

# **ESTIMATES COMMITTEE (1965-66)**

## **NINETY-EIGHTH REPORT**

**(THIRD LOK SABHA)**

**MINISTRY OF FOOD, AGRICULTURE, COMMUNITY  
DEVELOPMENT AND CO-OPERATION**

**(DEPARTMENT OF COMMUNITY DEVELOPMENT)**

**PART I : CENTRAL PROGRAMMES**



**LOK SABHA SECRETARIAT  
NEW DELHI**

***April, 1966/Chaitra, 1888 (Saka)***

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## C O R R I G E N D A

Ninety-Eighth Report of the  
Estimates Committee on the  
Ministry of Food, Agriculture,  
Community Development and  
Cooperation (Department of  
Community Development)  
Part I : Central Programmes

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Page 11, item 10 of the statement,  
against 'Orissa', under the  
column '1963-64', insert '1,00,000'

Page 50, line 2 from below, for  
'decline' read 'declared'.

Page 57, first footnote, for  
the mark + read '\*'.

Page 72, under the col. 'State',  
after 'Madhya Pradesh', insert  
'Maharashtra'.

P.T.O.

Page 77, line 8, for 'Whenever'  
read 'Whoever'.

Page 99, last col. of the statement,  
against 'Rajasthan', insert '10'.

Page 133, line 2, after 'para' insert '94'.

Page 145, line 1, for 'APPENDIX V',  
read 'APPENDIX XV'.

Page 150, line 7, for 'over' read  
'ever'.

Page 151, Serial No. 12, line 4, for  
'to' read 'in'.

Page 152, Serial No. 15, lines 10-11, for  
'the above views', read 'the views'.

Page 152, Col. 1, after Serial No. 15,  
'for 16', read '16'.

Page 152, Serial No. 16, lines 1-2 for  
'indicates the' read 'indicates that  
the'.



: 3 :

Page 157, Serial No.32, after  
line 1, insert 'ed by the  
Ministry for enhancing the  
allocations'.

Page 157, Serial No.32, line 5  
from below, delete this line  
occurring for the second time.

Page 161, Serial No. 37, under  
Col. 2, insert '105'.

Page 162, Serial No. 41, line 11,  
for 'sources' read 'courses'.

Page 163, Col. 1, for '3' read  
'43'.

Page 167, Serial No. 53, last line,  
for 'on' read 'or'.

Page 167, Col.1, after Serial No.53,  
insert '54'.

Page 167, Serial No.55, in col.2,  
for '0' read '140'.

F.T.O.

: 4 :

Page 168, line 1, -

- (i) in col. 1, insert '56';
- (ii) in col. 2, insert '143'.

Page 168, after Serial No.57, -

- (i) in col. 1, insert '58';
- (ii) in col. 2, for '6' read '146'.

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# **ESTIMATES COMMITTEE**

**(1965-66)**

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**Shri B. B. Tewari—*Deputy Secretary.***

**Shri B. K. Mukherjee—*Under Secretary.***

## INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the report on their behalf, present this Ninety-eighth Report on the Ministry of Food, Agriculture, Community Development and Cooperation (Department of Community Development)—Part I (Central Programmes).

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 (Department of Community Development) 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 25th March, 1966.

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

NEW DELHI-1;  
3rd April, 1966.  
Chaitra 13, 1888 (Saka).

ARUN CHANDRA GUHA,  
Chairman,  
Estimates Committee.



## CHAPTER I

### INTRODUCTORY

#### A. Origin and Evolution

India, the seventh largest and the second populous country in the world, covers an area of 1·25 million sq. miles and a population of 439 millions. 82 per cent of the population lives in her 5,58,088 villages. The village in India holds a unique place both in the social and economic spheres. The existence of village communities from a very early period of Indian civilization is a remarkable fact of history.

2. The village constituted the primary territorial unit of administration since very ancient times. During pre-Vedic and Vedic periods (3000 B.C. to 1000 B.C.) villages were the real centres of social life and important units in the country's economy. Originally, the village communities enjoyed practically an unlimited autonomy, as there were no larger Kingdoms. In later Vedic period, however, larger political units were formed, of which the village became the constituent. During this period the self-governing village communities might have lost their independence to a certain extent, but still they continued to enjoy large powers of self-government. In the Brahmanic and Buddhist periods (1000 B.C. to 200 B.C.) the accord and harmony of village communities were considerably lost, and gradually the power of village council (*Sabha/Samity*) went into the hands of the village headman and the Central Government. The village community was no longer an independent village republic; it was a subordinate unit of the State. The office of the headman became hereditary.

3. Corporate life in Indian villages has been in existence even in Mauryan times. Maurya imperial administration rested on the *grama* as the smallest unit under an officer *graman*, also called the *gramika* and *gramabhojaka*, and on groups of 10, 20, 100 and 1000 villages under officers called respectively *Dasi*, *Vimsi*, *Salesa* and *Sahasea*, in an ascending order of authority, culminating in *Sthanikas*, *Rajukas* and *Pradesikas*, charged with the welfare of *Japadas* or country parts and *Pradesas* or districts. It appears that under Maurya imperialism the autonomy of the villages was not eclipsed, the *gramika* being not a salaried official but elected by the villagers. The State owned all virgin or unoccupied lands and forests while

the village owned the pasture and groves, irrigation tanks and canals. The village was the arena of an exuberant variety of collective enterprise, social, educational and humanitarian.

4. Vincent Smith also refers to certain long inscriptions of Parantak I (907 A.D. to 949 A.D.) as of special interest to the students of village institutions, by reason of the full details which they give of the manner in which local affairs were administered by well organised local committees, or panchayats, exercising their extensive administrative and judicial powers under royal sanction. "The village communities" wrote Sir Charles Metcalfe (1832) "are little republics, having nearly everything they want within themselves, and almost independent of any foreign relations. They seem to last where nothing else lasts. Dynasty after dynasty tumbles down; revolution succeeds revolution . . . , but the village community remains the same. This union of village communities, each one forming a separate little state in itself, has, I conceive, contributed more than any other cause to the preservation of the people of India, through all the revolutions and changes which they have suffered, and is in a high degree conducive to their happiness, and to enjoyment of a great portion of freedom and independence."

5. In the words of Sir Henry Maine (1871) this "brotherhood (the village), besides the cultivating families who form the major part of the group, comprises families hereditarily engaged in the humble arts which furnished the little society with articles of use and comfort. It includes a village watch and a village police, and there are organised authorities for the settlement of disputes and the maintenance of civil order."

6. The community feeling and the tradition of cooperation existing in the small villages was aptly described by Gurudeva Rabindranath Tagore in an article, *Swadeshi Samaj*, written in 1904. Dwelling on the bonds of kinship in the villages he said, "To establish a personal relationship between man and man has been India's constant endeavour. One has to retain contact even with distant relatives; filial ties are not loosened when children come of age; and our ties of kinship include neighbours and many others in the village, irrespective of caste or circumstance. There are relationships with teacher and priest, guest and mendicant, landlord and tenant—not ties prescribed by the scriptures, but those of the heart. Such is our nature. We accept relationships of utility only after we have sanctified them by a kinship of the heart."

7. During the anti-partition and Swadeshi movement of Bengal from 1905-06, great stress was laid on the revival of village community and rural industries. It may be considered the first organised

movement for the revival of rural life and community. Since then, the idea of rural revival has been spreading and inspiring political workers all over India. In the first decade of this century there was a movement for starting night schools, libraries, gymnasias, cottage industries, etc. and the campaign was carried on by lantern lectures and bands of political workers.

8. While addressing Sriniketan workers in 1939, Gurudeva said, we must see that a force from within the people starts functioning. When I was writing *Swadeshi Samaj* the same idea had struck me. What I wanted to say then was that we did not have to think of the whole country; we could make a start with one or two villages. If we could free even one village from the shackles of helplessness and ignorance, an ideal for the whole of India would be established. That is what occurred to me then and that is what I still think. Let a few villages be rebuilt in this way, and I shall say they are my India. That is the way to discover the true India."

9. Gandhiji wrote in *Harijan* in 1942, "My idea of Village Swaraj is that it is a complete republic independent of its neighbours for its own vital wants, and yet inter-dependent for many others in which dependence is a necessity. Thus every village's first concern will be to grow its own food crops and cotton for its cloth. It should have a reserve for its cattle, recreation and playground for adults and children . . . The village will maintain a village theatre, school and public well."

10. Stray attempts have been made at rural reconstruction during the last 50 years, but it was Gandhiji who focussed attention on this problem on a national scale. Along with the fight for political freedom, he laid equal stress on the people themselves promoting their welfare. He advised them to develop a self-discipline which would enable them to participate in the non-violent struggle of building up new India. He drew up 18 points of constructive programme, which he promoted through his band of selfless workers. Besides Gandhi, there were others who tried experiments in rural reconstruction. Important among such experiments were those by Gurudeva Rabindranath Tagore at Sriniketan, by the YMCA at Martandam and those at Gurgaon and Baroda. Inspired by a profound humanism, Tagore's experiment at Sriniketan was aimed at both the economic as well as the moral rehabilitation of the rural community. In the rural reconstruction programme initiated by Spencer Hatch at Martandam and the Gurgaon experiment of F.L. Brayne, the basic concept was the rehabilitation of the village essentially on self-help, but with intimate expert counsel. The Royal Commission on Agriculture (1926) commended the system of village guides devised by F. L. Brayne for his Gurgaon experiment.

11. In the community development initiated in the Baroda State in the thirties by Shri V. T. Krishnamachari, the programme broadened out to take in wider horizons and involved improvement of all aspects of rural life, inter-locking of agriculture and industry and the assumption of strategic functions by the Panchayat and Cooperative. In the Madras Firka Development Scheme of the late forties and the Etawah Project commenced in U.P. in 1948, concept and programme crystallised more or less in their present shapes. From these early beginnings, the movement developed into the original 15 pilot extension projects (December, 1951)\* and has ultimately today broadened out to cover the whole of India.

12. The Fiscal Commission set up by the Government of India in 1949 observed in its report (June 1950):

"In our view the greatest need at present in India is an extension service with the object of bridging the gap between research and the practices of producers, similar to those which have been found so valuable in the U.K., the U.S.A. etc. What we have in mind is an Extension Officer with necessary staff for a group of 40 or 50 villages working on a demonstration farm. The officer will be the agent of all the Development Departments in the implementation of the schemes of improvement for the villages in the centre, and the guide and friend of the farmers in the area and in close contact with them."

13. Following wide consultations on the report of the Fiscal Commission, the Planning Commission made proposals for a rural extension service and the manner in which it should be organised for securing integrated development in the Draft Outline of the First Five Year Plan published in July, 1951. The concept of a rural extension service, briefly referred to in the Fiscal Commission's report, was further developed by the Grow More Food Enquiry Committee (1953) which examined the economic aspects of village life in great detail. They observed that all aspects of rural life were inter-related and that no lasting results could be achieved if individual aspects of it were dealt with in isolation and that while particular problems might call for special attention, "the Plans for them should form parts of and be integrated with those for achieving the wider aims".

