups are being brought under the programme of free education. For example, in the Union Territories, which are more directly responsible to the Central Government, we have already made education free upto the 8th class."

The Committee regret to note that the expected progress has not been made in the direction of primary education in the rural areas inasmuch as only 78 per cent of the school going children of the age-group 6—11 are estimated to attend schools at the end of the Third Plan, and the number is smaller still in regard to children of the age-group 11-14. The Committee also note that even at the end of the Fourth Plan there is not expected to be hundred per cent coverage in respect of children of the age-group 6-11 and primary education has not been made free and compulsory in the country as required in terms of Art. 45 of the Constitution.

The Committee suggest that the feasibility of providing incentives to the needy children in the shape of free or subsidised supply of books and uniform with the assistance of public contributions may be examined with a view to increase the percentage of the school-going children in villages.

The Committee also attach great importance to pre-primary education through *balwadis* and nurseries in the rural areas and would suggest that suitable allocations should be provided for these institutions so that they can function in better conditions and do not have to depend primarily on public charities.

53. The representative of the Ministry of Education has informed the Committee during evidence that matriculation is the minimum qualification prescribed for primary school teachers. But only third divisioners who cannot find anything better take to the teaching profession generally. The basic material is not of the first rate and is difficult to make up the deficiency by training. He has further stated that "for primary school teachers, 2 years' training is absolutely necessary but due to limitation of funds etc. more or less the teachers' training programme going on for the last 4 or 5 years have been reduced from 2 years to one year". It is practically 9 months training. The Government hope to improve the standard in due course.

The representative of the erstwhile Ministry of Community Development and Cooperation has stated that the salaries of primary school teachers are very low and Government are trying to find more resources to upgrade the salaries.

The Committee have been informed that the position about the inspection of schools is not satisfactory. The number of schools has increased manifold but the inspectorates have not increased proportionately.

The Committee are concerned to note that the duration of teachers' training programme has been reduced to bare nine months although it has been realised by Government that there is a deterioration in the quality of primary school teachers. The Committee feel that lack of incentives, meagre salaries, irregular payment, absence of proper inspection, etc., are the contributory factors for the poor standard of teachers in the primary schools. The Committee hope that consistent with the country's financial resources and the necessity for expansion of education, every effort will be made to provide adequate training to and to ameliorate the conditions of primary school teachers whose job it is to mould and transform young minds in the formative and susceptible stage.

Agricultural Education at School Level

54. It has been stated that at the primary level, the curriculum in all schools, rural and urban, follows broadly a similar pattern. At the higher levels, agriculture is generally included in the curriculum in the rural areas. There are 31 post-basic schools and the students of these schools are made familiar with agricultural practices. It has been stated that the 'bias towards agriculture has not there been in a big way. This important deficiency has been felt by Government'.

The Committee have been informed during evidence that in pursuance of the recommendations of the Secondary Education Commission, 400 multi-purpose schools have been started which offer agricultural stream as part of multi-purpose activity.

A Working Group was set up with representatives of some of the Ministries concerned to study the performance of these multi-purpose higher secondary schools. The Working Group have come to the conclusion that there should now be a type of school like the junior technical school for imparting agricultural education. The report of the Working Group is under the examination of the Planning Commission and the Ministry concerned. It is stated that this problem is also being studied by the task force on agricultural education of the Education Commission. In the meanwhile, to remove some of the bottlenecks, the Ministry of Education have started four regional teachers' training colleges at Ajmer, Bhopal, Mysore and Bhubaneswar, particularly for training agricultural graduate teachers and teachers for other practical subjects introduced in the multi-purpose schools.

The Committee would like to stress the need for imparting an agricultural bias in the curriculum of the Basic Schools, in the rural areas. They suggest that with a view to making adequate land, irrigation and other facilities available to the students in agricultural schools, nearby Government farms or seed farms should be attached to such schools for this purpose. The Committee further suggest that the multi-purpose schools in the rural areas should take up the task of imparting agricultural education to students.

Social Education

55. Social education has an extremely vital role to play in Community Development as it equips people with the basic skills of reading and writing and with the fundamental knowledge for citizenship, integrates education with reconstruction by promoting individual group and community action for common development and assists in the promotion of social harmony and solidarity and the eradication of social evils. In fact, it is the responsibility of this programme to foster amongst the rural people the community sense as also the desire to live a better life.

In an under-developed country such as India, there can be no economic development without social change which has to be brought about in the rural communities through effective functioning of Panchayati Raj institutions as the instrument of grass-root democracy, the growth of cooperative movement, strengthening of

associate organisations like Yuvak and Mahila Mandals and building up local leadership. The social change has been directed towards the establishment of an integrated structure of the rural community with appropriate place being given to the needs of the socially backward and weaker sections of the community.

The Committee realise that Community Development programmes are expected to bring about a social change in the rural community through the effective functioning of the rural institutions, development of the rural economy and the cooperative efforts of the officials and the community. The Committee feel that it would be a retrograde step if the community development aspect is relegated to the background an over-riding emphasis now laid on increasing agricultural production.

The Committee feel that the Social Education Organiser should have been treated as the king-pin of the Community Development Programme. The Committee, however, regret to note that out of all the functionaries of the Block, the Social Education Organiser has so long been relegated to a position of least importance. The Committee would suggest that Government may consider whether, in view of the over-riding importance now given to agriculture, there should not be a separate department or agency for the development of Community sense of which the Social Education Organiser should be an important functionary.

B. Mass Communications

Audio-Visual Aids

56. To enable the people to understand social and material changes flowing from planned development, a variety of audio-visual aids has been developed; these include graphs, diagrams, models, posters, photographs, pamphlets, cartoons, slide projectors and flannel graphs, besides radio and motion pictures.

While the Committee appreciate the usefulness of Audio-Visual Aids as a medium of mass communication, they feel that the Block agency should also utilise the mobile publicity vans in a greater measure.

Folk Arts

57. Folk media of communication such as Kathas, Yakshagan, Durrakatha, Ballets, *Yatra*, open air theatre, etc. have been popular in the countryside from ancient times. These have been made use of to a limited extent for the propagation of new ideas. Many of these techniques however are culture-bound and call for much

intelligent adaptation to act as vehicles of new thought. Publicity through drama, puppet show, folk play, poetic symposium (*kavi sammelan, mushaira* etc.) is also carried on in the blocks to the extent possible. The Song and Drama Division of the Ministry of Information and Broadcasting is the main agency for conducting publicity through the traditional modes of folk media popular in different areas. The programmes in the field are arranged on the Division's behalf of the field publicity units and the Block Administration.

The representative of the Ministry of Information and Broadcasting has informed the Committee during the evidence that more than 3,000 song and drama programmes are annually arranged to be shown in rural areas under this programme.

In the opinion of the Committee folk art in the form of songs, ballads, plays, puppet shows, etc. has immense possibilities as a medium of mass communication. But these should be purposeful with some civic, spiritual, developmental and moral contents. They should be instructive without being too didactic. The Committee suggest that a coordinated programme of publicity through various forms of folk art should be drawn up by Government in consultation with State Governments for implementation during the Fourth Plan period. The Committee also suggest that the assistance of non-official organisations, amateur groups and social welfare agencies should be enlisted for arranging cultural programmes in the rural side.

Motion Pictures

58. In a written note furnished to the Committee the erstwhile Ministry of Community Development and Cooperation has stated that in the early years of the community development programme, each block was supplied with a film projector. Subsequently, the general practice has been to pool available equipment at the district level, generally under the District Publicity Officer, who arranges for film shows in villages according to a programme drawn up in advance. While the available equipment is being put to good use, the use of the medium of the cinema in an extensive manner has not been possible on account of limitation of funds for purchase of equipment and limited supply of films.

The production of documentary films is almost exclusively done by the Film Division of the Government of India. The exhibition of the documentary films produced by the Films Division is, however, mainly confined to the commercial circuit in the urban and

semi-urban areas. The demand for this medium is almost universal in the rural areas. This is sought to be met by the Field Publicity Units of the Government of India as well as the Information and publicity Units of the State Governments at district headquarters. While arranging film shows, opportunity is taken to give introductory talks to the audience on the subjects of the film and linking them with the national objective. The Field Units of the Directorate of Field Publicity conduct nearly 20,000 film shows every year. The field units of the State Governments also keep on visiting the villages and giving film shows.

Since cinema is an effective channel of mass communication, the Committee suggest that a programme of preparing documentaries on community life and community development projects should be drawn up on an annual basis in consultation with State Governments. Care should, however, be taken that there is no duplication of efforts as between the Central and State field publicity units.

Mobile Publicity Units

59. The Committee have been informed during evidence that the Ministry of Information and Broadcasting has got a field publicity Directorate which has 86 publicity units attached to it, each having a publicity van. These vans move from village to village. During 1964-65, these publicity units remained on tour for more than 6 months and 60 per cent of the time was spent in the rural areas. These are not intended to cover the entire country because "they are conveying only particular programmes which are from the Ministry". The main publicity is done by the State Information Department.

The Committee feel that the existing number of mobile field units is far too inadequate considering their areas of operation. The Committee suggest that the number of mobile field units should be augmented and their activities extended. The mobile field units should particularly visit less accessible and backward areas.

Supply of Community Sets

60. It has been stated that the Government of India have been giving subsidy to State Governments equal to 50 per cent of the cost including cost of loudspeaker and aerial, kit and battery pack for the dry battery set, subject to a ceiling of Rs. 125 per set. These sets conform to the specification approved by the Indian Standards Institution. They are pretuned to All India Radio in each region. Not less than 25 per cent of the cost of the sets is recovered by

State Governments from the villagers themselves. One of the conditions of the supply is that the sets will be maintained in an efficient working order by the State Governments and the entire expenditure on maintenance, replacement of parts, repairs, servicing etc. will be borne by the States. Even the State Governments have been authorised to recover part of the expenditure on maintenance from the village community. Worn out sets are to be replaced by the States at their own cost. The villages selected should have a population of 1,000 to 5,000. This criterion is, however, relaxable at the discretion of the State Governments.

West Bengal did not participate in the scheme; Madras and Rajasthan ceased to participate in the scheme subsequently. These three States have their own arrangements for the purchase, installation and maintenance of the community listening sets.

So far about 1·86 lakh sets had been installed in the States, including the non-participating States. It is estimated that the number will mount to 2·35 lakhs by the end of Third Plan. It was observed that the slow progress was primarily due to the following causes:—

- (1) Some of the State Governments are not enthusiastic on installation and maintenance of community sets. They are less keen on incurring expenditure on replacements without any subsidy.
- (2) Lack of enthusiasm on the part of some of the State Governments is due *inter alia* to the difficulty in the maintenance of radio sets. Some of the States do not have efficient maintenance machinery and expenditure on maintenance is also high.
- (3) The industry is also reluctant to produce a large number of community receiving sets owing to a small profit margin.

It has been stated during the evidence that about thirty to forty per cent of the community sets remain out of order. Maintenance of these sets is the responsibility of State Governments. A number of States, viz., Kerala, Mysore, Maharashtra, Gujarat and Andhra Pradesh have got efficient arrangements and 90 per cent of their sets are in working condition. Similarly non-participating States of West Bengal and Madras have also developed efficient maintenance machinery in their States.

The Committee are distressed to note that 30-40 per cent of the community listening sets remain out of order. The Committee feel that maintenance of the sets already installed is as important as the

installation of the new ones, as otherwise this would result in infructuous expenditure and their purpose would be defeated. The Committee suggest that Government may examine the question of proper maintenance of the community listening sets in consultation with the State Governments.

Radio Rural Forums

61. In November, 1959, All India Radio introduced a new institution in village life through the radio rural forums. It has been stated that the forum is an organised listening group of 15 to 20 persons representing a cross-section of the village community and meets on a specific day each week, on which a special programme for forum is broadcast by the regional station. At the end of the programme, the members of the forum hold a discussion on the main topics of the programme and in case they have any doubts or wish to seek further information, they write back to the radio station. The queries of the listeners are answered the following week in the radio broadcast.

It has been stated by the representative of the Ministry of Information and Broadcasting that the forums have established a two way traffic between the villagers and the radio stations. They have been found to be quite effective. 12,225 forums have been established and the target for the Fourth Plan is 25,000 forums. About 74,618 queries of these forums have been answered in 1965.

The Committee note that 10,000 Radio Rural Forums have been established to maintain contacts with the villagers. They would suggest that an appraisal of the working of the Forums may be undertaken along with any expansion of the programme in the Fourth Plan period.

CHAPTER VII

RURAL CREDIT AND INDEBTEDNESS

62. The provision of adequate credit for agriculture has assumed growing significance in recent years in the context of the important place accorded to agricultural development and increased agricultural production in the Five Year Plans.

A. Short and Medium Term Credit

63. Farmers requires short-term credit for purchase of fertilizers, better seeds, pesticides, herbicides, etc. The major institutional agency which supplies credit is the cooperative. The cooperative credit structure for disbursement of short (and medium) term credit is a three-tier system with the primary agricultural credit societies at the village level, the Central Banks at the district level and apex banks at the State level. It has been stated that a major plank of Government policy has been to strengthen the cooperative credit structure to enable it to meet increasingly the credit requirements of farmers. The progress in the supply of agricultural credit is as follows:—

Year	No. of Societies (in lakhs)	Membership (millions)	Loans Short Term (Rs. in million)	disbursed Medium Term (Rs. in million)
1950-51	1.05	4.4	229	..
1960-61	2.12	17.00	1,829	199
1963-64	2.10	23.7	2,680	291

It is expected that by 1965-66 the membership will go upto 30 millions and loans advanced to about Rs. 4,000 million (Short and medium term).

The Committee have been informed during evidence that the membership of the cooperative credit societies is about 45 per cent of the agricultural population in the country as a whole. Incentives are being given to societies by way of outright grant, share capital contribution and also managerial subsidy so that they can maintain

a whole-time manager to look after the work of increasing membership. The loans under the crop loan system are extended on production requirement and not on the basis of security.

In addition to cooperative credit, Government also gives taccavi loans to farmers, who are not members of cooperative societies, for purchase of fertilizers, seeds, pesticides, etc. The amount of taccavi made available for all productive purposes (short and medium-term taccavi and long-term taccavi) has been about Rs. 20-22 crores a year during the years 1962-63 and 1963-64. The policy of Government, however, is that cooperatives should be the only institutional agency for provision of all productive credit in the long run, and where cooperatives are in a position to undertake this task, Government should discontinue taccavi and place taccavi resources at the disposal of the cooperatives.

It has been stated that by the end of the Fourth Plan, 75 to 80 per cent of the agricultural families are expected to be covered. A statement showing the trend of progress of Primary Agricultural Credit Societies in India is given below.

Primary Agricultural Credit Societies Trend of Progress—All India

	1950-51 beginning of 1st Plan	1955-56 beginning of 2nd Plan	1960-61 beginning of 3rd Plan	1963-64*
I	2	3	4	5
I. Coverage & Membership				
1. Number (lakhs)	1.05	1.60	2.12	2.10
2. Percentage of villages covered	N.A.	N.A.?	75	83
3. Membership (in million)	4.41	7.79	17.04	23.73
[4. Percentage of rural population covered	7	12	24	31

*Figure for 1963-64 are provisional. N.A. : Not available.

1	2	3	4	5
5. Average membership per society (number)	45	49	80	113
II. Resources				
6. Share Capital (Rs. in millions)	76.1	168	577.5	922.8
7. Average Share Capital per society (Rs.)	727	1051	2722	4402
8. Deposits (Rs. in million)	42.8	70.4	145.9	260.6
9. Average deposits per society (Rs.)	408	441	688	1243
10. Working Capital (Rs. in million)	372.5	791.0	2739.0	4404
III. Operations				
11. Loans advanced during the year (S. T. M.T.) (Rs. in million)	229	496.2	2027.5	2971.4
12. Average loans advances per society (Rs.)	1983	3102	9558	141.71
13. Average loans advanced per member (Rs.)	44	64	119	125

The Committee note that the membership of primary Agricultural Credit Societies has increased from 4.11 million in 1950-51 to 23.73 million in 1963-64. The Third Plan envisaged that the membership of Primary Cooperative Societies would increase to about 37 million covering about 64 per cent of the agricultural population. The Committee do not think that this target would be reached by the end of the Plan period. The Committee also note that the deposits of Primary Agricultural Credit Societies has increased from 42.8 million in 1950-51 to 260.6 million in 1963-64. The Committee note that this falls short of the target of 420 million by the end of the Third Five Year Plan period.

The Committee suggest that the villagers should be educated by the block agencies about the facilities available for loans under

different incentive schemes and persuade them to become the members of cooperative societies. Efforts should be made to cover a larger percentage of agricultural families by the end of the Fourth Plan.