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\*The programmes were to be organised under the leadership of the Centre and financed by a Ford Foundation Grant of \$1,200,000.

14. The recommendations of the Grow More Food Enquiry Committee were responsible to a very large extent in shaping the extension approach which became an essential vehicle of the Community Development Programme which was initiated in 1952 on the 2nd October, the birth day of Mahatma Gandhi.

### **B. Objectives of the Community Development Programme**

15. The term "Community Development" has come into usage to connote the process by which the efforts of the people are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation, and to enable them to contribute fully to national progress. The complex of processes is, therefore, made up of two essential elements: the participation by the people themselves in efforts to improve their level of living with as much reliance as possible on their own initiative, self-help and mutual help and make these more effective.

16. The First Five Year Plan Report described community development as the method and rural extension as the agency through which the process of transformation of social and economic life of villages was to be initiated.

17. The Second Five Year Plan document amplified the approach in the following terms:

"The main elements in this approach are: firstly, the method of community development; secondly, the agency provided by the extension service for applying the method of community development in cooperation with the people; and thirdly, programmes of development which give substance to the community approach and bring official and non-official workers together in a common cause."

The Second Five Year Plan document further stated that "The aim of the community projects and the national extension service is not merely to provide for ample food, clothing, shelter, health and recreation facilities in the villages . . . . Equally important is the realisation that what is required is a change in the mental outlook of the people, instilling in them an ambition for higher standards." The Second Five Year Plan visualised community projects as "the means by which, through cooperative self-help and local effort, villages and groups of villages can achieve in increasing measure both social change and economic progress and become partners in the national endeavour."

18. The Third Plan Report took note of the fact that the concept of rural extension has broadened into that of Panchayati Raj and characterised it as one of the principal tasks of the Third Plan "to ensure the growth and working of Panchayati Raj institutions so as to enable each area to realise its maximum development potential on the basis of local man-power and other resources, cooperative self-help and community effort and effective use of the available resources and personnel."

19. In early 1957, it was stated that the programme embraced all aspects of development in the socio-economic life of the rural community and had been so designed as to:—

- (i) provide a clear target of physical accomplishment against which the work of the Government agency could be measured in precise form;
- (ii) bring the Government agency closer to the people thereby bridging the gap between the people and the government;
- (iii) bring the people's representatives nearer to the people so as to provide necessary leadership;
- (iv) develop representative institutions of the people from the ground upwards;
- (v) 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.

20. The objective of the Community Development Programme is to promote the all-sided development of the Village Community, including the 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;
- (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.

21. The representative of the Ministry has informed the Committee during evidence that "the underlying basis of these restatements of the objective is that there has to be as full an advance as possible and as complete an involvement of the effort of the community on the basis of self-help, as possible. It may be that in re-stating it the phraseology has varied some times. Generally the objective stands."

22. Questioned whether the original objective to bring forth and encourage people's initiative and strengthen the community organisation has been replaced by an all-out drive mobilising all resources for increasing agricultural production and implementing various schemes, the representative of the Ministry stated during evidence:

"Exclusive emphasis on agriculture will be self-defeating. No doubt, the maximum stimulus and the maximum inducement is given to the development of agriculture; but we should ensure that there is an integrated advance. The other socio-economic requirements of the community like health, education, rural communications, rural industrialisation in conformity with the general industrialisation of the country as a whole, etc. must be kept in view and some minimum input of amenities in these sectors to meet the growing expectations of the people must be there."

While the Committee note that the basic objective of the Community Development Programme launched in 1952, namely, to secure the fullest development of the material and human resources of the area and thereby raise the rural community to higher levels of living with active participation, and as much as possible on the initiative of the people themselves has remained unaltered over the years, they feel that there have been different interpretations of and variations in emphasis in the programme of community development. On different occasions different definitions and Phraseologies have been used, making it all the more confusing to comprehend what the programme stands for. To some community development connotes a new administrative structure between the Tehsil or the Sub-Division and the Police Station, to others it is an extension agency and to a third set of people it is an institution of the people for the building of community. Previously community development

was considered to be the objective and extension service the machinery, now the professed objective continues to be community development but the machinery is *Panchayati Raj* supported by extension agency.

The Committee feel that there is need for a clear enunciation of the basic objectives of the Community Development Programme as also of *Panchayati Raj* so that there may not be any confusion in the minds of the people as to the relative functions of the two separate agencies namely, Community Development and *Panchayati Raj*.

The Committee hope that the Government would take steps to clearly and unequivocally state the objectives of the programme without loss of time so that it may be possible to adjudge the future achievements of the programme in the light of the objectives laid down. This matter has acquired greater urgency consequent on the merger of the Ministry of Community Development and Cooperation with the Ministry of Food and Agriculture.

The Committee apprehend that in the present set-up with all-out drive and maximum emphasis on agricultural development, the idea of community development—not appropriately attended to so long—may now get lost in the enthusiasm for increased agricultural production. They consider that there is an equal urgency for a programme “to develop the spirit of the community life” and “to bring about a coalition between the people’s representatives and people’s servants” to provide a base for democracy and national integration. They, therefore, hope that in the zeal for increasing agricultural production, this basic aspect of the programme will not be allowed to be diluted and lost. The Committee further hope that if necessary, the Government will consider the question of finding a suitable alternative abode and set-up for the unit to fulfil the two objectives mentioned above.

### C. Community Development Blocks

(Stage I and Stage II)

23. The initial programme was started with 55 Projects of rural development located in selected areas in several States in India on October 2, 1952. A certain degree of flexibility was allowed in the actual allotment of projects. Thus, while many were complete projects of about 300 villages each with a total area of 450 to 500 sq. miles and a population of 2,00,000, some were independent development blocks of about 100 villages each, depending upon the needs and conditions of the particular areas for development.



24. Based on the recommendations of the Grow More Food Enquiry Committee and the Planning Commission, the Government of India decided early in 1953 that the Community Projects should be supplemented by a less intensive scheme of development to be known as the National Extension Service. This Service was inaugurated all over India on October 2, 1953, a year after the inauguration of the Community Development Programme. As a first step the Service was started in Blocks comprising of about 100 villages and a population of 66,000. These blocks had a provision of Rs. 4.5 lakhs and were called National Extension Service Blocks. They were subsequently converted into Community Development Blocks with budget provision of Rs. 15 lakhs including funds provided in the National Extension Service Stage. The Community Development stage was the intensive development phase. During the Second Plan period, commencing from the 1st April, 1956, the budget provisions were reduced to Rs. 4 lakhs for the National Extension Service Blocks and Rs. 12 lakhs for the Community Development Blocks.

25. The pattern of Community Development was further revised with effect from the 1st April, 1958 on the recommendations of the Study Team appointed by the Committee on Plan Projects in 1957.

According to the revised pattern, the Community Development Blocks are to have a life of ten years consisting of Stage I and Stage II of equal duration, with a budget provision of Rs. 12 lakhs and Rs. 5 lakhs respectively. Besides, a one year pre-extension phase, preceding Stage I, with attention exclusively devoted to agricultural development, was introduced in the case of Stage I Blocks to be allotted from April 1, 1959. This pattern was to be followed during the Third Plan period also. The entire country has now been covered by the blocks numbering 5238.

The yearwise position of blocks in different States as on 1st January, 1965 is given at Appendix I.

The Committee note that the entire country has been covered by community development blocks and in most of them the intensive period is over. The Panchayati Raj institutions have been set up to provide popular institutional base for the block organisation. The Committee suggest that it may be examined whether it would be feasible to undertake a gradual delimitation of the existing blocks with a view to enlarging the area of existing blocks and reducing their number so as to achieve economy in administration.

### D. Post Stage II Blocks

26. It has been stated in the brochure entitled "Community Development Programme: Third Five Year Plan" issued by the Ministry of Community Development and Co-operation (1961):

"By the time a block completes Stage II, it would have become the permanent unit of planning and development, particularly in those areas where Panchayati Raj has been introduced. The system of channelising development expenditure through the Block agency will also have been well established. In those areas where this has not been achieved substantially before the expiry of the Stage II period, the State Governments should provide post Stage II blocks with a minimum sum of Rs. 1 lakh each annually from the States' own plan and non-plan allocations under various heads like Agriculture, Animal Husbandry etc. so that the developmental activities continue in such blocks at least on the same scale as in Stage II. The above arrangement has been agreed upon at the State Ministers' Conference in July, 1961."

A statement showing the provision of funds by States for Post Stage II Blocks excluding expenditure on staff is as under:

State	Average allotment of funds per Block	
	1962-63	1963-64
1. Andhra Pradesh*	N.A.	N.A.
2. Assam	44,333	13,950
3. Bihar	54,400	45,333
4. Gujrat	59,000	44,000
5. Jammu & Kashmir	N.A.	N.A.
6. Madhya Pradesh	1,00,000	N.A.
7. Madras	N.A.	N.A.

\*Grants given by Development Department as for stage II Blocks.

State	Average allotment of funds per Block	
	1962-63	1963-64
8. Maharashtra*	..	25,000
9. Mysore.	1,00,000	N.A.
10. Orissa	1,00,000	1,00,000
11. Punjab	6,818	21,000
12. Rajasthan	1,00,000	1,00,000
13. Kerala	40,330	N.A.
14. Uttar Pradesh	65,000	N.A.
15. West Bengal	50,000	50,000
16. Delhi	N.A.	N.A.
17. Tripura.	1,00,000	N.A.
18. Manipur	1,00,000	1,00,000

\*The question of providing Rs. 1 lakh per post stage II Blocks is under consideration.

N.A. Information not available.

There were no post stage II Blocks in Himachal Pradesh, Andaman and Nicobar Islands, Nagaland, N.E.F.A. and Pondicherry.

The Committee observe from the above statement that uniformity in providing funds for the Post Stage II Blocks has not been maintained by the States and the agreed provision of Rs. 1 lakh per year per block has not been adhered to by most of them. The Committee also note that contributions of some of the States have been far below the agreed amount of Rs. 1 lakh and even been as low as Rs. 6 thousands to Rs. 13 thousands. The Committee apprehend that such shortfalls in the allocation of funds might have adversely affected the implementation of the programmes assigned to the Blocks.

The Committee suggest that the Central Government may take up with the States the question of providing an agreed amount of funds in respect of Post Stage II Blocks so that the development programme does not suffer on this account.

#### E. Classification of Blocks for Intensive Approach

27. At the Annual Conference of Community Development and Panchayati Raj held in 1963 it was recommended that with a view

to concentrating efforts the Blocks should be classified according to their potential for quick agricultural development. A Working Group was set up for this purpose in November, 1963, by the Ministry of Community Development and Cooperation.