Long-term Loans

O

64. The Committee have been informed that the cooperatives also give long-term loans to farmers for land improvement, digging of wells, installation of pumping sets, etc. The agency for this purpose is the Land Mortgage Banks which consist of a two-tier structure with the Central Land Mortgage Bank at the State level and the primary banks at the district/taluka level. The progress achieved in the issue of long-term loans is as under:—

Long-term Loans

Year	No. of Primary Land Mortgage Banks	Amount outstanding with individuals of Central Land Mortgage Bank and Primary Land Mortgage Banks
		(Rs. in crores)
1950-51	286	6.59
1955-56	302	13.47
1960-61	463	37.74
1963-64	583	92.01

The Committee feel that the rate of setting up of Land Mortgage Banks at district/taluka level is not satisfactory. They hope that a larger number of districts will be covered during the next Plan period.

B. Agricultural Credit Corporation

65. The Committee have been informed during evidence that a proposal is under consideration for setting up of agricultural credit corporations for strengthening the credit structure in those areas

where it is weak, viz. Orissa, West Bengal, Bihar, Assam and Rajasthan, and the Union Territories of Manipur and Tripura. The corporations would be a transitional measure till the co-operative credit structure in those areas is made sufficiently strong to undertake the responsibility of providing credit to the farmers. State-wise details of loans advanced by Primary Agricultural and Credit and Multipurpose Societies during 1963-64 is as under:—

State	No. of Societies	Membership in thousands	Loans advanced (Rs. in lakhs)
Andhra Pradesh	15,518	1,902	2,512
Assam	5,244	334	16
Bihar	19,568	1,360	525
Gujarat	8,190	1,023	3,299
Jammu and Kashmir*	1,204	274	89
Kerala	2,421	1,174	1,004
Madhya Pradesh	17,494	1,347	2,499
Madras	11,585	3,746	4,122
Maharashtra	19,938	2,321	5,693
Mysore	9,365	1,659	1,518
Orissa**	5,443	420	503
Punjab	19,801	1,674	1871
Rajasthan	12,474	891	499
Uttar Pradesh	46,231	4,585	4,818
West Bengal	13,040	775	639
Union Territories	2,116	243	107
TOTAL	2,09,622	23,728	29,714

Data relate to 1962-63.

*Data are exclusive of Graingola Societies.

The Committee hope that an early decision will be taken on the proposal to set up agricultural credit corporations in the States of Assam, Bihar, Orissa, Rajasthan, West Bengal, etc., where the credit structure is weak, so that the agriculture production does not suffer in these States for an indefinite period.

C. Agricultural Refinance Corporation

66. The Committee have been informed that in July, 1963, the Government established an Agricultural Refinance Corporation for making available medium and long term loans for special development purposes, e.g. land reclamation in areas brought under new irrigation projects, development of plantation crops in compact areas etc. Upto 30th June, 1965, the Corporation has sanctioned schemes worth Rs. 23.41 crores to be routed through the Land Mortgage Banks.

The Committee feel that Agricultural Refinance Corporation may be approached for considering the question of extending its facilities and granting refinance to scheduled banks in respect of advances made for food processing units and industries manufacturing machines and equipment for mechanisation of agricultural production.

Government Participation in Societies

67. The Committee have been informed that the principal recommendation of the V. L. Mehta Committee on Rural Credit was that the credit should be made available to the agriculturists on the basis of the production requirements and the repaying capacity. That Committee suggested that in order to make increasing credit available to the agriculturists on the basis of the requirements, the share capital of the societies should be strengthened by Government participation in the share capital of societies. This important recommendation was considered by the Conference of the Minister of Co-operation in 1960 and subsequently accepted by the National Development Council. The recommendation is being implemented during the last few years. By March 1965, nearly 12,000 primary credit societies excluding large sized societies would have been State partnered and nearly Rs. 3,54 crores have been contributed to their share capital by various State Governments. To enable the State Governments to take the shares in the Primary Societies, the Reserve Bank maintains 'long-terms operations fund' and loans are made available to the State Governments for the purpose.

The Committee feel that despite the loan facilities provided by the Reserve Bank, only small percentage (about 5 to 6 per cent) of

Societies have been covered under the 'Government participation Scheme'.

The Committee suggest that efforts should be made to cover a larger number of societies under this scheme by the end of the Fourth Plan.

D. Crop Loan System

68. The representative of the Ministry of Community Development and Cooperation has stated during evidence that the existing financial assistance in the form of loans provided to the agriculturists all over the country is not adequate. He has informed the Committee that the available financial assistance is adequate only in certain areas where the 'crop loan' system has been implemented in a proper way and loans are given to the agriculturists according to their production requirements. In certain areas where the 'crop loan' system has not been implemented fully and where the co-operative credit institutions suffer from shortage of resources, the agriculturists are not getting adequate loans.

He has further stated that 'crop loan' system has already been implemented in Maharashtra and in parts of Gujarat and Madras besides the Intensive Agricultural District Programme districts of other States. Efforts are being made to implement the system in other areas. It has been accepted unanimously as the programme for the Kharif season 1966.

The Committee feel that with the wider and fuller implementation of the 'crop loan' system, which has been accepted as the policy in every State in the last conference of Ministers of Cooperation held in Bombay, the agriculturists would be getting more of their credit requirements through the cooperative channels. The Committee, therefore, suggest that the need for the early implementation of the 'crop loans' system throughout the country should be emphasised on all the State Governments.

Loans to Weaker Sections

69. The Committee have been informed that in the interest of agricultural production and in order to encourage cooperative credit societies to admit to their membership all classes of cultivators including marginal and sub-marginal cultivators, landless tenants, etc., and to provide them with adequate credit on the basis of their production requirements and repaying capacity, a scheme of outright grants to primary societies and central banks for providing special bad debt reserves has been formulated on the basis of the recom-

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mentation of the Committee on Co-operative Credit (1960). These outright contributions are being made at the rate of 3 per cent and 4 per cent, respectively of the additional loans disbursed by primary societies and central banks during the year over those advanced by them during the preceding year; in the Intensive Agricultural District Programme districts the enhanced rates of 4 per cent and 2 per cent, respectively are applicable.

The representative of the Ministry of Community Development and Cooperation has informed the Committee during evidence that a small Working Group has been set up by the National Co-operative Development Corporation to study the question of loans given to weaker sections—marginal, sub-marginal cultivators and landless tenants. The Group has tentatively found that in a few societies which were studied the loans given to these 'weaker sections' (as defined in different States) in the course of the last three years have increased by about 20—25 per cent.

The Committee suggest that these outright grants to primary societies and central banks as special bad debt reserves should be directly related to the assistance provided by them to the weaker sections, and not merely on the present basis of total increase in the loans granted. These grants should be specifically earmarked to cover the risks of the primary societies and central banks in lending to the weaker sections only.

E. Rural Pilot Centres Scheme

70. The Committee have been informed in a written reply that the State Bank has devised a scheme (popularly known as "One Man Bank Scheme") which is called "Rural Pilot Centres Scheme", the main object of which is to assist in the provision of credit for production, agricultural and industrial, in rural areas. The Pilot Scheme envisages establishment of "Pilot Centres", i.e. each selected branch, existing or new, will cover a number of villages roundabout and not merely the small town or village in which the bank is located. Moreover, the branches at the Pilot Centres will not only implement the liberalised policy of 'Agricultural Finance and Rural Industries Finance' envisaged under the scheme, but will also undertake, or continue to undertake, other normal banking functions.

The Pilot Centres will, to start with, be initiated at the existing branches and pay offices (after upgrading them into branches), where possible. Where necessary, however, new branches will be opened. It is proposed to select, in the first stage, a district each from some of the States. From within each selected district, two or more Pilot Centres are proposed to be selected. Among the various

criteria which are proposed to be considered while selecting a district, those requiring special mention are: (a) the district should have fair potentialities for agricultural development, and from the cooperative angle, should not be among the most "developed" in the States, (b) some schemes for development, such as rural electrification, irrigation, etc., should be in progress and (c) the area should not be too vulnerable to famine, floods and other natural calamities.

The scheme for the establishment of Rural Pilot Centres was placed before the Informal Group on Institutional Arrangements for Agricultural Credit who have broadly approved of the Scheme. The details of the Scheme are now being worked out.

The Committee hope that the working details of the Rural Pilot Centres Schema will be completed early and some Pilot Centres opened in the very near future.

The Committee, in this connection, would like to stress that the farmers are accustomed to obtain credit in an informal way. It may be examined whether some of the producers for supplying credit can be simplified and credit made available to the farmers in a less formal manner.

F. Role of Commercial Banks

71. The Committee have been informed during evidence that according to the provisional estimate of the All India Rural Debt and Investment survey 24 per cent of the agricultural credit comes from cooperative sources and 76 per cent from other sources. The break-up of this 76 per cent coming from sources other than the cooperative is not available. The 1961-62 survey carried out by the Reserve Bank did not bring out this except that the Government loan was about three per cent, raising the total percentage of loans from institutional sources to 27 per cent. It has further been stated that the share of commercial banks towards agricultural credit does not exceed one per cent.

While conceding that cooperation is a good way to render service to the farmers, the Committee feel that to the extent possible the participation of other institutional sources of credit also for filling, the 'gaps' and inadequacies of the existing credit structure, should be encouraged.

The Committee feel that it may be desirable to encourage commercial banks also in the field of agricultural credit. Their field of activities could be specified. They may confine to such types of credit which the co-operatives do not provide. This will eliminate the chances of wasteful competition between the two agencies.

The Committee suggest that the various facilities offered by the Reserve Bank to the co-operative banks may be extended to the commercial banks to the extent that such banks finance agriculture.

G. Small Savings in Rural Areas

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

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

The representative of the erstwhile Ministry of Community Development and Co-operation has informed the Committee during evidence that, "we do not encourage collections as a direct effort by the Block staff. But, as far as possible, on all possible occasions, they try to propagate the various small savings measures. The co-operative movement is very much part of the Block activity. I do not know whether the exhibitions are conducted for this particular purpose (small savings campaign). In general exhibitions or gatherings, this figures as an item of interest."

The Estimates Committee in their Forty-Fifth Report (1956-57)

on the Ministry of Community Development and Co-operation recommended:—

“that there is a great scope for popularising the small savings movement in villages and suggest that this item may be included as one of the aims of the Community Development Programme and the Village Panchayats should be encouraged to take active interest in organising the small savings campaigns on the lines suggested by the Fifth Development Commissioners’ Conference in their areas. The Committee also suggest that the results achieved should be included in the Annual Reports of the Community Project Administration (now Ministry of Community Development and Co-operation)”.

The Committee reiterate their above recommendation and further suggest that meetings and exhibitions should be organised for inculcating the benefits of thrift and for avoiding wasteful expenditures. There should also be campaigns for small savings by the Block Development Officers with the assistance of District Saving Officers.

The Committee feel that besides the gainful investment of savings on improved agricultural practices, investments can be made in co-operative shares, postal savings, bank deposits, National Bonds, and insurance of all sorts as these will not only encourage savings habit and provide incentive to earn more but they will also afford a guarantee and security for loans and advances which the cultivator needs for some of his seasonal requirements for larger agricultural inputs.

H. Rural Indebtedness

73. In a written reply, the Committee have been informed that in 1951 the Reserve Bank of India conducted a Rural Credit Survey. Based on this survey, it was estimated that the average debt per rural family at the end of 1951-52 was of the order of Rs. 283. The average annual borrowings of agriculturists were estimated at Rs. 750 crores.

In 1961-62, the Reserve Bank conducted an All-India Debt and Investment Survey. The results of this Survey are still being analysed. According to the provisional estimates the outstanding average debt per rural household as on 30th June, 1962 was Rs. 406. Also the borrowings of all cultivating households during 1961-62 were about Rs. 1030 crores and of all rural households were Rs. 1237 crores.

The representative of the erstwhile Ministry of Community Development and Co-operation has informed the Committee that “ap-

proximately if we compare with the earlier figures of 1951-52 survey, then the survey of 1961-62 does not indicate any increase in the net indebtedness for non-productive items, but for production, of course, the expenditure has been going up. Therefore, there has been a certain amount of increase in the scales of advancing in the agricultural production. In 1952 the borrowings were Rs. 750 crores which compare favourably with Rs. 1034 crores in 1961-62." He has not been able to give the latest position in this regard as no All-India survey has been carried out after 1961-62.

The Committee appreciate the necessity of larger loans to farmers for better agricultural production, but at the same time they are not sure whether the indebtedness of the farmers or their dependence on the village money-lender has decreased to any considerable extent. The Committee feel that it would be desirable to conduct limited studies, on a regional basis, at shorter intervals to gauge the extent of rural indebtedness, and dependence of the farmers on village money-lenders.

CHAPTER VIII

RURAL INDUSTRIES

A. Industries Programme

74. According to the Third Plan Report, the main objectives to be kept in view in implementing the programmes for village and small industries in the Third Plan were:

- (i) to improve the productivity of the worker and reduce production costs by placing relatively greater emphasis on positive forms of assistance such as improvement of skill, supply of technical advice, better equipment and credit, etc.;
- (ii) to reduce progressively the role of subsidies, sales rebates and sheltered markets;
- (iii) to promote the growth of industries in rural areas and small towns;
- (iv) to promote the development of small scale industries as ancillaries to large industries; and
- (v) to organise artisans and craftsmen on co-operative lines.

The Third Plan Report pointed out that a comprehensive programme of rural industrialisation will have to take into account the various aspects of development in each year and it would be necessary to ensure that close co-operation of the various institutions and agencies working at the regional and block levels is obtained for preparing local plans and implementing them.

The Mussorie Conference on Community Development held in 1958 recommended a minimum programme of rural industries in every block. The minimum programme was reviewed by subsequent Annual Conferences and it was felt that it could not be implemented for want of adequate finances, technical personnel and difficulties in marketing. The Srinagar Conference considered the entire programme of rural industrialisation based on the recommendations of the Study Team on Community Development Industrial Pilot Projects and recommended an integrated programme to be undertaken for the rural areas. The integrated programme was to

be implemented by pooling together the resources available from the Industries Department, State Khadi and Village Industries Board, schematic budget of Community Development Blocks and other agencies, responsible for the development of village and small scale industries, particularly in the rural sector.

Integrated Programme

75. The integrated programme under the Community Development Blocks is as follows:—

(i) *Programme for a Block*

- (a) Supply of credit for working capital and share capital loans; earmarked a sum of Rs. 30,000 per block to be shared equally from the budget of the block and the State Aid to Industries Act fund for five years;
- (b) Supply of improved tools and equipment to artisans and industrial co-operatives;
- (c) Development of industrial co-operatives for handloom, village industries, cottage and small scale industries, etc.;
- (d) Training of artisans to improve skill;
- (e) Providing common facility services and worksheds;
- (f) Assisting artisans in marketing their surplus products through emporia and sales depots and also through Government purchases, besides promoting local sales;
- (g) Organising seminars for artisans and entrepreneurs with a view to demonstrating improved tools, better techniques of production, for promoting sales of local industries products, etc.;
- (h) Establishment of *Gram Ekais*;
- (i) Promoting a minimum of four village industries units.

(ii) *Programme for a group of Blocks*

- (a) Common facility-cum-service centre for a group of ten blocks;
- (b) One rural industrial estate to be set up for a district or a group of 15 blocks;
- (c) One cluster-type training centre to be started for artisans for every 15 blocks, with a minimum of one per district, to be located in a block.

It has been stated that the minimum programme to be undertaken in every block is drawn up mainly with the village artisans as the main focus of development of rural industrialisation. The objective is to make him a better artisan and to increase his productivity.

Economics of Rural Industries

76. The economic aspects of rural industries include source of finance, output, cost structure, net value added, capital output ratios, capital labour ratios, surplus generated, and marketing. These aspects centre round the crucial problems of utilisation of installed capacities, capital intensities in village industries and their abilities to generate economic surplus.

It has been stated by the representative of the Ministry of Industry during evidence that broadly speaking some sort of initial assessment of the economic possibilities of a new unit in rural areas is undertaken before it is set up. He further stated:

“you cannot force the growth of industry in a rural area where the other supporting factors do not exist..... We have now reached the stage where industrialisation is now spreading to district centres..... The Planning Commission set up some 45 projects to find out how exactly to tackle this problem. After all, the resources of Government are limited and if you spread out these limited resources in all the rural areas in this country, you would not be able to achieve any result. After a study of these projects we would know how exactly to proceed. Currently a small committee is evaluating the results that have come up in these 45 projects.”

Growth Centres

77. It has further been stated during evidence that in the Fourth Plan, there is a programme of decentralised industrialisation. Under this programme the Industries Department has to pick up ‘growth centres’ and concentrate their development activities in these centres. Seven hundred growth centres are contemplated during the Fourth Plan. The development of growth centres has to be done in the context of the limited resources made available for the purpose.

The Committee feel that the success of any programme of rural industrialisation depends on the selection of industries which are locationally viable or which are capable of adopting improved technology progressively.

They further feel that rural industrialisation should be planned on a regional basis as it will lead to greater inter-dependence between agriculture and industry in the rural areas.

The Committee feel that rural industrialisation has not been given due consideration in terms of local needs. There should be a group of industries, not one industry, in the rural areas. Then only industries can grow. The Committee also feel that there should be a clear distinction between what is called small scale industries and the rural industries. Rural industries should be treated as a separate class and there should be some promotional scheme at Government level for their development.

In connection with the setting up of 'Growth Centres' during the Fourth Plan, the Committee suggest that a quick survey may be conducted right now through the State Governments concerned for identification of areas *vis-a-vis* their industrial potentiality for locating these centres.

B. Rural Industrial Estates

78. The Rural Industrial Estates set up during the first four years of the Third Plan in each State are given below:—

Name of the State	No. of Estates
1	2
1. Andhra Pradesh	1
2. Assam	1
3. Bihar . . . . .	..
4. Delhi	1
5. Gujarat . . . . .	..
6. Himachal Pradesh	1
7. Jammu & Kashmir	6
8. Kerala	1
9. Maharashtra . . . . .	..
10. Madhya Pradesh . . . . .	..

1	2
11. Madras	3
12. Mysore . . . . .	..
13. Orissa . . . . .	..
14. Pondicherry . . . . .	..
15. Punjab	3
16. Rajasthan	2
17. Tripura	1
18. Uttar Pradesh	4
19. West Bengal	2
TOTAL :	26

In addition to the above, a number of rural estates, which have been completed and are ready for functioning, are as below:

Name of the State	No. of Estates
1. Andhra Pradesh	1
2. Jammu and Kashmir	2
3. Punjab	19
4. Uttar Pradesh	9
5. Orissa	1
6. Rajasthan	1
7. Tripura	1
TOTAL :	34

In the 26 rural industrial estates functioning as on 30th March, 1965, there were 340 sheds of which 277 were occupied. In the 34 non-functioning estates, there were 307 sheds of which 86 were occupied by 31st March, 1965.

It has been stated by the representative of the Ministry of Industry that the main criterion for the allotment of sheds is that it is straightaway given to local entrepreneurs who come forward. But the present position is that the number of sheds is more than the number of willing local entrepreneurs. Hence, if any entrepreneur comes from outside the area, he is allowed to work in the shed.

In a written note furnished to the Committee, it has been stated that the following inducements are offered to entrepreneurs for taking sheds in the rural industrial estates;

(i) A specific sum as foreign exchange for issue of import licences for raw materials and components of machinery was earmarked during the period April, 1964 to March, 1965. A little over three hundred units have benefited by this scheme.

(ii) Provision of technical services which include the following:

(a) giving direct technical advice for setting up new Small Scale Enterprises, choice of machinery, design, fabrication, layout, installation and operation of plant machinery;

(b) preparation of designs and drawings for production equipments and accessories;

(c) workshop and laboratory services by giving demonstrations in the use of modern technical processes on selected machines and equipments and providing common service and tool room facilities; and

(d) managerial consultancy service in industrial management;

(iii) Scarce indigenous raw materials have also been reserved for units in these estates.

Among the more important reasons given for a large number of estates remaining vacant in the sheds are:

(i) Some of the industrial estates were not located in areas having adequate industrial potential and availability of other facilities.

(ii) In the initial stages there was lack of integrated planning and scientific scrutiny of schemes prepared by most of the industrialists.

(iii) Most of the entrepreneurs did not have sufficient credit-worthiness to avail of the financial assistance offered by Government.

(iv) There was an overall shortage of scarce raw materials and foreign exchanges, etc.

It has been stated that in the matter of construction of industrial estates in the rural areas it was felt that no rigid pattern could be prescribed and that the size work sheds, etc., should be allowed to be altered to suit the circumstances with caution that the estates should exercise care to see that the facilities offered were utilised and were not beyond the reach of the entrepreneurs of any particular area.

The Committee are distressed to note that there has been heavy shortfall in the utilisation of work sheds in rural industrial estates so much so that only 31 per cent and 42 per cent of the completed sheds have so far been allotted in the rural and semi-rural industrial estates, respectively.

The Committee are further constrained to note that these estates have been constructed indiscriminately without prior assessment of the industrial potential and availability of other requisite facilities in those areas. The whole scheme has been processed in a most unrealistic manner, leading to the waste of public funds. They suggest that attempt should be made to utilise the vacant sheds either by removing the handicaps and providing proper facilities or by finding alternative uses of the sheds. The Committee would also like to suggest that in future the rural industrial estates should be set up only after conducting a thorough survey of the prospective areas *vis-a-vis* their potentiality.

The Committee would urge that concerted steps should be taken to remove the bottlenecks which have been experienced in the setting up of rural industrial estates. The Committee would further suggest that in order to attract small entrepreneurs in rural areas, the Government should create necessary facilities and conditions by providing electricity, water supply, preferential allotment of raw materials, adequate marketing facilities, etc.

C. Panchayat Industries

79. Panchayat industries, as these exist today, may be defined as small scale industries organised on cooperative principles by the Gram Panchayats, groups of Panchayats or Block Panchayat Samities within their respective jurisdictions with the active assistance, support and guidance of the State Governments. A few units have also been set

up by the Zila Parishad in Maharashtra. Some State Governments, e.g. Orissa and Uttar Pradesh, have undertaken special measures for promotion of Panchayat industries by exploiting local raw materials and demands.

The Study Group of the Estimates Committee which visited Orissa during June-July, 1965, were informed by the representative of the State Department of Industries that such of the panchayats as have shown outstanding work have been rewarded by the setting up of rural industries within the block area. The requirements of roads, transport, power, etc. are met after selection of the industry to be located in the block area is made. In this way, the State Government plans to develop the rural areas.

The Committee suggest that the progress of Panchayat industries in Orissa, Uttar Pradesh and Maharashtra may be examined by a Study Team and the results of their study communicated to other State Governments who may be persuaded to organise Panchayat Industries in their respective areas.

D. Credit Facilities

Advance of Loans

80. The Ministry of Community Development in August, 1960, recommended to the State Governments that an amount of Rs. 15,000/- may be provided under the Block Schematic Budget for advancing loans to rural artisans. An equal contribution from the State Aid to Industries Acts/Rules was also to be made for rural industries programme. The annual Conference on Community Development held at Hyderabad in July, 1961, reiterated the above proposal and recommended that "an amount of at least Rs. 15,000/- per block should be made available from the provision for loans under the State Aid to Industries Act in addition to the provision of Rs. 15,000/- per block from the Schematic Budget." This recommendation was also conveyed to the State Governments.

It has been stated that Andhra Pradesh, Madhya Pradesh, Maharashtra, Orissa, Punjab, U.P., Bihar, West Bengal, Tripura, Himachal Pradesh, Delhi and Andaman and Nicobar Islands earmarked the necessary funds for the development of industries, as suggested above

Certain States like Kerala and Rajasthan complained of paucity of funds which did not permit them to implement this programme while some other States stated that there was adequate provision in the block budget itself and that this additional amount was not considered necessary.

It has further been stated that while the need for rural industrialisation has been acknowledged in view of its social objectives, the States have been emphasizing that they should also be allowed sufficient flexibility in this respect and rigid targets—financial or physical—need not be fixed for the programme. Such rigid targets, it was feared, would encourage people to spend irrespective of the results. It was, therefore, felt that there should be no hard or fast rule as to the amounts or targets for the flow of funds to rural areas. It should, of course, be continuously emphasized that rural industrialisation should be made a success and for this purpose a measure of risk could be accepted.

The Committee are constrained to note that the programme of rural industrialisation has not been viewed with a sense of urgency in some of the States which have not provided additional amount apart from the block budget for the implementation of the programme although the setting up of new industries is directly related to the employment position in rural areas. The Committee feel that the credit needs of artisans in rural areas would have to be substantially met if rural industrialisation programme has to achieve any measure of success.

E. Common Facility Workshops

81. The Scheme of Service-cum-Common Facility Workshops envisages the establishment of workshops in rural areas equipped for normal repairs, overhauling and maintenance of simple machinery and equipment. These workshops are also serving as training and production centres.

The Standing Committee for the Small Industries Programme in Community Development Blocks which reviews the programme from time to time decided that this programme should be carefully examined by a Committee of officers who should also evaluate its functioning. The Committee has already started its work.

The State-wise break-up of Common Works Centres located in Blocks is as under:

Sl. No.	State	No. of common facility centres/ rural workshops started upto 31-3-1963
1.	Andhra Pradesh	281
2.	Assam	1
3.	Bihar	2
4.	Gujarat	18
5.	Jammu & Kashmir	2
6.	Kerala	74
7.	Madhya Pradesh	..
8.	Madras	70
9.	Maharashtra	1
10.	Mysore	312
11.	Orissa	143
12.	Punjab	30
13.	Rajasthan	50
14.	Uttar Pradesh	92
15.	West Bengal	70
16.	Union Territories	6
TOTAL		1152

Tools and implements existing in the Common Services Centres are made available for work to artisans on a nominal charge.

The Committee note from the above table that a uniform policy has not been followed in various States in regard to setting up of Common Facility Centres/rural workshops with the result that in certain States, viz. Assam, Bihar, Jammu and Kashmir and Maharashtra, the progress made in this behalf is almost negligible.

The Committee hope that the Committee of Officers which is currently evaluating the working of the Common Facility Centres will take note of the present disparities and suggest suitable remedial measures.

Pre-vocational Training

82. The Committee understand that the Government have recently entered into an agreement with U.N. Agencies of U.N.I.C.E.F., I.L.O., and U.N.E.S.C.O. for the implementation of the scheme of pre-vocational training for children of the age group of 11—14 years. The details of the scheme are as under:

- (1) Under this scheme, children of the age group 11—14, who discontinue their studies after primary stage due to lack of aptitude or because of economic reasons and idle away their time, would be given training with a bias on vocational education, though general education will also be included in the curriculum.
- (2) Sixty-five Pre-Vocational Training Centres including five Regional Pre-Vocational Training Centres in various States and Union Territories are to be established on an experimental basis during the Third Five Year Plan. These centres are located in rural and semi-urban areas and attached to Multi-purpose/High/Higher Secondary Schools/Technical Schools/Agricultural Schools/Basic Schools, whose Headmasters/Principals/Superintendents will be in overall charge of the centres.
- (3) Both part-time and full-time courses are to be started in these centres. The courses are to be of 3 years' duration and as already stated, consist of both general education and vocational training.
- (4) The intake of each centre would be about 45 trainees per year, out of whom 30 would undergo training in full-time courses and 15 in part-time courses.
- (5) Vocational orientation and counselling services are provided.
- (6) The training course is a composite one consisting of—
 - (i) General education comprising—
 - (a) Hindi/Regional Language/English

(b) Elementary Mathematics and Science/Agriculture and Animal Husbandry

(c) Social Studies (Geography, Civics and History)/Agricultural Marketing

(d) Development plans of the country

(ii) Vocational Training consisting of—

Group I : (a) Basic fitting including simple turning

(b) Sheet metal work

(c) Gas welding (low pressure)

Group II : (a) Smithy

(b) Moulding

Group III : Carpentry

To give the scheme an agricultural bias, the instructional programme would include a first hand experience of improved methods and techniques for increased agricultural production and allied activities related to the development of the rural economy.

(7) In the full-time course three hours will be spent in the workshop and two hours in general education;

In the Part-time course two hours will be spent in the workshop and one hour in general education.

(8) Staff of a centre will consist of two teachers in academic subjects, one Career Master with special training in vocational guidance, placement, etc., and 4 Craft Instructors (of whom one will be senior instructor). Special arrangements are made to train the Craft Instructors for a period of five months in five Regional Pre-vocational Training Centres before their posting to the centres. Similarly the Career Master is also being trained for five months in Vocational Guidance, Methods (Modern) and Tools in Agriculture, and in Rural Industries.

(9) At the end of the three-year period, the children are expected to be in a position to—

(i) enter employment market as semiskilled workers, or

(ii) offer constructive assistance on family farms, or

(iii) enter industry as apprentices, or

- (iv) continue technical training in various vocational training institutes already in existence, or
- (v) to continue general education in multipurpose or similar schools.

The scheme is being implemented by the Government of India in collaboration with U.N. Agencies of U.N.C.E.F., I.L.O., and U.N.E.S.C.O. Out of an estimated cost of Rs. 67.95 lakhs during the period of Third Five Year Plan, the UNICEF will share an expenditure of about Rs. 30.11 lakhs, the balance being borne by the Government of India. The UNICEF will be supplying workshop tools, equipment, training aids and text books for the schools and will bear cent per cent expenditure on the training of Craft Instructors and also expenditure on seminars. The International Labour Organisation, apart from consultations and technical follow-up from I.L.O. Headquarters in Geneva and the I.L.A. Branch Office in New Delhi, will assign an expert for a period of about one year to advise and assist in the preparation of the curriculum and the co-ordination of the participation of the various national and international bodies in the programme. The expert will also advise and assist on the planning, organisation and administration of the pre-Vocational Training Programme. UNESCO will also advise through their expert in general education.

The Committee are glad to note that arrangements are being made for giving pre-Vocational training to the children in rural and semi-urban areas. They feel that Government should simultaneously draw a plan of creating employment potential through rural industrialisation for the boys coming out of the training centres.

CHAPTER IX

BLOCK FUNCTIONARIES

83. The Community Development Programme is implemented at the Block level through the following functionaries:—

- Block Development Officers
- Extension Officers (Agriculture)
- Extension Officers (Animal Husbandry)
- Extension Officers (Village Industry)
- Extension Officers (Panchayats/Cooperation)
- Social Education Organiser
- Gram Sevaks
- Gram Sevikas
- Mukhya Sevikas
- Overseers
- Medical Officers
- Progress Assistants.

The staffing position in Blocks as on 1st September, 1964 is given below:

I. Essential Staff

No. of Blocks reporting (including pre-extension Blocks)	5,264
1. Block Development Officer	4,951
2. Gram Sevaks	49,628
3. Extension Officer (Agriculture)	5,117
4. Social Education Organiser (Men)/Extension Officer—(Panchayats)	6,028
5. Extension Officer (Cooperation)	4,641

II. Other Staff

No. of Blocks reporting (Stage I, Stage II and Post Stage II Blocks only)	5,162
1. Extension Officers (Animal Husbandry)	4,087
2. Extension Officers (Village Industry)	2,980

3. Mukhya Sevikas	2,726
4. Overseer	4,891
5. Gram Sevikas	6,726
6. Medical Officer	2,319
7. Progress Assistants	3,658

A. Block Development Officers

84. The Block Development Officer is in overall charge of Community Development programme at block level. He coordinates various activities in the block and fixes priorities in the implementation of programmes. The Block Development Officers are gazetted officers in all States except Jammu and Kashmir and some Block Development Officers in Madras and Pondicherry also hold a gazetted status. Salary scales differ from State to State. The minimum of the scale ranges from Rs. 175 (in Assam, Manipur and N.E.F.A.) to Rs. 325 (in Delhi and A. N. Islands), and the maximum from Rs. 325 (in Gujarat) to Rs. 950 (for Assistant Collectors appointed as Block Development Officers in Rajasthan and Madhya Pradesh). There is generally a unified scale of pay in most States, the exceptions being Bihar, Madhya Pradesh, Orissa and Rajasthan where Block Development Officers coming from different departmental cadres get their cadre scale plus special pay in some cases.

It has been stated that the minimum qualification prescribed for Block Development Officers is generally a University degree in any subject. In Gujarat, Maharashtra, Madras and Mysore the minimum qualification is matriculation.

The Committee have noted that there are several departments at the State level which are working for the agricultural programmes, namely, agriculture and animal husbandry, cooperation, minor irrigation and health, etc. These departments have their representatives at the block level and their work is coordinated by the Block Development Officer.

It has been stated by the representative of the Ministry during evidence that the Block Development Officer has operational control over his block extension team. This control extends to such matters as approving tour programmes, initiating of annual character rolls, etc. He has also stated that the disciplinary control over the extension officer lies with the district officer of the concerned department. He makes necessary entries in the character rolls of the Extension Officer in regard to his technical performance.

The Committee feel that the co-ordination between various development departments should not be merely in the limited sense of administrative co-ordination but it should extend to the actual implementation at the base of all aspects of extension work, e.g. improved agricultural methods including supply and distribution of seeds, fertilizers, implements, credit, etc.

In view of the fact that overall responsibility for the implementation of the Community Development Programme at the Block level is that of the Block Development Officer, the Committee are of the view that the minimum qualification for recruitment to this post should be a university degree plus an adequate training in the ideology of the Community Development. For promotions, however, relaxation in academic qualifications may be allowed which the Committee expect would be more than made up by practical experience.