28. The Working Group recommended that there could be only two clear categories of Blocks where definite programmes of agricultural improvement could be taken up in an intensified form:

Category I: Those Blocks where impact programmes of agricultural development can be taken up; and

Category II: Blocks where agriculture is precarious and unstable, but there is considerable potential for taking intensive programmes of animal husbandry, dairying, fishery and sheep and wool development.

In between these two categories, there would be a very large number of Blocks where intensive programmes of agricultural production cannot be taken up at present for lack of adequate resources. In such Blocks, programmes of water and land development in the nature of irrigation, soil conservation, rehabilitating soil fertility, drainage, flood control, reclamation etc. will have to be undertaken.

29. The representative of the Ministry has informed the Committee that the Planning Commission have agreed with the views expressed by the Working Group and have recommended to the State Governments that in formulating District and Block Plans in the agriculture sector, they should keep this classification in view, the States have informed the Central Government that all the plans are being formulated in the light of the new classification of Blocks.

While agreeing that such a classification of Blocks may be necessary for the purpose of intensive agricultural development, the Committee feel that the Government should guard against the risk of ignoring the agricultural potential of the Blocks of the second category—which form the majority of the Blocks. The Committee would like to stress that the solution of India's food problems should not be based only on the production of foodgrains but should cover production of other food items. e.g. animal husbandry, dairies, poultry, fishery, etc. It, therefore, follows that if any Block can grow some foodstuff other than foodgrains to the advantage of the nation, it must be encouraged and helped to do so.

The Committee also feel that while it is reasonable that scarce inputs like fertilizers or pesticides should be concentrated, for the time being, in the areas selected for intensive cultivation, the non-intensive areas should also be provided with the services of administrative and technical personnel for the development of prerequisites of agricultural production, *e.g.* irrigation, flood control, soil conservation etc.

## CHAPTER II

### BUDGET AND FINANCE

#### A. Schematic Budget

30. Community Development Programme has a schematic budget pattern designed to offer a minimum frame work of development in the rural areas. The items of expenditure provided for in the Schematic budget both in stage I and stage II are given below:—

(Rs. in lakhs)

	Stage I			Stage II		
	Total	Loan	Grant	Total	[ Loan	Grant
Block Headquarters	3.15	..	3.15	0.85	..	0.85
Agricultural Development . . .	4.50*	3.00	1.50	1.35	0.75	0.60
Rural Arts and crafts	0.65	..	0.65	0.50	..	0.50
Amenities . . .	4.30	1.00	3.30	2.30	0.30	2.00
	12.60	4.00	8.60			
Less reduction for Committed Ex- penditure . . .	0.60	..	0.60			
TOTAL . . .	12.00	4.00	8.00	5.00	1.05	3.95

\*Enhanced to Rs 5.50 lakhs at the outset of the National Emergency.

31. Besides this schematic pattern, an estimated phasing of expenditure in, and the corresponding releases to, Stage I Blocks according to this account, has also been formulated. As the allotment of blocks is made every half-year, the phasing has been worked

out for six monthly periods. The details of the phasing are indicated below:

Period of operation	Amount to be expended
	(Rs. in lakhs)
$\frac{1}{2}$ year	0.48
1 year	1.20
$1\frac{1}{2}$ years	1.50
2 years	1.68
$2\frac{1}{2}$ years	1.92
3 years	2.16
$3\frac{1}{2}$ years	2.40
4 years	2.64
$4\frac{1}{2}$ years	3.42
5 years	4.32
$5\frac{1}{2}$ years	2.28

In stage II blocks it has been presumed that the expenditure will be evenly phased over the five year period.

Based thus on the age and stage of the blocks that would be in existence in different States in a year, the total outlay on the implementation of the schematic budget is worked out. The Central assistance component of this total outlay is indicated below.

32. The entire loan expenditure is advanced by the Centre to the States in both the stages of the block. [75 per cent of non-recurring non-loan expenditure and 50 per cent of recurring non-loan expenditure is given as (Central grant) to the States.] On this calculation the Central assistance component comes to Rs. 9.10 lakhs in stage I (Rs. 4 lakhs as loan and Rs. 5.10 lakhs as grant) and Rs. 3.73 lakhs in Stage II (Rs. 1.05 lakhs as loan and Rs. 2.68 lakhs as grant).

On this basis, the loan and grant components of Central assistance on the total outlay on Community Development in each year is worked out. The grant portion is exhibited in demand No. 39 of the Ministry of Finance and the loan portion in demand No 127.

The State Government would be entitled for the full Central assistance worked on this basis only if the entirety of the approved plan outlay for Community Development approved for the year is expended by them. In the case of any short-fall Central assistance would stand reduced correspondingly. The formula applied for calculating the share of Central assistance for each State based on the

approved plan provision for the year and the actual expenditure is indicated below:—

$$\frac{\text{Actual expenditure} \times \text{Ceiling for Grant/Loan}}{\text{approved plan outlay}}$$

#### B. Basis of Estimates for Community Development

33. Three demands are presented on behalf of the Ministry of Community Development and Cooperation, two for expenditure met from revenue and the third for capital outlay.\* Expenditure pertaining to the Department of Community Development figures in all the three demands. The revenue expenditure provides for :—

- (a) Headquarters establishment of the Ministry (including the establishment in both the Departments) (Demand No. 8 in 1965-66), and
- (b) Central schemes, including training schemes, connected with the C.D. Programme (Demand No. 9 during 1965-66).

The demand for capital expenditure (Demand No. 116) in 1965-66, as far as the Department of Community Development is concerned, is for expenditure on equipment under the Technical Cooperation Agreement Programme.

34. The bulk of the expenditure on Community Development consists of grants and loans to State Governments, as on the pattern of assistance indicated in the Community Development Schematic budget. Provision for grants is made in the composite Demand No. 39 of the Ministry of Finance, viz. Grants-in-aid to States and the Union Territory Governments. Grants-in-aid to States under the various Centrally sponsored schemes on training, production of literature etc. are also provided for under this demand. Provision for the payment of loans to States, as part of Central assistance for the implementation of Community Development Schematic budget, is made in the composite Demand No. 127 of the Ministry of Finance, viz. Loans and Advances by the Central Government.

35. The Rural Works Programme administered by the Department of Community Development carries full Central assistance, 50 per cent as loans and 50 per cent as grants. The grants portion is shown in the composite Demand No. 126 of the Ministry of Finance, viz. Capital Outlay on Grants to States and Union Territory Govern-

\*Position relates to the period before the merger of the Ministry of Community Development and Cooperation with the Ministry of Food & Agriculture.



ments for Development. The loan component of the Central assistance under the Rural Works Programme is exhibited under composite Demand No. 127 of the Ministry of Finance.

36. The Local Development Works Programme administered by the Department of Community Development carries a Central assistance of 50% grant. This is provided for in composite Demand No. 126 of the Ministry of Finance.

### C. Plan Allocations

*Per capita allocation during Plan periods*

37. The allocation of funds per Block of various categories and the total *per capita* allocation during each of the Plan period is shown below:—

Blocks	Allocation per pro- ject/block	Population coverage per project /Block	Allocation <i>per capita</i>
	(Rs. in lakhs)	(In lakhs)	Rs.
<i>First Plan</i>			
Community Projects/Development Blocks	65	2.90	22.4
Community Development Blocks (basic type)	15	0.66	22.4
National Extension Service Blocks	4.5	0.66	6.8
<i>Second Plan</i>			
NES Blocks	4.0	0.66	6.1
C.D. Blocks	12.0	0.66	18.0
Stage I Blocks	12.0	0.66	18.0
<i>Third Plan</i>			
Stage I Blocks	9.6*	0.66	14.5
Stage II Blocks	4.0*	0.66	6.1
Post-Stage II Blocks	No plan allocation is made for post-stage II Blocks.		

\*The plan outlay in the III Plan was only 80 per cent of the total schematic requirements based on the Rs. 12 lakhs provision for a stage I Block and Rs. 5 lakhs for a stage II block. Thus, the allocation per stage I and stage II blocks got reduced to Rs. 9.6 lakhs and Rs. 4 lakhs, respectively.

### First and Second Plan Allocations

38. During the First Five Year Plan, the expenditure incurred was Rs. 45.98 crores. The shortfall of expenditure was due mainly to lesser number of blocks which were taken up due to shortage of trained/skilled personnel.

39. During the Second Plan, as against the allocation of Rs. 200 crores, the expenditure was Rs. 187.12 crores. The reasons for shortfall of expenditure were shortage of trained/skilled block personnel, non-fulfilment of norms laid down for conversion of blocks from pre-extension to stage I and lesser number of blocks taken up by certain States as against the phased programme of allotment.

The following statement shows the Statewise expenditure on Community Development incurred during First and Second Five Years Plans:—

(Rupees in lakhs)

State	Actuals	
	First Plan	Second Plan
1. Andhra Pradesh . . . .	286	1536
2. Assam . . . . .	229	585
3. Bihar . . . . .	367	2248
4. Gujarat . . . . .	595*	2778*
5. Jammu & Kashmir . . . .	31	261
6. Kerala . . . . .	92	474
7. Madhya Pradesh . . . .	521	1674
8. Maharashtra* . . . . .	..	..
9. Madras . . . . .	283	1227
10. Mysore . . . . .	73	1022

\*Erstwhile Bombay State.

(Rupees in lakhs)

State	Actuals	
	First Plan	Second Plan
11. Nagaland . . . .	..	25
12. Orissa . . . .	209	1065
13. Punjab . . . .	458	785
14. Rajasthan . . . .	214	1010
15. Uttar Pradesh . . . .	857	2764
16. West Bengal . . . .	247	825
17. Union Territories . . . .	136	434
All India . . . .	4598	18712

While the Committee appreciate the difficulties which stood in the way of total utilisation of Plan allocations during the First Five Year Plan when the programme was in the formative stage, they feel that performance results should have been better in the Second Five Year Plan. The Committee realise that training which is an important part of the programme takes some time to get into full operation. But at the same time, the Committee cannot help feeling that this programme of training for community development should have been taken up with a sense of urgency particularly when funds were allotted for a minimum frame of development in rural areas. The Committee further note that there is considerable difference in the performance of different States both in the First Plan and the Second Plan. The Committee feel that the Ministry should have taken energetic steps to make the State Governments realise the urgency of the programme and put their best efforts for its implementation.