Since the fundamental idea underlying community development is that block organisation should be the common agent of all development activities in the block area, the Committee consider it imperative that the Block Development Officer should provide co-ordination and initiative in unifying and promoting the activities of different development departments through the extension officers concerned. This is a necessary corollary to an integrated approach to development.

B. Extension Staff

85. A statement showing the State-wise position of the Extension functionaries is at Appendix III. The following table indicates the number of extension staff of various categories in position all over India and the shortage in respect of each of them as on 1st March, 1965:

Category	No. of posts according to staffing pattern	No. of posts sanctioned	No. in position	Shortage		
				No. (Col. 3- Col. 4)	Percentage	
I	2	3	4	5	6	
Officer	Development	4940	4992	4880	112	2.2
3. Gram Sevak		50500	54703	51267	3436	6.3

I	2	3	4	5	6
3. Extension Officer (Agriculture)	5128	5472	5216	256	4.7
. S.E.O. (Men) E. O. (Panchayats)	7247	7109	6083	1026	14.4
5. Extension Officer (Cooperation)	5022	4976	4602	374	7.6
6. Extension Officer (Animal Husbandry)	5065	4759	4109	650	13.7
7. Extension Officer (Industries)	4862	3671	2829	842	22.9
8. Mukhya Sevika	4550	3900	2530	1370	35.1
9. Overseer	5029	5775	4957	818	14.2
10. Gram Sevika	8682	8723	7064	1659	19.0
11. Medical Officer	4903	3861	2605	1256	32.5
12. Progress Assistant	4283	4143	3549	594	14.4

The Committee find from the above table that not a single cadre of extension staff (including Block Development Officer) is fully manned. The shortage varies from 2.2 per cent in respect of Block Development Officers to 35.1 per cent in the case of Mukhya Sevikas who are expected to undertake the work of organising the rural woman folk.

The Committee would strongly urge that energetic efforts should be made to fill all the vacant sanctioned posts of extension staff so that the implementation of various rural development programmes does not suffer on this account. If necessary, leave reserves should be created.

C. Untrained Extension Staff

86. A table showing the position of untrained extension staff (including Block Development Officer) as on 1st March, 1965 is given

below:—

Category	Number in position	Untrained in position	
		No.	percentage
1. Block Development Officer	4,880	676	13·9
2. Gram Sevak	51,267	3436	3·5
3. Extension Officer (Agriculture)	5,216	528	10·6
4. S. E. O. (Men)E. O. (Panchayats)	6,083	1,075	19·3
5. Extension Officer (Cooperation)	4,602	332	7·7
6. Extension Officer (Animal Hus- bandry)	4,109	65	1·7
7. Extension Officer (Industries)	2,829	471	17·5
8. Mukhya Sevika	2,530	492	19·4
9. Overseer	4,957	140	3·3
10. Gram Sevika	7,064	266	3·8
11. Medical Officer	2,605	..	..
12. Progress Assistant	3,549	450	13·2

The Committee are unhappy to note that untrained staff is in position in all the cadres, the number being particularly high in case of Mukhya Sevika (19·4 per cent) and Social Education Organisers/ Extension Officer (Panchayats) (19·3 per cent). The Committee have already noted earlier the shortfall in the utilisation of capacity in the various training centres. In view of this Committee cannot help concluding that effective steps are not being taken to provide training to the untrained extension staff. They would urge that concerted steps be taken in co-ordination with the State Governments for deputation of Extension Staff, on the basis of a phased programme, for training in the various centres run by the Department.

Warding out unsuitable staff

87. It has been stated that the need for eliminating incompetent staff has been repeatedly stressed by series of Development Commissioners Conference since 1955 onwards. The Annual Conference held in 1964 had also reiterated the need for a systematic replacement of inefficient staff. The question of evolving a systematic procedure of periodic assessment at different levels as the basis for eliminating unsuitable personnel was also taken up with the representatives of the State Governments during the last Annual Plan discussions. Constitution of assessment committees at different levels to grade the various categories of extension staff was suggested to them. Some States have already taken action in this regard. In Madras, Mysore, Uttar Pradesh, Madhya Pradesh, Himachal Pradesh, Delhi and Andaman and Nicobar regular screening committees have been constituted for the purpose. Other State Governments are considering the constitution of screening committees.

The Committee hope that screening committees would be set up soon in those States which do not have such committees and that all categories of Block staff would be brought under the purview of these screening committees.

D. Social Education Organiser

88. The Working Group for the Fourth Plan on Community Development and Panchayati Raj has observed in its interim report that—

“the current trends in certain States to do away with the S.E.O., Mukhya Sevika..... or to combine their functions with other extension officers should be discouraged. The approach should be in terms of strengthening the programme content and making better use of their services rather than abolishing the functionaries.”

In a written note furnished to the Committee the Ministry have stated that—

“With the introduction of Panchayati Raj some changes took place in the functions of the Social Education Organisers. Based on the recommendation of the Annual Conference of Community Development held in 1960, the State Governments were permitted to combine the functions of the S.E.O. with that of the Panchayat Extension Officer or the sub-Deputy Inspector of Schools in blocks, where they were not able to provide a separate functionary for Social Education. The Ministry communicated to the State Governments three charts relating to (1) Panchayat Extension work, (2) Promotion of Community Organisations, inclu-

ding youth organisations and (3) Educational, recreational, cultural and social activities as a part of the adult education programme. The States were requested to apportion the entire work among different functionaries, depending on the number of functionaries available and the quantum of work. The emphasis in the job of the Social Education Organiser was shifted to organisational work, organisation of yuvak mandals and other associate groups. Some of the State Governments have accordingly combined the post of Social Education Organiser with that of the Panchayat Extension Officer or the Education Extension Officer in blocks. Even where the Social Education Organiser has been given a composite role, in the field either of Education or of Panchayats, in addition to that of Social Education, it was emphasised that his principal tasks relating to Social Education should not suffer and for this purpose he should continue to receive the prescribed training.

In Punjab, Kerala and Uttar Pradesh, the promotion of Social Education and Extension work relating to Panchayats are handled by a single functionary. In Rajasthan, Maharashtra and Madras, these functionaries have also been given certain responsibilities in regard to the general education programme. In Bihar, the Social Education programme has been split between the Panchayat Extension Officer and Block Education Officer. Other States continue to have Social Education Organisers."

The representative of the Ministry has stated during evidence that—

"the Social Education Organiser was and is still the community organiser. Because of certain turns and shifts the programme has undergone, which is natural in a growing programme, the sphere of working of the social education organiser has broadened. For instance, it is no longer his job as it was in the initial years, merely to attend to publicity work. At that time it might have been necessary because it was a novel kind of approach. Today we have given him very substantial assignment, let us say the welfare of youth, welfare of women and children. These works are there both for ladies and men Social Education Organisers. These programmes are still the programmes of Community Development. The entire social education programme falls on these community workers."

The Committee regret to note that the Social Education Organiser, who is expected to play a useful role in promoting community con-

consciousness, has of late been saddled with extraneous functions with the result that he has become a composite functionary without any clear cut objectives or responsibilities.

The Committee feel that the Community Development is a social problem involving application of social techniques by social scientists or personnel oriented in social science techniques. The Committee also feel that for Community Development work there has to be a class of persons who are community-development oriented and who can create community consciousness, which aspect, the Committee think, should have received due attention. The Committee therefore, suggest that the functions of the Social Education Organiser should be clearly defined and his workload determined in the context of these functions, so that he can discharge the very important functions that he is expected to.

E. Extension Officers

Extension Officer (Agriculture)

89. The minimum qualification prescribed for Extension Officer (Agriculture) is generally a degree in Agriculture. A number of States, however permit relaxation of this in favour of experienced agricultural staff and Gram Sevaks. Orissa alone has prescribed a minimum qualification of matriculation with about 8 years experience as agricultural overseer/sub-overseer.

Recruitment to the post is generally by transfer of staff already working in the Agriculture Department. Direct recruitment is also prescribed in the States of Assam, Gujarat, Mysore, Kerala, Madhya Pradesh, Rajasthan, Uttar Pradesh and West Bengal and most of the Union Territories. In only six States (Assam, Kerala, Madhya Pradesh, Rajasthan, Uttar Pradesh and West Bengal) selection is through State Public Service Commission while in the rest recruitment is made through Departmental Selection Board or the Employment Exchange.

Some States have promoted Gram Sevaks as Extension Officer (Agriculture). The Extension Officer (Agriculture) has chances of promotion as Block Development Officer and to higher posts in the Department of Agriculture.

The Basic minimum salary of Extension Officer (Agriculture) ranges from Rs. 80 in Gujarat and Maharashtra to Rs. 250 in Jammu and Kashmir. Madhya Pradesh, Andhra Pradesh, Orissa and Madras also offer fairly high minimum salaries (Rs. 190-215). A higher selection grade has been provided for in the States of Gujarat and Mysore.

The function of Extension Officer (Agriculture) is to guide and assist village Level Workers and panchayats in promoting improved

agricultural practices, prepare village agricultural production plans, organise training programmes, crop campaigns etc.

It has been represented to the Committee that "the agricultural officials at almost all levels are looked upon as lacking in prestige. They lack knowledge, skill and attitudes which would enable them to help cultivators effectively."

The Committee have been informed during evidence that all agricultural extension officers are not agricultural graduates. In the earlier stages gram sevaks, who were not agricultural graduates, were promoted as extension officers. Necessary action has been taken for sending them for higher training leading to courses for award of a degree. It has further been stated that by and large agricultural officers are appointed as extension officers. They can be promoted as sub-divisional agricultural officers and Block Development Officers. The latter is eligible for promotion as district agricultural officer.

The Committee feel that the successful implementation of the agricultural programmes does not merely depend on the adequate supply of various inputs but also on the dissemination of techniques of improved cultivation and the supervision of the application of improved agricultural practices propagated by the extension agency.

The Committee also feel that the quality of supervision and the tempo of extension effort have not as yet borne the desired fruits and have to be accelerated to keep pace with the scientific and technological knowledge propagated among cultivators failing which a situation may arise leading to the failure of the programmes and the consequent disappointment among cultivators.

The Committee are glad to note that action is being taken to send the existing untrained Extension Officers (Agriculture) for higher training leading to degree courses in agriculture. They would, however, urge that the minimum qualification for direct recruitment to the post of Extension Officer (Agriculture) should be a degree in Agriculture. In the case of departmental candidates, it should be ensured that they possess the necessary competence and practical experience to enable them to function effectively as an Extension Officer.

Extension Officer (Industries)

90. The qualification generally prescribed for the post of Extension Officer (Industries) is graduate in arts or science. In some States, Diploma holders in engineering subjects are also recruited.

Direct recruitment is done in almost all State/Union Territory. Recruitment in Bihar Jammu and Kasimhr, Madras, Maharashtra,

Orissa and Tripura is also done by promoting suitable departmental candidates. Immediate line of promotion for these posts is usually District Industries Officer but in some cases they are promoted to the posts of Block Development Officers also (e.g. Andhra Pradesh, Gujarat, Madhya Pradesh) Orissa, Rajasthan, Uttar Pradesh, Manipur, Tripura and A. & N. Islands).

Minimum basic salary for this category ranges from Rs. 100 in Gujarat, Jammu and Kashmir, and Maharashtra to Rs. 160 in Madhya Pradesh. A higher scale (Rs. 225—375) is given in Madras for degree holders in engineering.

The function of Extension Officer (Industries) is to study, assess, guide and plan the industries programme in Block together with maintenance of records, e't.c. in this respect.

It has been represented to the Committee that in small States there are no departments for rural industries and most blocks do not have the Extension Officers (Industries). Even where the State Governments have Industries Departments, the bottleneck is caused due to want of proper training and 'know-how'. The need of the hour is to recruit people who are trained in the technical sciences, one set being for village industries and another for small industries.

It has been stated during evidence that as against 5131 blocks there are 3671 sanctioned posts of Extension Officers (Industries). Out of the sanctioned posts of 3671 Extension Officers, 2829 officers are already in position. Some of the State Governments have not sanctioned posts of Extension Officers in every Block while some have one officer for two Blocks. Out of 2829 Extension Officers in position, 2334 are trained and the rest are still to be trained.

The Committee note that 2334 Extension Officers (Industries) are trained out of the actual strength of 2829 Extension Officers (Industries) in the Blocks. The Committee cannot over-emphasise the importance of providing training to the remaining Extension Officers (Industries) in order to put the rural industries programme on a firm footing. The Committee hope that steps will be taken to fill up the vacant posts in the cadre of Extension Officers (Industries).

Extension Officer (Animal Husbandry)

91. The minimum qualification prescribed for Extension Officer (Animal Husbandry) is generally a degree in Animal Husbandry, but in some States Diploma and Certificate holders in Animal Husbandry are also taken in.

Extension Officer (Animal Husbandry) is generally drafted from the staff already working in Animal Husbandry Department. Direct recruitment is done only in Gujarat, Kerala, Maharashtra, Mysore, Orissa, Rajasthan Uttar Pradesh and West Bengal.

The minimum salary of the Extension Officer (Animal Husbandry), ranges from Rs. 75/- in Uttar Pradesh to Rs. 250 in Jammu and Kashmir. West Bengal, Rajasthan, Madras, Andhra Pradesh and Orissa also offer high minimum salaries (Rs. 200—230); slightly lower scales are prescribed for diploma holders and others in Orissa, Punjab, Rajasthan, Uttar Pradesh and West Bengal.

The functions of the Extension Officer (Animal Husbandry) include among other things (i) review of animal husbandry situation in the Block from time to time; (ii) preparation of an integrated programme of animal husbandry development at the block and village levels; and (iii) assisting in implementing and evaluating the programme.

The Committee feel that it would be desirable to have uniform qualifications for Extension Officers (Animal Husbandry) in all the States. They also further feel that the Extension Officers posted in the areas in which intensive cattle development programmes have been launched should, as far as possible, hold a degree in Animal Husbandry. The Committee would also like to suggest that an independent evaluation be made of the progress made so far in the field of animal husbandry, particularly with reference to the milk-yielding capacity of cows and buffaloes.

Village Level Worker

92. Till 1962 the Gram Sevak (Village Level Worker) functioned as a multipurpose worker and looked after all the rural development activities envisaged under the Community Development Programme. In pursuance of the decision of the National Development Council (1962) they have been entrusted only with one set of tasks, namely, to organise agricultural extension and supplies and help the village panchayat and cooperative to draw up and implement the village production plans.

The following illustrative list of priorities to regulate the work of village Level Workers has been drawn up by the Ministry in 1960.

- (i) Popularisation of local manurial resources such as green manures, compost, dung manure, night soil urine, bone-meal, oil cakes, green leaf etc.
- (ii) Popularisation of improved seeds and plants.
- (iii) Popularisation of better techniques of cultivation including optimum use of water.
- (iv) Popularisation of chemical fertilizers.

- (v) Popularisation of plant protection measures against diseases and pests.
- (vi) Popularisation of improved implements.
- (vii) Popularisation of upgrading of lands by raising or lowering levels of the fields and by application of tank and river silt.
- (viii) Promotion of irrigation facilities through tube-wells, pumping etc.
- (ix) Promotion of drainage and flood protection schemes.
- (x) Promotion of anti-erosion and soil conservation measures.
- (xi) Promotion of reclamation of virgin and waste lands.
- (xii) Promotion of planning of fuel and timber trees.
- (xiii) Promotion of cultivation of fruit and vegetables.
- (xiv) Promotion of cultivation of cash crops.
- (xv) Promotion of fodder cultivation and preservation.
- (xvi) Adoption of improved methods for storage of grains and other produce.
- (xvii) Promotion of animal husbandry programmes.
- (xviii) Promotion and strengthening of service co-operative.
- (xix) Assistance to Panchayats and Cooperatives in the field of agricultural production; and
- (xx) Mixed Farming.

The Department of Community Development and Co-operation have prescribed a village register to be maintained by the Village Level Worker for each village in his jurisdiction containing information with respect to the following—

- (i) General Information;
- (ii) Population;
- (iii) Land Utilisation;
- (iv) Area under Crops;
- (v) Sources of Irrigation;
- (vi) Live-stock;
- (vii) Agricultural Implements;
- (viii) Targets and Achievement;
- (ix) Stock Ledger; and
- (x) Progress Reports.

In addition, he is required to maintain a Daily Diary. In some States even revenue work and in some others work relating to distribution of relief is also entrusted to them.

State Governments, in view of the local conditions and requirements, have also prescribed certain records to be maintained by the Village Level Workers.

The working Group on Inter-departmental and Institutional Coordination for Agricultural Production (1963) has observed that—

“Although instructions have already been issued that the Village Level Worker should be assigned only one set of tasks, namely organising extension and supplies for agricultural production programmes and helping Panchayats and Co-operatives to draw up and execute village agricultural production plans, it has not been possible for him to carry out these instructions as no arrangement has been made to relieve him of his other duties and responsibilities. It is essential that the Village Level Worker should devote all his time to agriculture and allied production programmes.”

It has been suggested to the Committee that—

“if community development is to avoid finding itself on a plateau, not progressively providing leadership for continuous change and if it is to help people to take advantage of the new findings of science, it must quickly decide to change drastically the Village Level Workers’ curriculum to encompass both the multipurpose and extension character of the job to be done.”

During evidence the representative of the Department has stated that he agrees with this view. He has further stated:

“Actually the syllabus of the Village Level Worker has been changed in 1963. In 1961 the agriculture portion in the syllabus was only 75%, but in view of the programme being changed and giving more scientific background to their assignment and make them more competent in agricultural production, the agricultural component has been raised to 84% and the allied component like Community Development and Cooperation and Panchayats—all that comes to about 97%. Only 3% is outside agricultural field.”

Asked whether no bias was given regarding multi-purpose and extension work, the representative of the Department has stated that, according to the Report of the Committee on Inter-departmen-

tal and Institutional Coordination, the Village Level Worker should be primarily entrusted with agricultural work. The report also stipulated that there should be an alternate functionary to take care of the other non-agricultural functions. The Department have, therefore, concentrated their entire training for Village Level Workers more or less on agricultural and allied fields. He has added that extension techniques or the methodology is a part of the programme.

The Committee note that the Village Level Worker (Gram Sevak) stands at the base of the whole development set-up. With the Gram Sevak firmly established in the villages, the demands on his time and energy have been increasing. On the one hand, the villager approaches him for the solution of his difficulties to an increasing extent and, on the other, the Departments through their district and Group Level Specialists press for the realisation of higher and higher targets in project work and for an increasing volume of information and reports from the field.

Even a cursory examination of the illustrative list of priorities shows that the workload of Village Level Worker is heavy enough. When the area of his operation, the distances he has to travel, the dally contacts he has to make and the reports and returns he has to fill in and also all other sundry items of works like relief, revenue etc., are taken into consideration, the Committee feel that it is not humanly possible for this functionary to discharge his duty effectively. The Committee recommend that the functions and the workload of the Village Level Worker (Gram Sevak) and his other associate workers at the base level should be reviewed and norms of workload laid down. Now that the Village Level Worker is expected to engage himself mainly on work relating to agricultural production, the Committee suggest that the question of creating an alternate functionary to take care of other non-agricultural functions, as was previously recommended by the Committee on Inter-departmental and Institutional Co-ordination, may be considered.

F. Transfers of Block Staff

93. It has been represented to the Committee that "one of the drawbacks is that the staff in the agricultural departments has been continuously transferred."

The representative of the Department of Community Development and Cooperation has informed the Committee during evidence that people should not be transferred from their assignment within three years. But due to the exigencies of local requirements, transfers are sometimes effected within shorter periods. The accepted

view, however, is that transfers may be effected only after three years.

The Committee feel that no agricultural improvement can be effected if the Block functionaries are transferred from one place to another much too frequently. They, therefore, suggest that the State Governments may be advised that transfer of essential block functionaries should not normally take place earlier than a period of three years from their first posting and should not generally be delayed more than 5 years in one Block.

G. Permanency of Staff

94. The following statement indicates the percentage of permanent posts of Block Extension staff in various States:—

State	B.D. Os	Gram Sevaks	Gram Sevika	E.O. (Agr.)	E.O. (Coop.)	SEO E.O.(A.H.) (Panch)	E.O. (Ind.)	Mukhya Sevika	Over see
Andhra Pradesh	65	12	..	65	60	30*	60	..	..
Bihar	100	69	..	51	47	..	56	6	N.A.
Gujarat	30	23	..	25	25	19	..	..	35 31
Madras	76	57	14	100	..	17	..	..	38 ..
Punjab	67	67	67	N.A.	N.A.	67	N.A.	N.A.	62 61
Rajasthan	100	100	N.A.	36	100	75	100	89	75 75
Uttar Pradesh	37	37	18	39	38	39	3	..	9 ..
West Bengal	100	N.A.	N.A.	47	N.A.	24	N.A.	N.A.	N.A. N.A.
Delhi	60	60	60	60	60	60	60	60	60 60
Himachal Pradesh	66	66	66	66	66	66	66	66	66 66
A & N. Islands	100	38	..	100	50	33	..	..	50 50

*includes S.E.O. (Men) and Mukhya Sevikas.

Andhra Pradesh	The Government have decided to make 90% of the posts existing for 3 years and more, permanent.
Madras	The State Governments are considering proposals to make 77 posts of Extension Officer (Coop.), 258 posts of Extension Officers (Ind.) and 373 posts of overseer permanent. Enrolment of Extension Officer (Panch.) in a regular cadre is also contemplated.
Madhya Pradesh	There is no separate cadre of BDOs in the State. All the BDOs are recruited on deputation from the respective parent departments. Similar is the case with Extension Officers. The respective departments are taking steps to make posts permanent pursuant to the decision of the Government to make 80% of the temporary posts permanent.
Mysoor	50% of the posts of Gram Sevaks, Gram Sevikas, SBOs and Mukhya Sevikas have been made permanent. A decision has been taken to make 75% of the posts permanent.
Orissa	Action is being taken to make the posts of BDOs and Extension Officers permanent.

It has been stated that the State Governments have time and again been requested to make the posts in the Blocks as in the Stage II pattern permanent. The Central Government have already decided to make permanent all the posts in the Community Development Blocks allotted to Union Territories which are on the Stage II staffing pattern and have been in existence for a continuous period of not less than three years.

The 1963 Annual Conference of Community Development and Panchayati Raj considered the question of permanency of the Block staff and recommended that in the States also all posts of Block Organisation which have continued for three years or more should be made permanent. This recommendation was also endorsed at the Conference of the State Ministers of Community Development and Panchayati Raj. This recommendation has been reiterated at the subsequent annual Conferences held in 1964 and 1965.

The Committee are constrained to note that despite positive recommendations made by the Annual Conferences of Community Development and Panchayati Raj and also Conferences of State Ministers of Community Development and Panchayati Raj for making such of the Block Extension staff, as fulfil certain conditions, permanent, a large number of such staff continues to be temporary in most of the States. The Committee suggest that the matter may be taken up with the concerned State Governments, and the question of making some of the staff quasi-permanent may be considered.

CHAPTER X

MISCELLANEOUS

A. Public Participation

95. Participation by the people can be both in the planning and the execution of development programmes. The measures adopted for enlisting people's participation in both can be categorised under four heads, *viz.*, extension method, institutional arrangements, training and contribution to development projects.

Extension Method

96. The very process of extension of knowledge and technology to the village people and their leaders has aroused their keenness to participate in their schemes promoted. The promotional approach of extension work has generated local enthusiasm and initiative for discerning participation in the programmes of development.

Institutional Arrangements

97. Institutional arrangements have been devised for enlisting non-official participation. When the programme started with the launching of 52 projects, in 1952, a Project Officer Committee for each project was constituted. This Committee included, besides the principal officers connected, a few representatives of the agriculturists, Chairmen of District Boards, and local representatives in the Parliament and the State Legislatures. Block Development Committees came into being from 1953 onwards when blocks were made the units of rural development work. These committees were not merely advisory in character but their assistance was solicited in the formulation of the programme and budget estimates of the blocks, taking into account the minimum requirements of the people of the area. District Planning Committees were also accordingly constituted. Whilst people's participation was being enlisted through these institutional measures, arrangements were also made for providing constant local guidance and assistance to village communities through the agency of the village school teachers and Gram Sahayaks. With the establishment of Panchayati Raj bodies, multipurpose representative agencies for development, measures for ensuring public participation in development programmes have been given a firm institutional base.

Training Programme

98. The massive training programme undertaken has been yet another device to ensure intelligent non-official participation in the programme and the recognition of its importance by the official element. The training programme has thus laid stress on the reorientation of Government officials at all levels and on the training of local leaders and representatives for the assumption of their new responsibilities.

Contribution to Development Programme

99. As regards participation of the public in the execution of development programmes, the Community Development programme has, since its inception, stressed the desirability of enlisting a certain percentage of public contribution in each, kind and/or labour. There is, however, no rigid scale of public contribution. The State Governments or the officers with delegated powers in this behalf can alter the scale of public contribution in the light of local conditions. A statement showing people's contribution in cash, kind and labour, according to States, is given below:—

People's contribution to the Programme

Sl. No.	State	Total value of people's contribution (Rs. lakhs)		
		1961-62	1962-63	1963-64
(1)	(2)	(3)	(4)	(5)
1.	Andhra Pradesh	86	99	97
2.	Assam	21	18	20
3.	Bihar	122	88	73
4.	Gujarat	44	36	37
5.	Jammu & Kashmir	8	5	3
6.	Kerala	34	29	21
7.	Madhya Pradesh	149	129	175
8.	Madras	64	58	42
9.	Maharashtra	92	131	160
10.	Mysore	32	26	21
11.	Nagaland	N.A.	N.A.	N.A.
12.	Orissa	17	17	23
13.	Punjab	183	167	168
14.	Rajasthan	117	95	94
15.	Uttar Pradesh	N.A.	N.A.	N.A.
16.	West Bengal	43	48	49

(1)	(2)	(3)	(4)	(5)
<i>Union Territories—</i>				
1. Andaman & Nicobar Islands
2. Delhi	3	2	1
3. Himachal Pradesh	8	5	11
4. Manipur	15	12	10
5. N.E.F.A.	2	N.A.	3
5. Pondicherry	3	1	..
7. Tripura	1	2	3
ALL INDIA		1046	969	1011

The Committee are unhappy to note that despite the fact that the rural development programme is expanding from year after year and investment thereon is increasing, the people's contribution tends to show decline in majority of the States. They feel that Government have failed to maintain the tempo of people's enthusiasm for the implementation of the programme.

In the opinion of the Committee, the Community Development approach postulates that the community itself should effectively build its strength and create resources from within. Supply of inputs should be so arranged as to encourage the marshalling and utilization of resources. The Committee, therefore, suggest that measures should be taken to develop and utilise the financial and human resources for the building up of the community.

B. Role of Voluntary Organisations

100. It has been represented to the Committee by voluntary organisations that "the programme instead of promoting the growth of voluntary bodies has stifled their growth and pushed them into background." Some of the representatives of voluntary organisations have expressed the view that they receive scant encouragement from the Administration.

The representative of the Department of Community Development has informed the Committee during evidence that—

"I would not say that the Community Development Programme has stifled voluntary organisations. In fact,

there is a large sector of community development training in which voluntary organisations have been very much in the foreground. So far as the training programme is concerned, we give them grants-in-aid for running these institutions. We make a stipulation that this can be done only by voluntary organisations. In a few limited cases, the Ministry gives some assistance direct."

The Committee feel that voluntary organisations can play a useful role in mobilising human resources for the uplift of the rural societies. These organisations should be aided and encouraged to assume responsibilities for such activities as legitimately fall within their spheres. The Committee hope that Government would define the areas of operation of the voluntary organisations within the ambit of the national programme.

CHAPTER XI

CONCLUSION

101. The Community Development programme is a very ambitious and at the same time very important programme of rural development. Our villages which were once prosperous and self-sufficient units have for centuries been neglected economically, educationally and hygienically, even though they contain 75-80 per cent of the total population. Realising the importance of rural development, the Constituent Assembly adopted Article 40 of the Constitution which incidentally gave expression to the anxiety of that august body for the development of rural areas. In 1952 Government decided to take up the programme of integrated development of the rural areas under the Community Development programme with the following objectives:

- (i) to bring the Government agency closer to the people thereby bridging the gap between the people and the government;
- (ii) to bring the people's representatives nearer to the people so as to provide necessary leadership;
- (iii) to bring about a coalition between the people's representatives and the people's servants manning the Government agency for a concerted effort for the building of new India.

It has been stated that the objective of the Community Development Programme is "to promote the all-sided development of the village community, including their economic, political, social, cultural and moral developments; in particular:

- (a) to develop a spirit of community life among the people by promoting cooperation and mutual sharing, leading ultimately to voluntary community ownership of the basic means of production, such as land, and fulfilment by the village community of responsibility for the welfare, employment and livelihood of active members;
- (b) to make the village self-sufficient in the primary needs of life, such as food, clothing and shelter; and
- (c) to develop self-reliance in the individual, and initiative in the Community, so that the people are able to manage

and run their affairs themselves and make the villages self-governing units of the larger Indian democracy."

One of the objectives as clarified in the Second Five Year Plan Report is to undertake "programmes of development which give substance to the community approach and bring official and non-official workers together in a common cause."

The main objectives of the Community Development programme are intangible entities which cannot be measured by any physical standard or criterion. The objectives of the programme will surely be considered as very ambitious, viz. to break through the stagnancy of the village society which had not moved with the times. This is a very difficult task indeed although it is one of the foremost functions of a welfare State. The programme of Community Development has its merits because of its laudable and ambitious objectives, but at the same time its demerits or handicaps also lie in the same. While the Committee appreciate the necessity of tackling the programme as a whole, they apprehend that there has been some diffusion of energy and resources which could have been avoided by better canalising of efforts and energy. That having not been done, there may have been a diffusion of energy and resources without commensurate results.

The programme has often come under strong criticism both within Parliament and outside. On the other hand, there have also been praises and encomia for the programme. Taking a critical and constructive view of the performance under this programme, it cannot be said that it has failed to make any appreciable impact on the rural life. It has aroused aspirations and desires among the rural people to live a more enlightened and well informed life and to have a better standard of living. The Committee note the expression of these desires in the insistent and persistent demands for more schools, more roads, more drinking water facilities, more medical facilities, better housing, etc. The Committee apprehend that though the programme has been able to rouse the sleeping leviathan, it has not developed the forces to tackle it. The Committee feel that the programme has suffered not so much in its achievement in absolute terms, but in its achievement in comparative terms, i.e. in comparison with the expectations put forward and aroused among the people. As an example, the Committee may cite the provision of primary health centres in all the blocks. The Committee feel that the progress made in this regard has not only been not inconsiderable but should be considered as quite appreciable; yet the programme

has fallen short of the target, and also has failed in providing the necessary standard of service. It would have been better for the Government to resort to a phased programme on a realistic assessment of the available resources, including money, land, construction materials, medical supplies, trained personnel, i.e. doctors, nurses, midwives, pharmacists, etc. Similarly, in providing drinking water, the performance has been below the target although in absolute terms the performance is quite appreciable.

The programme has also suffered from frequent shift of emphasis from one item to another item. In the preliminary years, more emphasis was put on providing social amenities, such as community halls, roads, primary schools, etc. The Committee feel that these social amenities although almost essential for even a marginal standard of living, cannot be maintained by the local people without the necessary financial resources being generated within the rural areas or made available to them. Thus, in many cases tube-wells sunk at considerable cost have remained out of repairs for pretty long time; primary health centres started have suffered from inadequate supply of medicines or lack of trained personnel. It may be argued that something is better than not having anything. But it should be realised that it has a dangerous potentiality of arousing social discontent and resentment among the local people on account of their not getting the expected service from those institutions and social assets.

The programme has also suffered on account of the staff being utilised for diverse purposes without being given any opportunity to concentrate their attention on any particular work with a view to show any appreciable result. The B.D.O. in addition to his original load of duties as a Development Officer, is now required to perform odd jobs which are not of developmental nature, such as, distribution of relief, serving as a link for law and order, and often revenue work, etc. Similarly, the V.L.W. with his official and formal load of about 20 items of duties has to attend to other multifarious works also.

Another lapse in the programme was the fixation of financial targets as the criterion of its efficiency. More attention was paid on the amount being spent than on the amount being properly utilised or utilised on schemes fixed on a priority basis. As such, monies have often been given to institutions for purposes which were not being properly checked and followed up. The Committee also note that people's contributions have been going down and the enthusiasm of the earlier years has not been maintained.

At the earlier stage, there was a criticism that the C. D. Programme had been providing amenities without providing the economic resources to maintain the amenities; later on there was a shift of emphasis on agricultural production culminating at present in the over-riding importance to be given to agricultural production. In the course of this transition, other developments of the C.D. Programme were not given proper attention and the main ideology, to wit, of developing community consciousness and healthy cooperation between the people and the Government agency, was more or less relegated to the background. The Social Education Organiser was very often asked to devote his time to items of work beyond his purview.

Besides, other development works also have not got due attention, viz. rural industries, animal husbandry, dairy, poultry, fishery, etc. In view of the fact that in rural areas there is a heavy load of unemployment or under-employment and in view of the meagre returns from agriculture, it should have been realised that the rural community cannot be stabilised without developing alternative sources of income for them. The surplus agricultural labour has to be provided with alternative job within the rural areas and that can be possible only in subsidiary agro-industries and rural industries.