#### Third Plan allocation

40. A statement showing State-wise outlay approved in the Third Five Year Plan and actual expenditure incurred during the first four years and the estimated outlay for the last year of the Plan, i.e.,

1965-66 is given as under:

*Statement showing III Plan outlay and expenditure on Community Development*

(Rs. in lakhs)

Sl. No.	State	III Plan outlay	Actuals 1961-64	Actuals 1964-65	Plan outlay approved 1965-66	Total cols. 4-6	Percentage of excess/shortfall
1.	Andhra Pradesh	2426.79	1415	523	453.89	2391.89	(—)1.41
2.	Assam	835.00	425	188	180.00	793.80	(—)5.03
3.	Bihar	3500.00	1571	484	600.00	2655.00	(—)24.14
4.	Gujarat	1367.01	529	175	279.73	983.73	(—)28.04
5.	Jammu & Kashmir	325.00	139	70	63.50	272.50	(—)16.15
6.	Kerala	805.00	559	168	162.42	889.42	(+ )10.48
7.	Madhya Pradesh	2250.00	1073	336	355.00	1764.00	(—)21.06
8.	Madras	2036.00	1379	448	402.21	2229.21	(+ )9.49
9.	Maharashtra	2561.19	1651	700	697.57	8048.57	(+ )19.03
10.	Mysore	1535.00	807	236	275.00	1318.00	(—)14.14
11.	Nagaland	83.00	45	20	23.16	88.16	(+ )6.22
12.	Orissa	1750.00	1205	419	372.70	1996.70	(+ )14.00
13.	Punjab	1230.00	636	196	256.69	1088.69	(—)11.49
14.	Rajasthan	1200.00	655	228	252.00	1135.00	(—)5.41
15.	Uttar Pradesh	5028.00	2865	971	919.05	4755.05	(—)5.43
16.	West Bengal	1239.00	686	226	365.85	1277.85	(+ )3.14
17.	Union Territories	595.54	389	141	165.21	695.21	(+ )16.75
TOTAL		28766.53	16029	5529	5823.98	27381.98	(—)4.8

The Committee note that the pace of utilisation of funds on all-India basis was accelerated during the Third Plan. They also note that there was a wide disparity in the performance of different States. The shortfall was as high as 24.14 per cent in case of Bihar. The Committee feel that the Ministry of Food, Agriculture, Community Development and Cooperation should see that development of no area lags behind due to non-utilisation of funds.

#### *Fourth Plan Allocation*

41. The total schematic budget requirements for Community Development Programme according to age and stage of the blocks that would be in operation during the Fourth Plan period are estimated at Rs. 22,752 lakhs.

The Committee would stress the need for preparation of realistic estimates on the basis of resources position of the States and a stricter watch on the performances in the various fields so that no part of funds set apart for community development remains unutilised.

#### **D. Foreign Assistance**

42. Financial help in the shape of agricultural, irrigation, veterinary, medical, road-building, workshops, audio-visual, transport, electrical and printing equipments and materials of the value of \$ 13,519,915.04 was received during the period 1952 to January 1959 under the Operational Agreement No. 8 of 1952 and its Supplements which were entered into with the Government of U.S.A. pursuance to the Technical Cooperation Programme Agreement between the two Governments dated January 5, 1952.

#### **E. Physical Targets vis-a-vis Allocations**

43. In a written note furnished to the Committee the Ministry have stated that they have not laid down any rigid physical targets vis-a-vis the funds made available to the Blocks. This has been so because of the flexible nature of the Block budget and the freedom allowed to the States to transfer funds from one expenditure head to another, subject to the overall ceilings of loan and non-loan expenditure and expenditure on production programmes, e.g. agriculture and allied fields and village industries. Moreover, the schemes covered under the Community Development Programme are small schemes, quite large in number and with wide variation from State to State and even within the same State between different Blocks.

The representative of the Ministry also stated in evidence that "physical targets lend themselves to identification only with regard

to certain items in the schematic budget. Where there are building programmes such as school or dispensary buildings, there can be a target. The rest of the programme under the schematic budget consists of the whole range of administrative activities. Therefore the physical targets are neither possible nor are they laid down. Appraisal is laid down on the basis of achievements in terms of resources. That is done annually."

The Committee regret their inability to accept the view advanced by the Ministry that except the building of schools and dispensaries, the rest of the programme of schematic budget cannot be laid down in terms of physical targets.

The Committee feel that other items, mainly for agricultural development like irrigation facilities, social conservation, drainage, etc. are also liable to be laid down in terms of physical targets. These should have been done as annual targets for each block. The Committee also note that the formulation of the programme reveals a lacuna in that no rate of annual progress in total and per acre yield of grains and other agricultural products was ever fixed or demanded.

The Committee apprehend that the policy followed, i. e. "Appraisal is laid down on the basis of achievements in terms of resources"—inevitably results in purposeless expenditure of funds particularly towards the end of the financial year.

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\*At the stage of factual verification, the Ministry have stated that "school and dispensary buildings were mentioned only as illustrations. In regard to various physical programmes, like distribution of seeds, creation of irrigation facilities etc., the State Governments and the District authorities prescribe blockwise targets depending on local potential and conditions and total availability of resources."

## **CHAPTER III**

### **ORGANISATION FOR COMMUNITY DEVELOPMENT PROGRAMME**

#### **A. Central Committee**

44. In accordance with the terms of the Indo-U.S. Technical Co-operation Programme Agreement, the Government of India appointed a Central Committee in 1952 consisting of the Deputy Chairman and the members of the Planning Commission and under it designated an Administrator of Community Projects. The Committee was constituted to lay down broad policies and provide general supervision to the Community Projects Administration. With the starting of the National Extension Service Programme in April, 1953, the Minister of Food and the Minister of Agriculture were also included as members of the Central Committee. With the formation of the Ministry of Community Development and Cooperation the Minister of Community Development and Cooperation also became a member of the Central Committee. The present composition\* of the Central Committee is as follows:—

1. Prime Minister—Chairman
2. Deputy Chairman of the Planning Commission      Member
3. All Members of the Planning Commission      Members
4. Minister of Food and Agriculture      Member
5. Minister of Community Development and  
Cooperation      Member

45. The Ministry have informed the Committee that at the initial stages of the implementation of the Community Development Programme, the Central Committee was to meet once a quarter to review the progress of the programme. The meetings of the Central Committee are convened as and when general questions of policy arise and important trends in the implementation of the programme

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\*Position relates to the period before the merger of the Ministry with the Ministry of Food and Agriculture.

emerge. No meeting of the Committee has, however, been held since the 7th December, 1962.

46. The representative of the Ministry has informed the Committee during the evidence that in the initial stages the meetings of the Central Committee were more frequent because the major policies for which they sought guidance and decision from the Committee came up for formulation at that frequency. Since introduction of Panchayati Raj and the relative stabilisation of the programme as a whole on a countrywide basis, there have been fewer occasions for the kind of review they wanted the Central Committee to take. Lately also, in the process of plan formulation, the Planning Commission and the Agriculture, Production Board have been taking care, at their respective levels, of all kinds of programmes and policies that may be cropping up for decision.

The Committee are unhappy to note that no meeting of the Central Committee has been held since 7th December, 1962. They feel that in order to review the programme and to give directions on policy matters of an all-India character, the Central Committee should have met at least twice a year. The Committee also suggest that the desirability of constituting a small steering committee which could meet more frequently and take decisions on behalf of the Central Committee may be considered.

#### **B. Ministry of Community Development and Cooperation (Department of Community Development)**

##### ***Broad Functions:***

47. It has been stated that the Ministry lays down major policy relating to the Community Development Programme (including allotment of blocks to States, formulation of broad patterns of expenditure to be incurred in the Blocks and payment of the central share of expenditure on the programme in accordance with the prescribed pattern). The working of the Community Development Programme is assessed by the Ministry through a system of periodical reports.

##### ***Appraisal of Achievements:***

48. Each Block prepares detailed quarterly and annual progress reports giving *inter alia* information on physical achievements under each important item of work, *vis-a-vis* the targets. The quarterly and annual progress reports are prescribed by the Ministry on a uniform basis for the country as a whole with self-defined procedures



of collection and compilation of information to enable objective and comparable review of progress. The progress reports are also supplemented on occasion by information available through *ad hoc* studies.

Based on the information available through the progress reports and other studies as well as the observations of the field staff, a detailed quarterly appraisal of progress is prepared for such Block which is considered by the Panchayat Samiti. The Block level progress reports are consolidated at the District level and the district review is similarly considered by the Zila Parishad. This procedure is repeated at the higher levels also and consolidated reviews are prepared at the State and all-India levels and subject to critical analysis.

#### *Staff for Field Appraisal:*

49. The preparation and interpretation of progress reports is in the hands of an elaborate statistical machinery created in the wake of the Community Development Programme. There is a trained Progress Assistant in each Block exclusively meant for administrative intelligence. He works directly under the technical control of the District Statistical Officer and the State Statistical Bureau. Apart from ensuring uniform standards in the procedure of collection and compilation of data, the statistical agency undertakes sample verification of the data reported by the field staff and also helps in undertaking number of other field studies to supplement the information available in the progress reports.

#### *Checks for Primary Reporting:*

50. The following are other checks to ensure correctness of primary reporting:—

- (i) Test spot check by the Block level Progress Assistant of the figures reported by the V.L.Ws.; independent sample check by the District Statistical Officer and his staff;
- (ii) Quality check of data during field visits by the staff of the State Administrative Intelligence Units and the Administrative Intelligence Division of the Community Development Ministry.
- (iii) Scrutiny of periodical returns by the State and Central A.I. Units and rectification of discrepancies and errors observed by further reference to the Blocks.

The Ministry is also implementing a programme of training for the official and non-official functionaries connected with Community

Development with a view to ensuring efficient and discerning performance on their part. Important aspects of training are examined closely from time to time and steps are taken by the Ministry for further strengthening the programme.

**Contact with other Development Departments:**

51. The Ministry has a direct operative responsibility in regard to several programmes, viz. Applied Nutrition Programme, Rural Works Programme, Local Development Works Programme, Youth, Women and Children Programme, Village Volunteer Force. In view of its coordinating role at the field level arising out of the composite concept of Community Development, the Ministry also concerns itself with the subject-matter programmes of other Central Ministries which form part of integrated rural development. By virtue of its intimate contact with the rural areas and their problems, the Ministry focuses the attention of the other concerned Ministries on the requirements of integrated development of the rural sector. It seeks to adapt their policies to the concept of Community Development and attune their programmes to the needs felt at the area level. It also pursues the Panchayati Raj institutions to ensure their full involvement in the implementation of various subject matter programmes.

**Staff Position:**

52. The Committee have been informed that the staff position in respect of the Department of Community Development was last reviewed during 1963 by the Economy Committee consisting of the Home Secretary, Finance Secretary and the Additional Secretary, Planning Commission. As a result of that review the number of posts declared surplus in the Department and consequently abolished are indicated below:—

Sl. No.	Name of Post	Reduction effected
1	Commissioner (R.I.) . . . . .	1
2	Technical Officer (R.I. Dn.) . . . . .	1
3	Director (Expanded Nutrition Prog.) . . . . .	1
4	Adviser (Animal Husbandry) . . . . .	1
5	Adviser (Irrigation) . . . . .	1
6	Adviser (Education) . . . . .	1

Sl. No.	Name of Post	Reduction effected
7	Deputy Director (Youth Prog.) . . . . .	1
8	Deputy Secretary . . . . .	1
9	Under Secretary . . . . .	1
10	Section Officers . . . . .	5
11	Assistants/U.D.Cs. . . . .	11
12	L.D.Cs. . . . .	34
13	Class IV . . . . .	2

A statement showing the staff position of the Department of Community Development before the merger with the Ministry of Food and Agriculture is given at Appendix II.

The last internal review was conducted in August/September, 1965 and as a result thereof the following changes were effected:

- (a) The post of Director (WP) was combined with SRO(RW) and designated as Director (WP&RW).
- (b) The post of SRO(RW) was kept in abeyance.
- (c) The post of Deputy Director (Industries) has been kept unfilled since 1st June, 1964.

The Committee feel unhappy that many surplus posts were created and filled up. They think that there is yet scope for further reduction in the staff. Now that the Ministry of Community Development and Cooperation has been amalgamated with the Ministry of Food and Agriculture, the Committee recommend that a review of the staff position of the composite Ministry should be undertaken with a view to locating surplus staff and also avoiding duplication and overlapping of work.

### C. Maintenance of Co-ordination at the Central Level

#### *Co-ordination with Ministries:*

53. It has been stated that with a view to ensuring co-ordination between the Department of Community Development and other subject-matter Ministries concerned with various aspects of rural development, Co-ordination Committees have been set up both at the Ministers' level as well as at the officers' level. These committees consider questions of co-ordination between the concerned

Ministries both at the 'Policy Level' and at the 'Execution Level'. A list of the Co-ordination Committees with the subject-matter Ministries at the Centre is at Appendix III.

The representative of the Ministry of Community Development and Cooperation has informed the Committee that the Co-ordination Committees have been set up at different points of time from 1959 onwards. There are certain areas where problems do not arise frequently. Among these Committees, the Education Committee is, however, very much active.

The Committee regret to note that most of the Co-ordination Committees have been constituted only after 1960, i.e. after a period of eight years from the inception of the Programme. Some of these Committees have met only once in two years. Even the Co-ordination Committee with the Ministry of Education at the officers level met only twice during the last three years. The Committee would urge that the Co-ordination Committees should meet at regular intervals to discuss the problems arising out of the implementation of rural development programmes so as to ensure speedy and effective implementation of these programmes, both at the Central and State levels.

#### *Co-ordination with State Governments:*

54. The Committee have been informed that coordination between the Ministry and the State Governments is maintained through the forum of Annual Conferences of Development Commissioners and of State Ministers of Community Development and Panchayati Raj and through discussions at the time of the Annual Plan discussions. Other inter-State conferences and seminars are also organised when necessary from time to time.

The officers of the Ministry pay periodic visits to the States, as frequently as necessary for discussing outstanding issues with the officers of the State Governments and also to make field visits with a view to acquainting themselves with progress trends and field problems. Generally, the blocks to be visited are chosen at random. These field visits are usually followed by further discussions with the State Government officers so that correctives or modifications, if any, are decided upon by mutual consultation and agreement. The findings of the field visits are correlated to programmes review and to the evaluation of future lines of action with a shift in emphasis where called for.

The Committee suggest that the coordination and supervision of the Ministry over the activities of the Community Development Programme in various States should be more effective if the programme is to progress steadily and uniformly in every part of the country. Wherever there is any slackening of efforts or a proposal to radically alter the Community Development Programme set up in any State, the Ministry should not only detect it promptly but also take swift measures to correct the deviation.

The Committee note that Centre-State coordination is sought to be achieved through periodical conferences and field visits by officers. The Committee suggest that venues of such conferences should be held near project areas considered suitable from the point of view of keeping contact with rural areas.

The Committee would suggest that a ceiling on expenditure to be incurred on tours to be undertaken by each officer of the Ministry should be fixed and details of such tours together with expenditure incurred should be included in the Annual Report of the Ministry.

#### **D. Coordination between the State and District Block Authorities** *Coordination at State Level:*

55. At the State level, coordination between the Community Development programme and other development programmes is secured through the Development Commissioner, a senior administrative officer who is incharge of the Community Development Programme. The basic function of the Development Commissioner is to coordinate the activities of the various development departments connected with rural development. He acts as the head of a team consisting of the Heads of different development Departments in the State, like Agriculture, Animal Husbandry, Panchayat, Cooperation, Health, Education, etc. In some States, there is an integrated department of agricultural production and rural development, the Secretary of which is called the Agricultural Production Commissioner. He is incharge of Agriculture in its wider sense, Community Development, Panchayati Raj and Cooperation.

Apart from the coordination achieved through the Development Commissioner, two Coordination Committees have been set up by all the State Governments, one at the Secretariat level presided over by the Chief Secretary and the other at the Cabinet level presided over by the Chief Minister.

The Ram Subhag Singh Working Group on Agricultural Production had underlined the need for integrating into one Department at the Secretariat level the Departments and agencies concern-

ed with agricultural production and Panchayati Raj. This Department to be known as Department of Agriculture and Rural Development should comprise of Agriculture, Animal Husbandry, Fisheries, Community Development and Panchayati Raj, Cooperation and allied departments. The recommendation has been accepted by Assam, Kerala, Punjab, Rajasthan and Uttar Pradesh. Maharashtra has combined only Agriculture and Cooperation and West Bengal Agriculture and Community Development.

The Committee suggest that the Central Government should persuade upon the State Governments to implement the recommendation of the "Working Group on Inter-departmental and Institutional coordination for Agricultural Production" so that the Departments of Agriculture and the Community Development are put under unified control in all the States.

#### *Co-ordination at District Level:*

56. At the District Level there was a provision for a District Development Committee. These Committees at the District level were intended to look after the working of the Five Year Plan and not merely the Community Development Programme.

The Committee have been informed that with the introduction of Panchayati Raj, these Development Committees have been replaced by Zila Parishads. Now Zila Parishad is the coordinating machinery at the District level. Powers and functions have been devolved on these representative institutions through the statutes. The State heads of the Departments and their deputies at the regional level offer supervision and guidance to the technical officers of their hierarchy placed under the control of the Panchayati Raj institutions. In many States provision exists for the approval of the budgets of Zila Parishads by the State Governments and similarly for approval of the budget of the Panchayat Samiti by the Zila Parishads. Periodic conferences and seminars are also being held in the States at the State, regional and district levels to discuss common problems and points involving coordination.

#### *Coordination at Block Level:*

57. At the Block Level the Development Officer exercises administrative control and is responsible for inter-departmental co-ordination. The Officers of the various development departments work

**under the administrative control of the Block Development Officer except in regard to technical matters in which they seek guidance from their technical heads at the district level. The Block Development Officer and his team functions under the guidance of the Panchayat Samiti.**

**The Committee feel that the problem of coordination is particularly important at the District level as it is here that the formative stages of planning and execution of the Programme have to be gone into. The Committee suggest that the appropriate authorities at the District level should play a more active and realistic part in the co-ordination of the activities of various development Departments so far as the programme of Community Development is concerned. The Block Development Officers should also maintain effective liaison with other officers of the Block on the one hand and the Panchayat Samitis on the other.**

## **CHAPTER IV**

### **APPLIED NUTRITION PROGRAMME**

#### **A. Origin and Objectives**

58. The Applied Nutrition Programme is a co-operative undertaking, involving implementation responsibility of the Government of India and the participating States and the aid commitment of the UNICEF, FAO and WHO for the provision of vehicles, equipment, supplies, stipend and technical advice. The programme was first launched in Orissa in 1959 as Expanded Nutrition Programme and later taken up in Andhra, U.P. and Madras.

In early 1963, the operational contents of Applied Nutrition Programme were formulated jointly by the Government of India and State Governments on the one hand, and the three International Agencies. The Ministry is coordinating the programme at the national level.

#### *Objectives*

59. The Programme aims at increased production at the village level of various protective foods, like fruits, vegetables, fish, poultry and milk and the training and education of the villages in the production, preparation, preservation and consumption of these foods. Free feeding of beneficiaries from the vulnerable groups, viz. pre-school and school children, expectant and nursing mothers is an essential part of the programme.

#### *Coverage*

60. The programme is presently being implemented in 183 blocks and 73 more blocks were proposed to be taken up in 1965-66 as is



shown in the table below:

*Table showing the coverage under Applied Nutrition Programme*

State	No. of blocks taken up	No. of blocks proposed to be taken up in 1965-66
1. Andhra Pradesh . . . . .	20	20
2. Assam . . . . .	..	3
3. Bihar . . . . .	..	8
4. Gujarat . . . . .	..	7
5. Jammu and Kashmir . . . . .	..	3
6. Kerala . . . . .	5	..
7. Madhya Pradesh . . . . .	9	..
8. Madras . . . . .	7	2
9. Mysore . . . . .	6	..
10. Maharashtra . . . . .	..	12
11. Orissa . . . . .	74**	..
12. Punjab . . . . .	20	..
13. Rajasthan . . . . .	..	12
14. Uttar Pradesh . . . . .	29*	..
15. West Bengal . . . . .	10	..
16. Himachal Pradesh . . . . .	3	..
17. Delhi . . . . .	..	2
18. Tripura . . . . .	..	2
19. Goa . . . . .	..	2
	183	73

### B. Selection of Blocks

#### *Selection of earlier Blocks*

61. The Committee have been informed that there is no machinery as such at the Centre for selecting blocks under the Applied Nutrition Programme. This is done by the State Governments on the basis of general guidelines laid down in the Master Plan of Operation as agreed to between the Government of India and the UNICEF, WHO and FAO. Selection of blocks forms part of the subsidiary

\*Exclusive of the 40 Expanded Nutrition Blocks.

\*\*Inclusive of the 32 Expanded Nutrition Blocks.

plan of operations drawn up by the State Governments. This is scrutinised and jointly approved by the Government of India and the three International Agencies.

The Planning Evaluation Organisation in its Report on the Evaluation of the Applied Nutrition Programme (1964-65) have observed that "the pattern and procedures followed for the selection of block areas and villages, and the investment and role of different agencies and organisations have not been the same or even similar in different States."

The Committee apprehend that the Applied Nutrition Programme has not been introduced with adequate planning and the provision of the necessary pre-requisites. The Committee hope that Government will see that the implementation of the programme does not suffer on account of the uneven procedures adopted by various State Governments in regard to selection of blocks etc.

### *Selection of Additional Blocks*

It has been stated that during the Fourth Plan 1000 additional blocks will be covered under the Applied Nutrition Programme. The criteria for selection of additional blocks already endorsed by the Annual Conference of Community Development and Panchayati Raj held in 1964 envisage preference to blocks attached to training and academic institutions, tribal development blocks and blocks in other economically and nutritionally backward areas.

The Committee are in agreement with the above views of the Annual Conference on Community Development and Panchayati Raj that in the selection of additional blocks first preference should be given to economically and nutritionally backward areas on the basis of physical and human resources of the area.