The Committee hope that in spite of the over-riding emphasis now placed on agricultural production, the ideology behind the C.D. Programme will be properly protected and developed. In the present context of social unrest and discontent, it is all the more necessary to educate the people in their obligations and responsibilities to the community and to the nation. It should be the charge of the C.D. Programme to take up the task of educating the people in good citizenship. The Committee hope that necessary adjustments in the Programme will be made for the development of subsidiary industries in rural areas and for the development of community consciousness among the rural people.

The Committee feel that the training programmes undertaken under the C.D. Programme require to be critically reviewed and adjusted to suit the present requirements. The Committee think that there are too many training schemes and that there is scope for adjustment, integration and reorganisation of the training schemes under the Programme. The Committee would like to stress that training under the C.D. Programme should not only be technique-oriented but should also be outlook-oriented so that the trainee imbibes the spirit and philosophy of the programme.

Before concluding, the Committee would like to express their appreciation of the very difficult but all the same very useful task undertaken under the C.D. Programme. The programme being difficult, it is natural to expect some teething troubles and some sort of groping in darkness but on the whole its achievements are not negligible. The Committee hope that the drawbacks and defects pointed out in the Report would be carefully attended to and proper steps would be taken to make the programme purposeful for the elevation of the rural society and for enabling them to undertake the obligations of a democratic welfare State.

NEW DELHI;

April 6, 1966

Chaitra 16, 1888 (Saka)

ARUN CHANDRA GUHA,

Chairman,

Estimates Committee

APPENDIX I

[Vide para 6]

Coverage of Intensive Agricultural Districts Programme

(Area in lakh hectares)

Sl. No.	Name of the District—	No. of blocks covered		No. of villages covered		Total gross cropped area in the distt.	Total gross cropped area covered												
		60-61	61-62	62-63	63-64		60-61	61-62	62-63	63-64									
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)
A. First Group of districts—																			
1	Aligarh (U.P.)	17	..	14	14	17	17	1746	..	236	605	1746	1746	5.34	..	0.08	0.39	1.01	1.67
2	Ludhiana (Punjab)	10	..	9	9	9	10*	1004	..	202	922	922	1004	3.75	..	1.42	2.20	1.96	3.75
3	Bali (Rajasthan)	10	..	7	10	10	10	866	..	274	446	680	684	5.18	..	0.19	0.41	0.83	1.21
4	Rajpur (M. Pradesh)	23	..	16	16	18	23	3855	..	446	1033	2147	3855	11.87	..	1.03	2.10	3.27	6.01
5	Shahabad (Bihar)	20	6	20	20	20	20	3081	174	1276	2110	2679	2679	6.84	..	0.10	0.74	1.33	1.79
6	Thanjavur (Madras)	36	23	26	26	28	36	2657	317	464	570	937	1557	7.27	..	1.39	2.10	3.37	3.88

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)	(20)
7	W. Godavari (A. Pradesh)	25+	20	20	22	25	25	911	170	326	675	892	894	4.84	..	1.49	2.59	4.05	4.05
TOTAL 1 to 7.		141	49	112	117	127	141	14120	661	3324	6361	10023	12419	45.09	..	5.70	10.53	15.82	22.36
B. Second group of districts																			
8	Alleppy (Kerala)	17	..	..	10	15	15	99	..	..	36	50	70	2.21	..	..	0.30	0.45	0.70
9	Palghat (Kerala)	16	..	..	5	7	15	303	..	..	82	134	298	3.15	..	..	0.31	1.08	1.81
10	Bhandara (Maharashtra)	13	..	..	..	13	13	1478	..	..	..	1241	1474	5.02	..	..	..	0.17	0.44
11	Burdwan (West Bengal)	33	..	..	10	24	24	2855	..	..	1710	1759	1820	5.15	..	..	0.07	0.50	0.87
12	Cachar (Assam)	15	..	..	..	4	7	2019	..	..	..	160	777	2.41	..	..	..	0.07	0.24
13	Mandya (Mysore)	10½	..	..	9½	10½	10½	1329	..	..	320	638	1329	3.46	..	..	0.36	0.78	0.92
14	Sambalpur (Orissa)	29	..	..	15	15	23	3426	..	..	759	862	1802	7.23	..	..	0.20	0.51	1.15
15	Surat (Gujarat)	31@	..	..	29½	29½	31@	2198	..	..	2198	2198	2198	8.30	..	..	1.50	1.77	2.17

APPENDIX II

[Vide Para 43]

Statement showing the number of delimited blocks, number of Primary Health Centres functioning, and number of Primary Health Centres without Doctors—Position as on 30th September, 1965.

S. No.	State/and Union Territory	No. of delimited blocks	No. of PHC functioning	No. of PHC with out Doctors
1.	Andhra Pradesh	445	317	71
2.	Assam	160	78	3
3.	Bihar	575	587	84
4.	Gujarat	224	256	59
5.	Jammu & Kashmir	64	50	3
6.	Kerala	143	153	NIL
7.	Madhya Pradesh	416	390	63
8.	Madras	375	159	14
9.	Maharashtra	425	442	30
10.	Mysore	268	249(A)+179(B)	45
11.	Nagaland	17	NIL	NIL
12.	Orissa	307	208	15
13.	Punjab	229	227	42
14.	Rajasthan	232	200	72
15.	Uttar Pradesh	899	875	N.A.
16.	West Bengal	341	194(C)	NIL
17.	Delhi	5	8	NIL
18.	Himachal Pradesh	38	41	19
19.	Manipur	14	10	4
20.	Tripura	15	19	NIL
21.	N.E.F.A.	41	102	31
22.	Pondicherry	4	11	1
23.	A & N Islands	5	NIL	NIL
24.	Laccadives, Minicoy and Amindivi Islands	..	7	1
25.	Goa, Daman and Diu	11	NIL	NIL
26.	Dadra, Nagar Haveli	2	NIL	NIL
		5255	4742	556

(A) Government of India pattern

(B) State pattern

(C) In addition to subsidiary Health Centres:

APPENDIX III

[Vide para 85] [Vide para 76]

Extension staff in position—Statewise (as on 1-3-1965)

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State	B.W.Os.	Gram Sevaks	E.O. (Agri.)	S.E.O. (Men)/ E.O. (Panch)	E.O. (Coop.)	E.O. (A.H.)	E.O. (Village Industries)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1. Andhra Pradesh	314	5049	561	634	313	311	68
2. Assam	156	1384	160	181	89	123	63
3. Bihar	590	5746	582	507	529	577	426
4. Gujarat	193	2175	224	271	205	54	9
5. Jammu & Kashmir	59	828	50	100	50	42	24
6. Kerala	132	1267	222	119	150	119	119
7. Madhya Pradesh	436	4759	436	555	397	309	336
8. Madras	388	3400	374	720	374	374	333
9. Maharashtra	300	4531	347	523	329	238	243
10. Mysore	228	2322	226	305	263	263	132
11. Nagaland	17	164	17	..	9	1	3
12. Orissa	312	3372	312	155	312	267	171
13. Punjab	225	2229	229	224	208	212	201
14. Rajasthan	232	2320	232	217	174	232	60
15. Uttar Pradesh	875	8975	920	920	875	742	455
16. West Bengal	316	1841	251	564	256	213	114
<i>Union Territories—</i>							
17. A. & N. Islands	3	23	5	6	4	2	2
18. Delhi	5	52	5	10	5	5	5
19. Himachal Pradesh	32	346	34	37	32	1	32
20. Manipur	15	170	14	13	12	8	14
21. Tripura	16	130	14	19	14	..	17
22. N.E.F.A.	32	140	N.A.	N.A.	N.A.	15	..
23. Pondicherry	4	43	3	3	2	1	2
ALL INDIA	4880	51267	5218	6083	4602	4109	2829

State	Mukhya Sevika	Overseer	Gram Sevika	Medical Officer	Progress Asstt.
(1)	(2)	(3)	(4)	(5)	(6)
1. Andhra Pradesh	271	909	848	285	307
2. Assam	69	125	78	84	121
3. Bihar	175	550	1160	300	410
4. Gujarat	113	182	417	110	160
5. Jammu & Kashmir . . . . .	..	50	..	..	8
6. Kerala	83	96	136	48	120
7. Madhya Pradesh	117	475	739	237	435
8. Madras	128	374	334	166	Post abolished
9. Maharashtra	180	335	490	231	192
10. Mysore	69	397	268	155	150
11. Nagaland . . . . .	..	16	..	..	12
12. Orissa	312	312	395	203	303
13. Punjab ?	229	189	432	153	Post abolished
14. Rajasthan	Post abolished	232	..	115	192
15. Uttar Pradesh	555	290	1251	427	835
16. West Bengal	165	335	388	N.A.	235
<i>Union Territories—</i>					
17. A. & N. Islands	4	2	3	..	4
18. Delhi . . . . .	..	2	4	15	5
19. Himachal Pradesh	34	32	71	22	30
20. Manipur	13	16	20	..	14
21. Tripura	10	12	23	2	14
22. N.E.F.A.	N.A.	22	N.A.	52	N.A.
23. Pondicherry	3	4	7	..	2
ALL INDIA	2530	4957	7064	2605	3549

APPENDIX IV

Summary of Conclusions/Recommendations

Serial No.	Reference to para No. of the Report	Summary of Conclusions/Recommendations
1	2	3
1	6	<p>Since the success of the Intensive Agricultural Programme depends on 'package of services' besides the 'package of improved practices', the Committee urge that the Government should ensure that the requisite services are made available to the cultivators in the selected districts in time as well as in required quantity, so that quicker results may accrue from the programme.</p> <p>In view of the urgency for increasing food production, the Committee suggest that after an assessment of the results achieved in areas covered by Intensive Agricultural District Programme, Government may draw up a phased programme for extension of the scheme to other areas which can profitably be brought under it. It should, however, be ensured that areas not covered by Intensive Agricultural District Programme are not deprived of their normal supplies and facilities they are getting in the usual course.</p>
2	7	<p>The Committee gather from the statement furnished by the Ministry that yield per hectare of various crops in the districts where Intensive Agricultural District Programme is being implemented is not satisfactory. In some districts the yield of some crops has been going down; in some others the yield has been fluctuating from year to year.</p> <p>The Committee are unhappy that even with concentration of inputs in Intensive Agricultural</p>

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District Programme areas, Government have not been able to achieve the desired results.

The Committee suggest that causes responsible for the unsatisfactory and unsteady yield per hectare of different crops in the selected areas may be investigated and necessary remedial measures taken to improve the situation.

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The Committee appreciate that farm planning is an extremely useful extension technique in ensuring intimate personal contact between the Village Level Worker and the individual farmer. Not only will it help the farmer in preparing an inventory of his requirements of various agricultural supplies and in defining his credit requirements, but it will also enable the Government to make an advance assessment of the demands of the people for agricultural inputs etc.

The Committee would urge that along with the preparation of farm plans, Government should make arrangements for timely supplies of fertilizers, seeds, plant protection materials, improved agricultural implements, credit, etc. to cultivators, failing which the very purpose of these plans will be lost and the confidence of cultivators in the extension agencies seriously undermined. The Committee note that the supplies do not reach in time and thus the purpose is not served in full. They, therefore, suggest that the Extension agencies should ensure that the farmers are provided with the essential inputs according to an agreed time-schedule synchronising with each phase of agricultural operation.

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The Committee feel that while selecting blocks for the implementation of the Programme, attention should be paid in the initial stage only to those which offer scope for rapid agricultural development. Later a phased programme should be drawn up for extending the scheme to other areas. For this purpose, preparatory arrangements should be made for providing 'package of services', e.g. soil conservation, drainage, compost, green manure, etc., so that these areas can also

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develop the potentiality for increased agricultural output.

The Committee emphasise that field staff in these areas should be given adequate training in regard to 'package of practices', particularly use of fertilisers. All available communication media should be made use of for the dissemination of knowledge about 'package of practices'.

5 10

The Committee are unhappy to note from the statement furnished by the Ministry that the number of demonstrations held for educating the cultivators in adopting improved agricultural practices has gone down in the States of Bihar, Jammu and Kashmir and Madras during 1964-65 as compared to 1963-64. Similarly, there is a decline in the number of demonstrations in the Union Territories of Tripura, NEFA and Pondicherry. The Committee further note that the progress of the scheme is quite uneven in different States. They feel that for rapid agricultural development, the number of demonstrations should not only have been increased from year to year but these should have been held on a more or less uniform scale in different States.

The Committee would urge that regular demonstration programme should be chalked out by the Block agencies and due publicity should be given to the programmes so that maximum benefits could be derived by the villagers. A periodical analysis of the results of the demonstrations may also be conducted.

6 11

The Committee are unhappy to note from the statement furnished by the Ministry that despite the introduction of a net work of extension agencies all over the country and several intensive measures taken by the Government for raising the agricultural production during the three Plan periods, the yield per hectare of rice and wheat has gone down in some States and in some others the increase has been insignificant.

The Committee have noted in their seventy-seventh Report on the Ministry of Food and Agriculture (Department of Agriculture): Central

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Rice Research Institute, Cuttak that the average yield of rice per hectare in India is the lowest; it is only about 30% of the average yield in Japan. The Committee, in this connection, would like to refer to the recommendation made in para 9 of the Report for co-ordinated and concerted effort to increase the yield of rice per hectare by the application of the latest scientific techniques. The Committee hope that Government would give serious consideration to the problem of low yield and take suitable remedial measures on an All-India basis.

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The Committee regret to observe that the figures furnished by the Ministry tend to indicate that the land utilisation pattern in irrigated areas is by and large the same as, in unirrigated areas. The percentage of area sown more than once to total cultivated area even in the irrigated areas is also very low and has remained the same during the last two Plan periods. The Committee regret to record that no serious attempt has been made to encourage multiple cropping particularly in view of present unfavourable man-land ratio in India. They stress that with the increasing attention necessary for agricultural production, the interest of cultivators should be focussed on multiple cropping more particularly in the irrigated areas.

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The Committee attach great importance to the introduction of improved varieties of paddy and wheat to improve the per acre yield of these two staple foodgrain crops. The Committee suggest that the work of multiplication of such improved varieties as are expected to give at least 25% extra yield may be undertaken and the economics of their cultivation worked out. The Committee also suggest that farmers should be educated about the benefits likely to accrue from the cultivation of improved varieties and acquainted with techniques of their cultivation.

The Committee suggest that the cropping patterns devised by various agricultural research institutes, viz., Central Rice Research Institute and Indian Agricultural Research Institute should be propagated in the multiple-cropping areas.

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The Committee would like to invite the attention of the Government to the recommendation contained in para. 12 of their Seventy-seventh Report on the Ministry of Food and Agriculture (Department of Agriculture)—Central Rice Research Institute, Cuttack.

The Committee note that lists of recommended seeds are maintained at the block level. They, however, feel that farmers are likely to get confused if they are made to choose any one out of several varieties of seeds available. They also feel that it would be desirable if a selective list of high-yielding and quick-maturing strains suitable for the area is maintained at the block level and propagated by the Block agency. The Block agency must ensure adequate supplies of the recommended seeds and persuade the farmers to adopt them. They should also render guidance and help to the farmers in sowing the recommended seeds. The Committee apprehend that in the first year the recommended seeds may not show the desired results and the farmers may feel discouraged to use them. Responsibility, therefore, lies on the Block authorities to sustain the interest of the farmers in the use of the recommended seeds.

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The Committee note that several States are setting up seed farms on Government lands to obtain returns commensurate with inputs. They suggest that, in addition to Government Seed Farms of 25 to 30 acres in each Block, the possibility of setting up some bigger farms on a regional basis may be explored. Concerted steps should also be taken to encourage progressive farmers to use improved seeds for the purpose of multiplying them.

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The Committee cannot over-emphasise the importance of effective plant protection measures for preventing losses of foodgrains due to pests and diseases. They are unhappy that little has been done all these years to educate the cultivators in general about the importance of pests and diseases control and to propagate among them the methods and devices to be adopted to secure better results. The Committee feel that in each Block two Village Level Workers should

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be given special training in plant protection and pests control work. They also feel that each Block should possess adequate number of sprayers and other equipments as also adequate quantities of insecticides and chemicals for use by farmers.

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The Committee suggest that adequate stocks of improved agricultural implements should be maintained at the block level for demonstration and for hire purposes and, if feasible, for hire-purchase as well.

The Block agency should persuade village artisans to avail of the training facilities and thereafter help them in setting up repair workshops of their own.

The Committee further suggest that the Block agency should intensify the demonstrations for the use of improved implements.

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The Committee note that consumption of nitrogenous and other fertilizers is increasing. They also note that the indigenous supply is inadequate to meet full requirements of such fertilizers and that imports are also inadequate due to foreign exchange difficulties. The Committee hope that concerted efforts will be made to augment the supply of nitrogenous and other fertilizers during the Fourth Plan period. The Committee feel that it would be necessary to render guidance to the farmers in the use of fertilizers and the application of the required doses of fertilizers for various crops under different soil-climate conditions.