### **C. Provision of Funds and Assistance**

#### *Equipment*

62. The Committee have been informed in a written reply that UNICEF has so far given assistance to the extent of 2,185,880 dollars in the shape of equipment to the programme blocks, training institutions and State and regional production centres. UNICEF has also borne expenditure incurred on stipends of various functionaries undergoing training in Applied Nutrition WHO and FAO have provided technical assistance in the shape of experts on various aspects

of the programmes. A statement showing the list of equipment released to the States of Andhra, Madras, Orissa and Uttar Pradesh where the programme was launched in the first stage is as under:

Equipment	Andhra	Madras	Orissa	U.P.
1	2	3	4	5
1. Vehicles . . .	4	..	4	11
2. Bicycle . . .	50	..	42	..
3. Water Pump . .	..	..	20	..
4. Soil and water analysis kits . . . .	13	9	2	3
5. Oxygen cylinders .	50	84	..	..
6 Nylon Twine (lbs) .	7600	5000	..	..
7. Nylon nets :				
(i) Drag nets . . .	..	171	720	32
(ii) Cast nets . . .	..	..	..	..
(iii) Gill nets . . .	..	562	..	60
8. Induced breeding equipment . . . .	1	1	..	1
9. Air Conditioner . .	..	..	2	..
10. Portable Ice Plant . . .	1	..	1	1
11. Velon Net (Yds). . .	600	200	200	200
12. Out-Board Motor . .	..	..	..	1
13. Marine Diesel . . .	..	..	..	..
14. Field Test Kits . . .	200	..	..	..
15. TOTAL VALUE (in Dollars)	47,594.40	17,963.89	60,230.58	56,362.87

The table indicates that the release of equipment to the States is *ad hoc* and does not follow any uniform standard or scale. The Committee suggest that for the effective implementation of the programme, some definite pattern of assistance should be worked out in consultation with the UNICEF.

The Committee also suggest that it may be ensured that there is no delay in the receipt of equipment and supplies so that the expansion of the programme does not suffer.\*

#### *Cash Assistance*

63. It has been stated in a written reply that UNICEF have also agreed to make available funds to the extent of Rs. 20 lakhs for giving aid to the selected Yuvak and Mahila Mandals with a view to provide incentives for good work already done and to provide facilities for developing economic activities of vegetable cultivation, poultry fisheries, etc. in Applied Nutrition Programme areas. The amount of assistance for each Yuvak Mandal and Mahila Mandal would be of the order of Rs. 500 and Rs. 700 respectively. This assistance would cover approximately 980 Yuvak Mandals and 2,220 Mahila Mandals on the basis of 4-5 Yuvak Mandals and 10 Mahila Mandals respectively per block in the 222 Applied Nutrition Programme blocks originally expected to be taken up by the end of Third Plan period in different States.

The Committee are of the opinion that some measure of flexibility should be allowed to the States in the utilisation of UNICEF assistance so that programmes of work for blocks could be drawn according to local requirements.

The Committee feel that while selecting Yuvak and Mahila Mandals for assistance, their past performances should also be kept in view and even after selection, a close and constant watch should be kept over their activities as also the maintenance of proper accounts, muster rolls, etc.

#### *Fourth Plan Allocation*

64. The Committee have been informed during evidence that the Applied Nutrition Programme was taken up as a non-plan item during the course of Third Plan. It has now been decided that there should be a provision specially predicated to the programme under the plan schemes during the Fourth Plan period. The idea is that when the assistance given by the international agencies is withdrawn, the programme should not wither away and there should be some corpus of funds to keep it going. From Fourth Plan the States will take up this programme as part of the general plan schemes like minor irrigation scheme, poultry development etc.

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\*At the stage of factual verification, the Ministry have stated that "the statement of release of equipment has been taken from the report of the Programme Evaluation Organisation. This statement gives such information as was collected by the PEO in the course of the investigations. Equipment to each State is provided in accordance with scales prescribed in detail in the subsidiary plan of operations."

**The Committee feel that the funds for this programme to be channelled through the Block agencies should be provided in the Block budget, according to a schematic pattern as has been done for the Community Development Programme.**

#### **D. Role of Mahila and Yuvak Mandals**

65. At the annual conference on Community Development held at New Delhi in July, 1964, it was recommended that:—

“effective use of Mahila Samitis and Yuvak Mandals should be made in the promotion of production programme, especially in the activities of mid-day meals in schools, development and management of school and community gardens, organisation of poultry units, and development of small fishery units.”

In their letter No. 16/15/64.Trg.II, dated the 2nd December, 1964, to the Secretaries in-charge of Community Development in the States/Union Territories, the Ministry have stressed the need for “greater concentration of efforts in selected blocks where, in terms of current programmes, better results are likely to be achieved. These would be the blocks where programmes of Applied Nutrition and intensive development of Poultry and Fishery are undertaken; efforts will have to be made to see that in these blocks the Yuvak and Mahila Mandals derive maximum benefit from existing programmes of production, village industries and training”.

66. The Programme Evaluation Organisation in its Evaluation Report on Applied Nutrition Programme (1964-65) in respect of States of Andhra Pradesh, Madras, Orissa and U.P. have highlighted the existing deficiencies in the implementation of the Programme. The deficiencies noticed are in the spheres of administrative set-up and the roles of Panchayats, primary health centres, Mahila Mandals and Youth Clubs.

Referring to the problems of co-ordination, the Evaluation Report states: “Working of the applied nutrition programme as envisaged, assumes coordination among the international, national, State and local agencies in order to achieve substantial results. At the Central level, the chief responsibility of coordination has fallen on the Ministry of Community Development. In order to ensure coordination at the different levels—national, State, district and block—, the vehicle employed is of coordination committees. The administrative set-up for implementing the Applied Nutrition Programme is more or less uniform among the States. The ultimate responsibility for the administration and coordination of this programme rests on either the Development Commissioner (as in Andhra), Agricultural Com-

missioner (U.P.) or the Additional Development Commissioner (Madras). In U.P., the Deputy Development Commissioner (Training) acts as a Liaison Officer and is actually the Officer-in-charge of the programme. In each State, a Coordination Committee has been set up, with heads of concerned departments like Agriculture, Animal Husbandry, Fisheries, Education, Health, Social Welfare, etc. Field reports suggest that at the State level, coordination is more or less well-achieved through this coordination committee. It meets frequently, reviews the progress of the programme and discusses problems which stand in the way of speedy implementation, problems such as time-lag in release of funds, sanction of additional staff and supply of adequate facilities from relevant departments and agencies. Again, the importance of the coordinated working of the programme and functional responsibility of the different agencies are well understood at the block level. In Andhra and Orissa, the coordination is achieved through the Panchayat Samiti, and in U.P. and Madras through the block coordination committees.

67. But, the situation is not very encouraging at the district level. In the States of Andhra and U.P., district-level committees have been constituted; in Andhra, the District Collector is the Chairman and in U.P. the District Planning Officer. The coordination meetings at the district level, however, are not regular, nor very effective. In Madras, no coordination committee has been set up at the district level. It should, however, be noted that the mere constitution of coordination committees does not automatically and by itself result in the solution of all problems. The committees will have to function regularly and with authority. Otherwise, actions do not follow".

68. As regards the role of primary health centres, it has been stated that "According to the concept and operational plan of the Applied Nutrition Programme, the primary health centres have a very important role to play in the programme. They are required to help in identifying the most important nutritional deficiencies in the area, advise on the dietary pattern to be advocated in the programme block and train the programme personnel on the health aspects. They are to conduct base-line dietary and consumption surveys, make clinical and other measurements for health surveys. In other words, their role is crucial both for formulating and concretizing the technical content of the programme at the local level as well as for propagating it. The information presently available, however, shows that the primary health centres have not yet been involved in the programme to any significant extent. They should be made to identify the nutritional deficiencies and to work out a balanced dietary pattern for propagation. They should also play a

substantial part in nutrition education and follow-up of the beneficiaries under the programme".

69. Commenting on the role of Panchayats, the Report states: "In Madras, they have played a very useful role in carrying out the Applied Nutrition Programme. They were required to provide financial assistance to the poultry keepers from their funds, effect collection of eggs, supply land for school and village gardens and do fish rearing in the available ponds. In fact, they are required, according to the plan of operations, to help in the implementation of all the Applied Nutrition Programmes at the village level; and more or less in all these operations they have actually given a very good account of themselves in Madras".

70. As regards the role of Mahila Mandals and Youth Clubs, it has been stated that: "Supplementary feeding to vulnerable groups like expectant and nursing mothers, pro-school and school children, is an integral part of this programme. On the assumption that women would be most effective in implementing this part of the programme, as well as with a view to augmenting the meagre personnel resources of the block for extension and nutrition education work, Mahila Mandals or Samitis have been drawn into the Applied Nutrition Programme. The Gram Laxmis and members of Mahila Samitis have been trained in the preparation and distribution of food to those vulnerable groups. The performance of the Mahila Samitis has not been uniformly good in all the States. In Orissa and Madras, they have done a good job and given a good account of themselves. But in Andhra and U.P. they have not been able to discharge their responsibility satisfactorily in the feeding programme. Many of the feeding centres had to be closed down in U.P., one of the reasons for closure being that proper accounts could not be maintained by the Mahila Samitis. In Andhra, their poor performance has been ascribed to lack of facilities like suitable accommodation, and cooking equipment and inadequate supply of produce".

71. In 1964, the Ministry of Community Development has addressed the State Governments on the need for involving youth clubs organisations more effectively in the promotion of production programmes in the Applied Nutrition Programme areas. Their role has been emphasized especially in vegetable cultivation, poultry and fisheries programmes, which could be taken up by them both as individual and group projects. Increased efforts are now being made by the State Governments to associate youth organisations in the production activities of the Applied Nutrition Programme. How-

ever, the actual situation in the field is that those organisations, wherever set up, are still in their infancy and are likely to take some time before they can actively help in the Applied Nutrition Programme. In Madras, though the youth clubs are still in the formative stage, in a few villages a portion of the panchayat garden land was allotted to them for growing vegetables and fruits of their own choice. Such incentives were expected to help in the growth of desired tendencies and activities among these clubs. But, unfortunately, the scheme could not make much headway due to practical difficulties. In U.P., according to the plan operations, members of the youth clubs functioning in the villages are to be fully associated in increasing the production of vegetables and fruits. But it was noticed in one of the blocks that there was not much of group activity. Some individual members of youth clubs had established their own kitchen gardens and some were given training in gardening. The case is thus strong for spelling out the details of the activities the youth clubs are expected to go in for and the way in which they are to be encouraged and helped.

72. The Programme Evaluation Organisation have observed in the Report that the Nutrition Officers have not been able to make field visits frequently because of shortage of time with the result that guidance and supervision at the State level have not been adequate. There is need for proper assessment of the workload of the staff.

The Committee note that while at the State level coordination in regard to the implementation of the Applied Nutrition Programme is more or less well-achieved through the Coordination Committees set up, such coordination is lacking at the District level. The Committee would stress the need for setting up of District level Coordination Committees in such of the States where they have not been set up so far. It is also imperative that these Committees should meet regularly if the programme is to show the desired results. It is also necessary to activate the Primary Health Centres which have a crucial role to play, both for formulating and implementing the technical content of the programme.