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The Committee are unhappy to learn that no survey has so far been conducted to assess the number of families in a village who have actually compost pits and how many of them are doing it in a scientific manner although the programme of compost has been mentioned in all the Plans. They suggest that a survey in this regard may be undertaken at an early date.

In the meantime, the extension staff should intensify their campaign for educating the farmers in the preparation and preservation of compost in a scientific manner so that its production per pit may be enhanced.

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The Committee feel that despite wide recognition of the merits of green manuring, it has not been generally adopted by farmers due to lack of information on the suitability of different leguminous crops for the varying agro-climatic conditions and the inadequate production and supply of reliable seed materials for such crops.

The Committee suggest that Government Seed Farms should maintain adequate stocks of seeds of various leguminous crops suitable for the area and these should be made available to farmers on payment basis in times of need. The Block agency should also conduct educational campaigns among the farmers to popularise the use of green manures.

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The Committee in their Seventy-fifth Report on the Ministry of Food and Agriculture: Indian Council of Agricultural Research have already referred to the need for avoidance of duplication or overlapping of research efforts : either in the Central or State spheres and to the lack of proper coordination between Centre and States and between States and States in the Research Programme. The Committee have noted that Research Boards have not been set up in all the States. The Committee would like to reiterate their earlier recommendation that Research Boards should be set up in all the States so as to eliminate duplication and overlapping in the research programme. The Committee also feel that if the results of researches conducted in the various Agricultural Research Institutes are to be put to any effective use, the extension personnel should be well conversant not only with latest researches but also with the problems of the cultivators so that they can pass them on to the Research Institutes for solution. The Committee regret that this two-way traffic between the cultivators and the research institutes through the medium of extension workers has not yet been achieved. The Committee cannot overemphasise the need for effecting closer contacts between the Central Research Institutes and State research institutes, as also between extension personnel and cultivators and the Research Institutes.

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17	22	<p>While noting the measures taken for imparting training to the tillers and the sons of the tillers, the Committee feel that an orientation for the adoption of new techniques of agricultural development should be given to them so as to make them receptive to new ideas. In this connection, the Committee would like to invite the attention of Government to the recommendation contained in para 71 of their Seventy-fifth Report on the Ministry of Food and Agriculture (Department of Agriculture)—Indian Council of Agricultural Research. The Committee also feel that there should be a follow-up of the training imparted to the tillers with a view to see to what extent they are benefited by the training programme.</p>
18	24	<p>The Committee attach great importance to the grading of cattle by selective breeding and use of artificial insemination techniques with a view to raising the milk yield of local cows which is already very low. The Committee in their Eighty-first Report on the Ministry of Food and Agriculture (Department of Agriculture): National Dairy Research Institute, Karnal, has already referred to the need for tackling the question of grading up of cattle on a coordinated basis with the help of the resources of State Government farms and military dairy farms and also to the question of popularisation of artificial insemination techniques on a wider scale amongst the farmers. The Committee hope that Government would take concerted measures for providing increased facilities for artificial insemination of cattle during the Fourth Plan period.</p> <p>The Committee also suggest that there should be an arrangement for regular supply of information regarding artificial inseminations performed in the States to the Central Government on a quarterly basis.</p>
19	25	<p>While noting the steps taken up by Government for augmenting milk production by the adoption of the various schemes referred to in para 25 of the report, the Committee would like to reiterate the recommendation made by them in para 13 of their 81st Report on the Ministry of Food and Agriculture; National Dairy Research Institute, Karnal, where they have referred to the need for a crash programme for cattle and dairy development.</p>

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The Committee would further urge that Block agencies should help the farmers in modernizing stock farming, adopting the best production techniques, and forming milk cooperatives. They suggest that the farmers should be provided with adequate credit facilities for purchase of milch animals, cattle feed, etc.

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The Committee are unhappy to note that the area under fodder cultivation has remained more or less stationary during the years 1959-60 to 1961-62. They are surprised that the Ministry have not taken the care of collecting the upto-date statistics in this regard. In view of the fact that productivity of the livestock depends upon the supply of nutritive fodder, the Committee feel that strenuous efforts should have been made by Government not only to increase the acreage under fodder cultivation but also evolve nutritious cattle feeds which could be supplied to farmers at economic rates. The Committee would like to invite the attention of the Government to the recommendation made by them in their 80th Report on the Ministry of Food and Agriculture (Department of Agriculture): Indian Grassland and Fodder Research Institute, Jhansi and hope that energetic steps would be taken to increase the fodder resources for feeding animals, particularly the milch cattle, after conducting an all India survey.

The Committee feel that fodder crops should be included as part of the normal cropping pattern of the country, particularly in milk-shed areas. Government should also consider the question of developing common grazing lands in each village and of reserving pasture lands in those block farms which are about 100 acres or so in size.

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The Committee are glad to note that the mortality rate in cattle is going down from year to year due to large scale vaccinations against rinderpest and other cattle diseases. The Committee would, however, like to stress the need for educative programme in regard to the importance of prevention and of prophylactic measures against the spread of infection and outbreaks of seasonal diseases. While the Committee note that there is

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no dearth of vaccines as such, they have received reports that preventive work in the spread of cattle diseases has been hampered in some blocks due to inadequate supplies of vaccines. The Committee suggest that the procedure of distribution of vaccines to the Blocks should be reviewed and if any defects are noted, they should be rectified.

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The Committee feel that each block taking up intensive fisheries programme, should have adequate provision of a nursery for rearing fish fingerlings of the best quality for its stocking programme. This size of the nursery could be determined on the basis of the present requirements and the anticipated future demands. The Committee further suggest that such of the blocks as have taken up intensive fisheries programme should have adequate technical assistance of Fishery experts. If necessary, the question of appointment of Extension Officers (Fishery) in such blocks may be considered.

The Committee suggest that the fishermen should be assisted in getting fishing leases of natural waters like rivers, reservoirs, Jheels and back-waters so that they could in due course replace the contractors and form their own co-operatives.

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The Committee would urge that the survey of water areas should be completed at an early date so that necessary provision for the intensive development of fisheries in suitable blocks could be made on a realistic basis in the Fourth Plan period.

The Committee hope that fish-rearing in village tanks will be intensified in other States also so as to provide a subsidiary protective food to the villagers at a cheaper cost.

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The Committee understand that the poultry owners are facing certain problems due to fairly high mortality of birds—particularly of pedigree birds—in the initial stages and the delay in the replacement of dead birds. Another difficulty faced by the poultry units is in respect of the price of poultry feed which has gone up so much that poultry-keeping has become relatively un-economic and unprofitable.

The Committee suggest that researches should be intensified to evolve a cheap nutritious feed

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so that more people can take up poultry-keeping as a subsidiary occupation. Researches should also be intensified to control the high mortality of birds in the initial stages. In order that farmers are encouraged to take to poultry-keeping, it may be necessary to provide them with technical advice, feeds and vaccines for birds. The Block agency should take special care to ensure veterinary services, particularly in the case of outbreak of epidemic and also help in the marketing of produce of the poultry-keepers. The Committee would also suggest that for small-size rural poultry units, the Government should try to improve the egg-laying capacity of the country birds by cross-breeding and better feeds.

The Committee suggest that the desirability of introducing peripatetic training courses for the prospective poultry farmers may be considered. The Committee would also stress the need for strengthening the regional and the State Poultry farms in order to ensure adequate supply of birds to the poultry owners.

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The Committee are unhappy to note that no steps have so far been taken to develop poultry in the areas where the agriculture is precarious or unstable although they should have received priority over other agricultural areas.

The Committee urge that suitable poultry development schemes should be framed for developing poultry as a subsidiary source of income for the areas where the agriculture is unstable. The Committee feel that in the context of the present shortage of foodgrains in the country, there is an imperative need for providing subsidiary protective foods to the people. They would, therefore, urge that a comprehensive programme should be drawn up for the development of milk and milk products, fishery, poultry, etc. so that nutritious food may be made available to the people.

The Committee would also suggest that along with this programme of production subsidiary nutritive food an educational campaign should be carried out so as to effect a change in the food habits of the people and obviate too much dependence on foodgrains.

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26	33	The Committee would like to stress the importance of minor irrigation programme as it is quick-yielding and not capital-intensive. The Committee hope that the Government will make energetic efforts to achieve the target of this programme.
27	34	The Committee feel that it would be desirable to lay down the same quantum of public contribution for irrigation schemes taken up under the G.M.F. Sector and those under the Community Development Programme. The Committee also suggest that Government may examine if the minor irrigation works executed under the two separate schemes could be integrated.
	35	The Committee feel that with a view to enabling the Panchayats to discharge their responsibilities efficiently in regard to the maintenance of community tanks etc., arrangements should be made to provide necessary technical assistance to them for the purpose. The Committee also feel that as an incentive to the farmers, adequate loans should be provided for re-excavation and renovation of old or silted individually-owned irrigation works.
29	37	The Committee feel that under-utilisation of existing minor irrigation facilities is one of the major causes for shortfall in agricultural production. The Committee regret that no effective steps were taken by Government to set up a proper machinery to ensure the maximum utilisation of the available irrigation facilities. They would suggest that along with taking up new schemes for expansion of minor irrigation works, Government should take effective steps to ensure that there is no under-utilisation of the existing irrigation potential.
30	38	The Committee feel that soil conservation is essentially a people's programme and soil conservation measures cannot be successful unless the people are made conscious about the evils of soil erosion and benefits of soil conservation. The Committee suggest that an educational campaign may be conducted in the blocks to enable the farmers to adopt soil conservation practices for improving agricultural production.

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The Committee also feel that continued research in soil conservation and soil erosion is necessary for the successful implementation of the soil conservation programme. They consider that the results of research should be disseminated for the benefit of the farmers. In this connection, the Committee would like to invite the attention of the Government to the recommendation made by them in para 38 of their 80th Report on the Ministry of Food and Agriculture (Department of Agriculture): Soil Conservation Research Demonstration and Training Centres.

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The Committee recommend that Government should examine and formulate the pattern of soil conservation in States and persuade such of the States as have not enacted legislation on soil conservation to do so expeditiously.

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The Committee note that 25.6 lakh acres of land have been located as suitable for distribution to the landless agricultural workers. They feel that such land should be distributed without much delay in accordance with the scheme contemplated for the purpose.

The Committee would stress the need for undertaking intensive studies on nature and classification of soils in relation to soil fertility, soil erosion, soil losses, etc. Agricultural research and soil surveys must be closely integrated if full benefits are to be realised from the land. The Committee suggest that the farmers should be assisted in getting the fertility of the soil tested by the Soil Survey Experts.

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The Committee note from the statement furnished by the Ministry that the progress of reclamation of land is very poor in certain States viz., Assam, Gujarat, Orissa, Uttar Pradesh, etc. They suggest that the reasons for the poor progress should be investigated and remedial measures taken.

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The Committee appreciate that due to unavoidable handicaps like shortage of trained personnel, lack of finance, delay in the acquisition of land, etc., the number of primary health centres set up falls short of the number of blocks in the Country. As non-fulfilment of the target is apt to create a sense of frustration among the people, the Committee feel that before fixing a

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target, Government should have made a realistic assessment of the availability of essential pre-requisites therefor. The Committee note that about 700 primary health centres are without any doctors and many others are inadequately staffed.

The Committee cannot over-emphasise the need for properly equipping and manning a medical centre, set up at a considerable cost, for rendering effective service to the people. They hope that a review of the working of the primary health centres will be made at an early date and deficiencies noted therein made up.

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The Committee note with satisfaction the considerable decline in death rate of infants and of mothers during or after child birth.

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The Committee commend the scheme of multi-purpose domiciliary health services. They hope that a realistic programme will be drawn up for the extension of the scheme on a phased basis for the whole country. The Committee also hope that a provision will be made for adequate supply of medicines and equipment necessary for the services.

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The Committee suggest that the Block agencies should take steps to educate the villagers about the importance of environmental sanitation and create in them an awareness of the facilities that are being created for improving rural sanitation. Greater emphasis should be laid on digging of sewage pits, construction of pucca drains, latrines, etc. as these will go a long way in improving the public health in the rural areas.

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While the Committee are glad to note that death rate due to preventable diseases like cholera and small-pox has been going down, they consider that there is scope for further improvement in this matter leading almost to total elimination of deaths due to these diseases.

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The Committee are glad to note that facilities for family planning are being provided in the rural areas on an increasing scale and that the re-organised programme laying considerable emphasis on providing family planning education and services in the rural areas is at various stages

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of implementation. The Committee feel that there is need for the setting up of a Family Planning Centre with proper personnel and equipments in each Block. In the opinion of the Committee, family planning should primarily be considered as a social problem and therefore greater emphasis should be laid on the welfare of the family as a unit of society. There is need for creating among the rural population a motivation for having a small family and a higher standard of living. The Committee suggest that available media of mass communication should be utilized for the rapid dissemination of information and education on family planning. The Social Education Organisers/Mukhya Sevikas should be actively associated with the propagation of the family planning programme.

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While the Committee appreciate the necessity of giving training to villagers in family planning methods, they are not sure whether this objective is adequately fulfilled by the Honorary Education Leaders' Scheme under which educated women are sent to rural areas for giving training in family planning. The Committee suggest that an appraisal may be made about the working of the Scheme before it is introduced in other areas.

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The Committee note that as against 5,223 blocks, there are only 5,000 depot holders for selling contraceptives which work out at one depot for more than one block. They feel that the number of depots in villages should be doubled so that the contraceptives become easily available to more people. They further suggest that wherever cooperatives are in existence, they should be made to serve depot holders for the sale of contraceptives.

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The Committee regret to note from the statement furnished by the Ministry that the expected progress has not been made in the direction of primary education in the rural areas inasmuch as only 78 per cent of the school going children of the age-group 6—11 are estimated to attend schools at the end of the Third Plan, and the number is smaller still in regard to children of the age-group 11—14. The Committee also note that even at the end of the Fourth Plan there is not expected to be hundred per cent coverage in

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respect of children of the age-group 6—11 and primary education has not been made free and compulsory in the country as required in terms of Article 45 of the Constitution.

The Committee suggest that the feasibility of providing incentives to the needy children in the shape of free or subsidised supply of books and uniform with the assistance of public contributions may be examined with a view to increase the percentage of the school-going children in villages.

The Committee also attach great importance to pre-primary education through balwadis and nurseries in the rural areas and would suggest that suitable allocations should be provided for these institutions so that they can function in better conditions and do not have to depend primarily on public charities.

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The Committee are concerned to note that the duration of teachers' training programme has been reduced to bare nine months although it has been realised by Government that there is a deterioration in the quality of primary school teachers. The Committee feel that lack of incentives, meagre salaries, irregular payment, absence of proper inspection, etc., are the contributory factors for the poor standard of teachers in the primary schools. The Committee hope that consistent with the country's financial resources and the necessity for expansion of education, every effort will be made to provide adequate training to and to ameliorate the conditions of primary school teachers whose job it is to mould and transform young minds in the formative and susceptible stage.

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The Committee would like to stress the need for imparting an agricultural bias in the curriculum of the Basic Schools, in the rural areas. They suggest that with a view to making adequate land, irrigation and other facilities available to the students in agricultural schools, nearby Government farms or seed farms should be attached to such schools for this purpose. The Committee further suggest that the multipurpose schools in the rural areas should take up the task of imparting agricultural education.

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45 55 The Committee realise that Community Development programmes are expected to bring about a social change in the rural community through the effective functioning of the rural institutions, development of the rural economy and the cooperative efforts of the officials and the community. The Committee feel that it would be a retrograde step if the Community Development aspect is relegated to the background due to the over-riding emphasis now laid on increasing agricultural production.

The Committee feel that the Social Education Organiser should have been treated as the king-pin of the Community Development Programme. The Committee, however, regret to note that out of all the functionaries of the Block, the Social Education Organiser has so long been relegated to a position of least importance. The Committee would suggest that Government may consider whether, in view of the over-riding importance now given to agriculture, there should not a separate department or agency for the development of Community sense of which the Social Education Organiser should be an important functionary.

46 56 While the Committee appreciate the usefulness of Audio-Visual Aids as a medium of mass communication, they feel that the Block agency should also utilise the mobile publicity vans in a greater measure.

47 57 In the opinion of the Committee folk art in the form of songs, ballads, plays, puppet shows, etc. has immense possibilities as a medium of mass communication. But these should be purposeful with some civic, spiritual, developmental and moral contents. They should be instructive without being too didactic. The Committee suggest that a coordinated programme of publicity through various forms of folk art should be drawn up by Government in consultation with State Governments for implementation during the Fourth Plan period. The Committee also suggest that the assistance of non-official organisations, amateur groups and social welfare agencies should be enlisted for arranging cultural programmes in the rural side.