The Committee are glad to note that Panchayats have played a very useful role in carrying out the programme in Madras. The Committee hope that they would also play an increasingly useful role in other States. The Committee would suggest that before entrusting a particular job relating to Applied Nutrition Programme to women and youth mandals, it should be ensured that they have



the necessary determination and the spirit of service so that the resources are put to proper use. It should also be ensured that they are fully equipped to do that job administratively, financially and technically.

The Committee are distressed to note that many of the feeding centres in U.P. had to be closed down, one of the reasons advanced being inability of the Mahila Samitis to maintain proper accounts. The Committee hope that proper guidance would be provided to the Mahila Samitis so that they may discharge their responsibility satisfactorily. The Committee suggest that the Mukhya Sevikas and the Gram Sevakas should guide and assist the Mahila Mandals in regard to study of nutrition, distribution of food, maintenance of accounts and records, evolution and preparation of proper menus, proper cooking method, etc. They suggest that provision should be made in the Fourth Plan for introducing mobile units in the States for demonstrations on the value of nutritious and balanced diet.

The Committee further suggest that the State Governments may be advised to take remedial steps in the light of the suggestions made by the Programme Evaluation Organisation in their Report on Current Evaluation of the Applied Nutrition Programme, 1964-65.

#### **E. Self-Sustaining and Self-Generating Programme**

73. The Annual Conference on Community Development and Panchayati Raj which met at Srinagar from the 24th to 26th July, 1965 recommended that the programme should be implemented as a composite whole and the resources, to be earmarked for the purpose, of the departments concerned with the different components of the programme should be integrated under a single head "Applied Nutrition". Certain suitable concrete measures should also be evolved for putting the programme on a self-sustaining and self-generating basis making it independent of individual producers.

The representative of the Ministry further stated in clarification during evidence:

"Even after the assistance from the international agencies ceases this programme will be continued as a Plan scheme. After ensuring the source of regular assistance irrespective of the assistance from the international agencies, we have recommended certain schemes for Mahila Samitis and Youth Mandals. There will be financial assistance for the

development of poultry units, for the preparation and distribution of meals to the vulnerable group, for providing wells in school gardens and village gardens, for the development of fisheries in village tanks, etc. The Panchayat Sabha makes over the tank to Mahila Samiti which in turn gets the Youth Mandal to re-condition it and maintain it. Both these Mandals stock it with fish, which is distributed to the beneficiaries to meet their requirements and the rest is sold in the market. The profits they keep for further activities of the same programme."

The Committee suggest that as measures towards self-sufficiency, the Government may examine the feasibility of utilising the Panchayat Organisation for the development of orchards, horticulture, pisciculture, poultry etc. on conventional or cooperative lines, and also of utilising the cooperation of educational institutions to develop orchards and horticulture within their compounds. so that at least the mid-day meal scheme may be implemented to some extent on a self-supporting basis.

The Committee further suggest that the cooperation of the Yuvik and Mahila Mandals, as also of some progressive farmers should be sought to boost up the programme of developing orchards, poultry and animal husbandry as complement to normal agriculture.

### *School Gardens*

74. The Committee have been informed in a written reply that of the 9 States and one Union Territory where the Applied Nutrition Programme is being implemented in accordance with approved subsidiary plans of operation, school gardening has made significant progress in the States of Madhya Pradesh, Madras, Orissa, Punjab and Uttar Pradesh, while the States of Mysore, West Bengal and Himachal Pradesh have recorded fair progress.

A statement showing the number of Orchards attached to schools developed in various States under Applied Nutrition Programme is given below:

*School Gardens Established*

Sl. No.	Name of State	No. of school gardens established
1	Andhra Pradesh . . . . .	171
2	Kerala . . . . .	50
3	Madras . . . . .	341
4	Mysore . . . . .	40
5	Madhya Pradesh . . . . .	143
6	Orissa . . . . .	600
7	Punjab . . . . .	261
8	Uttar Pradesh . . . . .	674
9	West Bengal . . . . .	147
10	Himachal Pradesh . . . . .	88

The Committee have been further informed during evidence that school gardens have been promoted despite certain difficulties. Even where land was available, the difficulty of wells was felt. Steps have, therefore, been taken to provide funds which can take care of digging of wells and also of their maintenance.

The Committee consider that school garden programme is not only a production programme but also an important educational programme. The Government should, therefore, encourage school gardens in as many schools as possible by providing necessary good fruit plants, seeds, facilities for sinking tube wells, etc. The stipulation regarding the minimum size of land for the garden should be made flexible and assistance under the programme extended to smaller-sized gardens also.

## **CHAPTER V**

### **RURAL WORKS PROGRAMME**

#### **A. Origin and Objectives**

75 The Rural Works Programme was launched towards the close of 1960 on a pilot basis in 32 blocks under the administrative control of the Planning Commission. The programme seeks to provide additional employment opportunities to agricultural workers during slack season, especially in areas exposed to seasonal unemployment and under-employment. Labour-intensive schemes designed to assist agricultural production and to create productive capital assets for the community as a whole are implemented under this Programme. The Central Government gives 50 per cent grant and 50 per cent loan assistance to the State Governments for the implementation of the Programme. The administrative responsibility of the Programme was transferred to the Ministry of Community Development and Cooperation on 1st September 1964 on the recommendation made by the Estimates Committee, 1963-64 in their 55th Report on Rural Works Programme.

Blocks for the implementation of the Rural Works Programme have so far been allotted under four series. The first series of blocks was allotted in 1961-62, the second in 1962-63, the third in 1963-64 and the last in 1964-65. The number of blocks allotted to each State is generally intimated during March-April. The number of blocks for the Fourth Series, however, was finalised and intimated to the States in the middle of May. The number of blocks allotted was respectively 31, 196, 591 and 177 in the successive series as on 31-3-1965.

76. A statement showing the progress of expenditure and employment in the blocks allotted under the Rural Works Programme is given in the Appendix IV.

State-wise coverage of Rural Works Programme (as on 31st March 1965) is given below.

*State-wise coverage of Rural Works Programme*

State	Allotment of Blocks				Total
	1st Series	2nd Series	3rd Series	4th Series	
1. Andhra Pradesh . . .	3	15	73	15	106
2. Assam . . . . .	3	10	20	10	43
3. Bihar . . . . .	..	4	67	10	81
4. Gujarat . . . . .	2	11	20	..	33
5. Jammu and Kashmir . .	1	5	10	..	16
6. Kerala . . . . .	2	13	16	5	36
7. Madhya Pradesh . . .	3	9	48	5	65
8. Madras . . . . .	2	25	35	10	72
9. Maharashtra . . . .	3	15	50	60	128
10. Mysore . . . . .	2	13	25	5	45
11. Orissa . . . . .	2	11	25	7	45
12. Punjab . . . . .	2	10	19	5	36
13. Rajasthan . . . . .	2	13	25	..	40
14. Uttar Pradesh . . .	1	20	113	35	169
15. West Bengal . . . .	2	14	30	..	46
16. Himachal Pradesh . .	1	5	13	9	28
17. Tripura . . . . .	..	3	2	1	6
Total	31	196	591	177	995

**B. Planning and Organisation**

77. In regard to administrative and technical set-up at the Centre and the State levels for the execution of rural works programme, the representative of the Ministry has informed the Committee that there is a cell in the Ministry which is in charge of the work but

there is no technical organisation as such. There are counterpart organisations in the State head quarters. A number of States have set up Minor Irrigation Cadre or Rural Engineering Cadre; other States have similar Cadres at lower level.

### *Selection of Schemes*

78. The summary of the Programme Evaluation of the Working of the Rural Manpower Programme contains the following observations:—

“It was also noted that the schemes selected in some areas were those that could not have been implemented within the provision of the normal block budget or the departmental funds and to that extent, supplemented the development schemes in the plans.....

There were, however, certain basic issues thrown up even in the choice of agriculture schemes. In States like Madras, Kerala, Andhra, Gujarat and Rajasthan for instance, soil conservation schemes had been selected in the second series projects, almost to the exclusion of all other schemes. This was presumably done without any serious examination of the problems, bottlenecks and possibilities of their implementation. Apparently there was no integrated planning of the soil conservation schemes under this with those under the regular programme. As a result, the schemes ran into problems of shortage of technical and trained personnel, inadequate administrative experience and rising costs. Similarly, the progress of minor irrigation was hampered in some States, either because enough thought had not been given to their immediate feasibility or practicability as in Andhra or because of the rigidity of administrative procedures as in Kerala.”

The Committee are of the view that as far as possible, the schemes which involve higher type of technical know-how should not be selected under this programme and wherever such a scheme is chosen in any area, it should be integrated with similar schemes under regular programme.

The Committee feel that since the ultimate object of this programme is to provide for the maximum utilisation of the rural manpower, the schemes selected under it should be labour-intensive, with high employment generation and low material and machine contents.

### ***Release of Funds***

79. The executing agencies for the rural works programme in the States are in the main the Panchayati Raj Bodies. Following the recommendations of the Regional Conference on Works Programme for utilising rural man-power convened by the Planning Commission in 1962, specific provision is made in the annual budgets of most States for the programme; entire allocation meant for the blocks is intimated to the block authorities in the beginning of the financial year in several States; and Panchayat Samities, in a few States, are authorised to utilise their general funds in executing approved schemes and obtain subsequent reimbursement. In 1963-64, for instance, 13 States and one Union Territory made specific provision for the programme in their annual budget; 4 authorised the Panchayat Samities to incur expenditure on approved schemes from their general funds; and 5 intimated the entire allocation meant for the block at the beginning of the financial year. The matter was reviewed at the last Annual Conference on Community Development and Panchayati Raj held at Srinagar in July, 1965 and it was felt that, by and large, the position regarding release of funds to the executing agencies was fairly satisfactory.

The Committee have been informed during the evidence that State-wise break-up of allocation is intimated to the State Governments in April-May as soon as budget provision for the financial year is indicated. The State Governments in turn make allocation for blocks or Panchayati Raj institutions. Some of them viz. Assam, Gujarat, Rajasthan, Kerala and Maharashtra intimate the entire allocation meant for the blocks at the beginning of the financial year whereas some release it in stages after they have had a chance to review the expenditure and performance of various blocks. Some States have authorised the executing authority for incurring of expenditure from their own general funds in anticipation of the release provided it is backed with the total indication that is available for the whole year.

The Committee are of the opinion that the system of releasing funds in instalments and the lack of clear indication or assurance about the continuity and extension of sanctions are bound to affect the smooth execution of works under the Programme. The Committee further feel that the best arrangement for release, of funds by the State Governments would be to intimate the entire allocation at the beginning of the financial year and to authorise the executing authorities to incur the expenditure within the amount of allocation from their general funds.

### *Selection of Areas*

80. It has been stated that certain broad criteria had been prescribed for the implementation of the rural works programme during the Third Plan period. These included:

- (i) Density of population per square mile.
- (ii) Proportion of people living in rural areas;
- (iii) Employment of organised Industries.
- (iv) Value of output per acre.
- (v) Wage rate of agricultural labour.
- (vi) *Per capita* cultivable area, and per-centage of double cropped and irrigated areas to total area sown.

Besides these indicators certain other considerations such as the proportion of agriculture labour to total rural population, migration pattern and the capacity of the administrative and technical organisation to execute supplementary works in addition to those already forming part of the integrated block plan had also to be kept in view. As far as possible, dispersal of the programme over a wide area was to be avoided.

The Committee feel that Government should ensure that identification of the areas for the implementation of the programme in the Fourth Plan is made strictly according to the prescribed indicators for the purpose so that only the areas where unemployment and under-employment position is acute are actually selected and the real aim of the rural works programme is achieved.

### **C. Employment and Wages**

#### ***Wages Paid***

81. The Committee have been informed during the evidence that the Rural Manpower Programme is supposed to provide employment at full prevailing market rates. These rates vary from State to State and from year to year.



A statement showing the rates of minimum wages as fixed or revised under the Minimum wages Act, 1948 by the Central, State Government and Union Territory Administration is as under:—

*Minimum Wage Statement*

Sl. No.	States/Union Territory	Minimum rates of wages ( in rupees) fixed for different agricultural operations as notified by the Government upto 31st December, 1964
1	2	3
A. CENTRAL GOVT. Re. 1·25 to Rs. 2·25 per day.		
B. STATE GOVTS.		
1	Andhra . . .	Re. 0·87 to Rs. 2·00 per day. (i) Re. 1·00 to Rs. 1·25 per day (for 5 hours work) Rs. 1·50 (for 8 hours work) (Cachar District)
2	Assam . . .	(ii) Rs. 1·53 (plus one meal per day or Rs. 1·75 per day and Rs. 2·00 plus existing requisites) (other Districts)
3	Bihar . . .	Wages in kind
4	Gujarat . . .	Re. 0·75 to Re. 1·00 per day.
5	Kerala . . .	Rs. 1·70 per day (Rs. 2·75 per day with labourer's bullocks)
6	Madhya Pradesh . . .	Re. 0·90 to Rs. 1·35 per day.
7	Madras . . .	Re. 0·75 to Rs. 1·25 per day.
8	Maharashtra . . .	Re. 0·62 to Rs. 1·00 per day.
9	Mysore . . .	Re. 1·00 to Rs. 1·75 per day (Re. 0·50 for grazing)
10	Orissa . . .	Re. 0·87 to Rs. 1·75 per day
11	Rajasthan . . .	(i) Re. 0·75 to Re. 1·00 per day (Ajmer area) (ii) Rs. 52·00 to Rs. 75·00 p.m. (other parts of the State).
12	Uttar Pradesh . . .	Re. 1·00 to Rs. 1·50 per day or Rs. 26·00 to Rs. 39·00 per month.

1	2	3
13	West Bengal . . .	Rs. 1·50 to Rs. 2·25 per day( with meals) Rs. 1·25 to Rs. 2·25 (without meals) per day.
14	Punjab . . . . .	Re. 1·00 to Rs. 2·00 per day (with meals) Rs. 1·25 to Rs. 2·50 (without meals) per day.
15	Delhi . . . . .	Re. 1·50 to Rs. 2·00 per day
16	Himachal Pradesh . .	Rs. 1·50 per day
17	Tripura . . . . .	Rs. 2·00 per day (plus existing requisites).

The Committee note from the above table that in certain States the minimum wage is even less than Re. 1·00. They feel that the wage should not be less than Re. 1 per day and suggest that each State should be asked to examine this question in the light of all relevant factors and determine at what amount the minimum wage should be fixed in the State.

They further urge that the revision of the minimum wages should be undertaken at regular intervals as is required under the Minimum Wages Act, 1948.

#### D. Impact on Rural Unemployment

82. The Report on the Third Five Year Plan proposed a works programme capable of providing employment to about one lakh persons for an average of 100 days in the first year of the Plan and to about 2·5 million persons by the end of the Plan period. The programme as a whole was estimated to involve a total outlay of Rs. 150 crores; but the total amount provided for the programme over the Third Plan period would only be Rs. 18 crores approximately. It has been stated that the impact of the programme on the rural unemployment situation has been only peripheral.

The Committee are unhappy to note that while the programme as a whole was estimated to involve a total outlay of Rs. 150 crores and capable of providing employment to 2·5 million persons by the end of the Third Plan period, the total amount provided for the programme over the Third Plan period would only be Rs. 18 crores approximately and the impact of the programme on rural unemployment situation is stated to be only peripheral. The Committee hope that in view of the serious problem of rural unemployment, the programme will be given the due and decline importance in future plans.

*Employment vis-a-vis Expenditure incurred*

83. The following table indicates the percentage of employment generated (in Man-days) to expenditure upto 30th June, 1963 and during 1963-64 and 1964-65:

State	Percentage of employment generated (Man-days) to expenditure upto 30th June, 1963	Percentage of employment generated (Man-days) to expenditure during 1963-64 and 1964-65
1 Andhra Pradesh . . . . .	78	46
2 Assam . . . . .	38	N.A.
3 Bihar . . . . .	52	59
4 Gujarat . . . . .	59	N.A.
5 Jammu & Kashmir . . . . .	55	N.A.
6 Kerala . . . . .	44	40
7 Madhya Pradesh . . . . .	68	67
8 Madras . . . . .	61	N.A.
9 Maharashtra . . . . .	54	37
10 Mysore . . . . .	67	43
11 Orissa . . . . .	58	53
12 Punjab . . . . .	23	18
13 Rajasthan . . . . .	56	N.A.
14 Uttar Pradesh . . . . .	62	38
15 West Bengal . . . . .	46	49
16 Himachal Pradesh . . . . .	59	31
17 Tripura . . . . .	50	N.A.

The Committee have been informed during evidence that the Ministry have gone into the question of decline in percentage of employment generated to expenditure incurred. It has been found that the following factors are responsible for the decline:

- (a) General increase in the wage rate ranging from 50 to 75 per cent.
- (b) Overhead charges in setting up of headquarter cells set up after the allocation of Third series.
- (c) Shift in the nature of schemes taken up between first two series and the last two series.

In the first two series the emphasis was mainly on road construction works which entailed practically no cost on materials for

construction. In the last two series the main emphasis has been on minor irrigation and the percentage of expenditure on minor irrigation registered an increase.

84. The Estimates Committee in their 55th Report (1963-64) recommended a detailed study in regard to wide variation in the ratio of generation of employment to expenditure incurred that existed in various States.

The Ministry have stated that detailed studies are proposed to be conducted regarding (a) wide variation in the ratio of generation of employment to expenditure in various States, (b) incompatibility of works offered with the job preferences of the available workers, and (c) the co-ordination of high degree of unemployment and under-employment with high wage rates.

The Committee note with distress that the percentage of employment generated to expenditure incurred has fallen in most of the States and in some the fall has been rather considerable. They would urge that the detailed studies proposed to be conducted should be taken up as early as possible and the factors responsible for such fall, be identified.

The Committee understand that no attempt has been made for a systematic employment planning over a period either in terms of population or area. They feel that unless such a plan is drawn up, the variations in employment generated from year to year may be difficult to avoid.

#### *Skill Formation*

85. The representative of the Ministry has informed the Committee that agriculture is more modernised now and it will mean that better skill will be required for agriculture. With modernisation, a certain percentage of persons will be thrown out of land for secondary and tertiary activities. A national survey has shown that out of 1,70,000 rural inhabitants and people interviewed only 2.5 per cent had some skill (agricultural or industrial). Unemployment is very much larger in the age group of 15 to 29 than in other groups. In 1966 this age group will be 10 crores; in 1971, 12 crores in 1976, 13.5 crores and 15.5 crores in 1981. 80 per cent of these people, it is assumed, come from the rural areas who live on land. If this percentage is to be reduced to 60 by 1981, rural youth of the country will have to be taken out from dependence on agriculture by teaching them skills so that skill-formation becomes an inherent part of the programme.

To achieve this aim, it is proposed to provide skill imparting facilities in rural areas during the Fourth Plan. The details of the programme are yet to be worked out.

The Committee appreciate the importance of the skill formation programme as it will enable a proportion of rural workers to move out from agriculture to other sectors of employment and improve their scope of employability. They would therefore emphasise that the necessary arrangement—including the provision of funds for the implementation of the programme should be made at an early date. The Committee would further, like to stress that the programme should be drawn up in such a way that it helps in retaining the trained skilled youngmen, as far as possible, in the rural areas and does not result in their large scale migration to urban areas.

#### **E. Provision for the Fourth Plan**

86. The Committee are informed that besides the various other Plan schemes, the special scheme proposed for the utilisation of surplus rural manpower during the Fourth Five Year Plan is the rural manpower programme which was hitherto called the Rural Works Programme. The outlay for the programme during the Fourth Five Year Plan would be substantially larger than that in the Third Five Year Plan. Moreover, while the Rural Works Programme in the Third Five Year Plan aimed at providing 100 days employment to rural workers during the slack season through labour intensive schemes, the rural manpower programme in the Fourth Plan, besides continuing this approach, would seek to impart certain skills to the rural workers through on-the-job training facilities. It has also been stated that the rural manpower programme in the Fourth Plan would be directed to backward areas which may not benefit much from various intensive agricultural programmes.

Depending upon the outlay made available, the programme would have a phased coverage of additional blocks over the Fourth Plan period.

The Committee suggest that the Central Government may from now onwards co-ordinate with the State Governments in order to work out the details of the actual works programme that will be implemented during the Fourth Plan period in the selected blocks.

### **F. Role of the Panchayati Raj Institutions vis-a-vis Rural Works Programme**

87. The representative of the Ministry has informed the Committee during evidence that the Rural Works Programme being capable of creating capital assets must be taken over by Panchayati Raj institutions. The project criteria are being re-defined and it is proposed to strengthen the Programme as soon as the extent of the Fourth Plan outlay becomes clearly known. The responsibility for the development of this Programme should be squarely placed on the Panchayati Raj institutions. The recommendation of the Annual Conference of the Development Commissioners was that all the funds under the Rural Manpower Works should be fully placed at the disposal of Panchayati Raj institutions.

The Committee are of the opinion that the execution of Rural Manpower Works may be entrusted to Panchayati Raj institutions on the basis of their past performance. Wherever the institutions have not taken deep roots, the work may be entrusted to them only after providing them with adequate personnel and technical support so that the projects may not suffer.

The Committee, in this connection, would like to state that the subject of Rural Works Programme was examined by them in detail during 1963-64 and they made a number of recommendations in their 55th Report, presented in April, 1964. The Committee hope that Government would take due notice of the recommendations made in that Report and implement them as early as possible.

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## **CHAPTER VI**

### **LOCAL DEVELOPMENT WORKS PROGRAMME**

#### **A. Origin and Objectives**

88. The Local Development Works Programme was initiated in 1953 under the administrative control of Planning Commission, as a