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48	58	<p>Since cinema is an effective channel of mass communication, the Committee suggest that a programme of preparing documentaries on community life and community development projects should be drawn up on an annual basis in consultation with State Governments. Care should, however, be taken that there is no duplication of efforts as between the Central and State field publicity units.</p>
49	59	<p>The Committee feel that the existing number of mobile field units is far too inadequate considering their areas of operation. The Committee suggest that the number of mobile field units should be augmented and their activities extended. The mobile field units should particularly visit less accessible and backward areas.</p>
50	60	<p>The Committee are distressed to note that 30-40 per cent of the community listening sets remain out of order. The Committee feel that maintenance of the sets already installed is as important as the installation of the new ones, as otherwise this would result in infructuous expenditure and their purpose would be defeated. The Committee suggest that Government may examine the question of proper maintenance of the community listening sets in consultation with the State Governments.</p>
51	61	<p>The Committee note that 10,000 Radio Rural Forums have been established to maintain contacts with the villagers. They would suggest that an appraisal of the working of the Forums may be undertaken along with expansion of the programme in the Fourth Plan period.</p>
52	63	<p>The Committee note that the membership of Primary Agricultural Credit Societies has increased from 4:41 million in 1950-51 to 23:73 million in 1963-64. The Third Plan envisaged that the membership of Primary Cooperative Societies would increase to about 37 million covering about 64% of the agricultural population. The Committee do not think that this target would be reached by the end of the Plan period. The Committee also note that the deposits of Primary Agricultural Credit Societies has increased from 42:8 million in 1950-51 to 260:6 million in 1963-64. The Committee note that this falls short of the target of 420 million by the end of the Third Five Year Plan period.</p>

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The Committee suggest that the villagers should be educated by the block agencies about the facilities available for loans under different incentive schemes and persuade them to become the members of cooperative societies. Efforts should be made to cover a larger percentage of agricultural families by the end of the Fourth Plan.

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The Committee feel that the rate of setting up of Land Mortgage Bank at district/taluka level is not satisfactory. They hope that a larger number of districts will be covered during the next Plan period.

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The Committee hope that an early decision will be taken on the proposal to set up agricultural credit corporations in the States of Assam, Bihar, Orissa, Rajasthan, West Bengal, etc., where the credit structure is weak so that the agricultural production does not suffer in these States for an indefinite period.

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The Committee feel that Agricultural Refinance Corporation may be approached for considering the question of extending its facilities and granting refinance to scheduled banks in respect of advances made for food processing units and industries manufacturing machines and equipment for mechanisation of agricultural production.

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The Committee feel that despite the loan facilities provided by the Reserve Bank, only small percentage (about 5 to 6 per cent) of societies have been covered under the 'Government participation Scheme'.

The Committee suggest that efforts should be made to cover a larger number of societies under this scheme by the end of Fourth Plan.

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The Committee feel that with the wider and fuller implementation of the 'crop loan' system, which has been accepted as the policy in every State in the last conference of Ministers of Co-operation held in Bombay, the agriculturists would be getting more of their credit requirements through the cooperative channels. The Committee, therefore, suggest that the need for the early implementation of the 'crop loan' system

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58	69	throughout the country should be emphasised on all the State Governments.
59	70	<p>The Committee suggest that these outright grants to primary societies and central banks as special bad debt reserves should be directly related to the assistance provided by them to the weaker sections, and not merely on the present basis of total increase in the loans granted. These grants should be specifically earmarked to cover the risks of the primary societies and central banks in lending to the weaker sections only.</p> <p>The Committee hope that the working details of the Rural Pilot Centres Scheme will be completed early and some Pilot Centres opened in the very near future.</p> <p>The Committee, in this connection, would like to stress that the farmers are accustomed to obtain credit in an informal way. It may be examined whether some of the procedures for supplying credit can be simplified and credit made available to the farmers in a less formal manner.</p>
60	71	<p>While conceding that cooperation is a good way to render service to the farmers, the Committee feel that to the extent possible the participation of other institutional sources of credit also for filling the 'gaps' and inadequacies of the existing credit structure, should be encouraged.</p> <p>The Committee feel that it may be desirable to encourage commercial banks also in the field of agricultural credit. Their field of activities could be specified. They may confine to such types of credit which the cooperatives do not provide. This will eliminate the changes of wasteful competition between the two agencies.</p> <p>The Committee suggest that the various facilities offered by the Reserve Bank to the cooperative banks may be extended to the commercial banks to the extent that such banks finance agriculture.</p>
61	72	<p>The Committee reiterate their recommendation and further suggest that meetings and exhibitions should be organised for inculcating the benefits of thrift and for avoiding wasteful expenditures.</p>

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There should also be campaigns for small savings by the Block Development Officers with the assistance of District Saving Officers.

The Committee feel that besides the gainful investment of savings on improved agricultural practices, investments can be made in co-operative shares, postal savings, bank deposits, National Bonds, and insurance of all sorts as these will not only encourage savings habit and provide incentive to earn more but they will also afford a guarantee and security for loans and advances which the cultivators needs for some of his seasonal requirements for larger agricultural inputs.

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The Committee appreciate the necessity of larger loans to farmers for better agricultural production, but at the same time they are not sure whether the indebtedness of the farmers or their dependence on the village money-lender has decreased to any considerable extent. The Committee feel that it would be desirable to conduct limited studies, on a regional basis, at shorter intervals to gauge the extent of rural indebtedness and dependence of the farmers on village money-lenders.

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The Committee feel that the coordination between various development departments should not be merely in the limited sense of administrative coordination but it should extent to the actual implementation at the base of all aspects of extension work, e.g. improved agricultural methods including supply and distribution of seeds, fertilizers, implements, credit, etc.

In view of the fact that overall responsibility for the implementation of the Community Development Programme at the Block level is that of the Block Development Officer, the Committee are of the view that the minimum qualification for recruitment to this post should be a university degree plus an adequate training in the ideology of the Community Development. For promotions, however, relaxation in academic qualifications may be allowed which the Committee expect would be more than made up by practical experience.

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Since the fundamental idea underlying community development is that block organisation should be the common agent of all development activities in the block area, the Committee consider it imperative that the Block Development Officer should provide coordination and initiative in unifying and promoting the activities of different development departments through the extension officers concerned. This is a necessary corollary to an integrated approach to development.

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The Committee find from the statement furnished by the Ministry that not a single cadre of extension staff (including Block Development Officer) is fully manned. The shortage varies from 2.2 per cent in respect of Block Development Officers to 35:1 per cent in the case of Mukhya Sevikas who are expected to undertake the work of organising the rural women folk.

The Committee would strongly urge that energetic efforts should be made to fill all the vacant sanctioned posts of extension staff so that the implementation of various rural development programmes does not suffer on this account. If necessary, leave reserves should be created.

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The Committee are unhappy to note that untrained staff is in position in all the cadres, the number being particularly high in case of Mukhya Sevika (19.4 per cent) and Social Education Organisers/Extension Officer (Panchayats) (19.3 per cent). The Committee have already noted earlier the shortfall in the utilisation of capacity in the various training centres. In view of this the Committee cannot help concluding that effective steps are not being taken to provide training to the untrained extension staff. They would urge that concerted steps be taken in coordination with the State Governments for deputation of Extension Staff, on the basis of a phased programme, for training in the various centres run by the Department.

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The Committee hope that screening committees would be set up soon in those States which do not have such committees and that all categories of Block Staff would be brought under the purview of these screening committees.

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The Committee regret to note that the Social Education Organiser, who is expected to play a useful role in promoting community consciousness, has of late been saddled with extraneous functions with the result that he has become a composite functionary without any clear cut objectives or responsibilities.

The Committee feel that the Community Development is a social problem involving application of social techniques by social scientists or personnel oriented in social science techniques. The Committee also feel that for Community Development work there has to be a class of persons who are community development oriented and who can create community consciousness, which aspect, the Committee think, should have received due attention. The Committee, therefore, suggest that the functions of the Social Education Organiser should be clearly defined and his workload determined in the context of these functions, so that he can discharge the very important functions that he is expected to.

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The Committee feel that the successful implementation of the agricultural programmes does not merely depend on the adequate supply of various inputs but also on the dissemination of techniques of improved cultivation and the supervision of the application of improved agricultural practices propagated by the extension agency.

The Committee also feel that the quality of supervision and the tempo of extension effort have not as yet borne the desired fruits and have to be accelerated to keep pace with the scientific and technological knowledge propagated among cultivators failing which a situation may arise leading to the failure of the programmes and the consequent disappointment among cultivators.

The Committee are glad to note that action is being taken to send the existing untrained Extension Officers, (Agriculture) for higher training leading to degree courses in agriculture. They would, however, urge that the minimum qualification for direct recruitment to the post

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of Extension Officer (Agriculture) should be a degree in Agriculture. In the case of departmental candidates, it should be ensured that they possess the necessary competence and practical experience to enable them to function effectively as an Extension Officer.

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The Committee note that 2334 Extension Officers (Industries) are trained out of the actual strength of 2,829 Officers in the Blocks. The Committee cannot over-emphasise the importance of providing training to the remaining extension officers (Industries) in order to put the rural industries programme on a firm footing. The Committee hope that steps will be taken to fill up the vacant posts in the cadre of Extension Officers (Industries).

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The Committee feel that it would be desirable to have uniform qualifications for Extension Officers (Animal Husbandry) in all the States. They further feel that the Extension Officers posted in the areas in which intensive cattle development programmes have been launched should, as far as possible, hold a degree in Animal Husbandry. The Committee would also like to suggest that an independent evaluation be made of the progress made so far in the field of animal husbandry, particularly with reference to the milk-yielding capacity of cows and buffaloes.

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The Committee note that the Village Level Worker (Gram Sevak) stands at the base of the whole development set-up. With the Gram Sevak firmly established in the villages, the demands on his time and energy have been increasing. On the one hand, the villager approaches him for the solution of his difficulties to an increasing extent and, on the other, the Departments through their District and Group Level Specialists press for the realisation of higher and higher targets in project work and for an increasing volume of information and report from the field.

Even a cursory examination of the illustrative list of priorities shows that the workload of Village Level Worker is heavy enough. When the area of his operation, the distance he has to travel, the daily contacts he has to make and the reports and returns he has to fill in and also

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all other sundry items of works like relief, revenue etc., are taken into consideration, the Committee feel that it is not humanly possible for this functionary to discharge his duty effectively. The Committee recommend that the functions and the workload of the Village Level Worker (Gram Sevak) and his other associate workers at the base level should be reviewed and norms of workload laid down. Now that the Village Level Worker is expected to engage himself mainly on work relating to agricultural production, the Committee suggest that the question of creating an alternate functionary to take care of other non-agricultural functions, as was previously recommended by the Committee on Inter-departmental and Institutional Coordination, may be considered.

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The Committee feel that no agricultural improvement can be effected if the Block functionaries are transferred from one place to another much too frequently. They, therefore, suggest that the State Governments may be advised that transfer of essential block functionaries should not normally take place earlier than a period and should not generally be delayed more than 5 years in one Block.

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The Committee are constrained to note that despite positive recommendations made by the Annual Conferences of Community Development and Panchayati Raj and also Conferences of State Ministers of Community Development and Panchayati Raj for making such of the Block Extension staff, as fulfil certain conditions, permanent, a large number of such staff continues to be temporary in most of the States. The Committee suggest that the matter may be taken up with the concerned State Governments and the question of making some of the staff quasi-permanent may be considered.

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The Committee feel that the success of any programme of rural industrialisation depends on the selection of industries which are locationally viable or which are capable of adopting improved technology progressively.

They further feel that rural industrialisation should be planned on a regional basis as it will lead to greater inter-dependence between agriculture and industry in the rural areas.

The Committee feel that rural industrialisation has not been given due consideration in terms of local needs. There should be a group of industries, not one industry, in the rural areas. Then only industries can grow. The Committee also feel that there should be a clear distinction between what is called small scale industries and the rural industries. Rural industries should be treated as a separate class and there should be some promotional scheme at Government level for their development.

In connection with the setting up of 'Growth Centres' during the Fourth Plan, the committee suggest that a quick survey may be conducted right now through the State Governments concerned for identification of areas viv-a-vis their industrial potentiality for locating these centres.

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The Committee are distressed to note that there has been heavy shortfall in the utilisation of work sheds in rural industrial estates so much so that only 31 per cent and 42 per cent of the completed sheds have so far been allotted in the rural and semi-urban industrial estates, respectively.

The Committee are further constrained to note that these estates have been constructed indiscriminately without prior assessment of the industrial potential and availability of other requisite facilities in those areas. The whole scheme has been processed in a most unrealistic manner, leading to the waste of public funds. They suggest that attempt should be made to utilise the vacant sheds either by removing the handicaps and providing proper facilities or by finding alternative uses of the sheds. The Committee would also like to suggest that in future the rural industrial estates should be set up only after conducting a thorough survey of the prospective areas vis-a-vis their potentiality.

The Committee would urge that concerted steps should be taken to remove the bottlenecks

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which have been experienced in the setting up of rural industrial estates. The Committee would further suggest that in order to attract small entrepreneurs in rural areas, the Government should create necessary facilities and conditions by providing electricity, water supply, preferential allotment of raw materials, adequate marketing facilities, etc.

76 91 The Committee suggest that the progress of Panchayat industries in Orissa, Uttar Pradesh and Maharashtra may be examined by a Study Team and the result of their study communicated to other State Governments who may be persuaded to organise Panchayat Industries in their respective areas.

77 92 The Committee are constrained to note that the programme of rural industrialisation has not been viewed with a sense of urgency in some of the States which have not provided additional amount apart from the block budget for the implementation of the programme although the setting up of new industries is directly related to the employment position in rural areas. The Committee feel that the credit needs of artisans in rural areas would have to be substantially met if rural industrialisation programme has to achieve any measure of success.

78 93 The Committee note from the statement furnished by the Ministry that a uniform policy has not been followed in various States in regard to setting up of Common Facility Centres|rural workshops with the result that in certain States, viz., Assam, Bihar, Jammu & Kashmir and Maharashtra, the progress made in this behalf is almost negligible.

The Committee hope that the Committee of Officers which is currently evaluating the working of the Common Facility Centres will take note of the present disparities and suggest suitable remedial measures.

79 94 The Committee are glad to note that arrangements are being made for giving pre-Vocational training to the children in rural and semi-

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urban areas. They feel that Government should simultaneously draw a plan of creating employment potential through rural industrialisation for the boys coming out of the training centres.

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The Committee are unhappy to note that despite the fact that the rural development programme is expanding from year after year and investment thereon is increasing, the people's contribution tends to show a decline in majority of the States. They feel that Government have failed to maintain the tempo of people's enthusiasm for the implementation of the programme.

In the opinion of the Committee, the Community Development approach postulates that the community itself should effectively build its strength and create resources from within. Supply of inputs should be so arranged as to encourage the marshalling and utilisation of the local resources. The Committee, therefore, suggest that measures should be taken to develop and utilise the financial and human resources for the building up of the community.

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The Committee feel that voluntary organisations can play a useful role in mobilising human resources for the uplift of the rural societies. These organisations should be aided and encouraged to assume responsibilities for such activities as legitimately fall within their spheres. The Committee hope that Government would define the areas of operation of the voluntary organisations within the ambit of the national programme.

APPENDIX V

Analysis of recommendations in the Report

I. Classification of Recommendations:

A. Recommendations for improving organisation and Working:

Serial No. 1, 3, 4, 5, 11, 16, 21, 25, 28, 39, 50.

B. Recommendation for raising the Agricultural Production.

Serial No. 6, 15, 16.

C. Recommendation for Economy.

Serial No. 75

II. Analysis of Recommendations Directed Towards Economy:

Serial No.	Serial No as per Summary of Recommendations Appendix VI	Particulars
1	75	<p>The Committee are distressed to note that there has been heavy shortfall in the utilisation of work sheds in rural industrial estates so much so that only 31% and 42 per cent of the completed sheds have so far been allotted in the rural and semi-urban industrial estates, respectively.</p> <p>The Committee are further constrained to note that these estates have been constructed indiscriminately without prior assessment of the industrial potential and availability of other requisite facilities in those areas. The whole scheme has been processed in a most unrealistic manner, leading to the waste of public funds. They suggest that attempt should be made to utilise the vacant sheds either by removing the handicaps and providing proper facilities or by finding alternative uses of the sheds. The</p>

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Committee would also like to suggest that in future the rural industrial estates should be set up only after conducting a thorough survey of the prospective areas vis-a-vis their potentiality.

The Committee would urge that concerted steps should be taken to remove the bottlenecks which have been experienced in the setting up of rural industrial estates. The Committee would further suggest that in order to attract small entrepreneurs in rural areas, the Government should create necessary facilities and conditions by providing electricity, water supply, preferential allotment of raw materials, adequate marketing facilities, etc.
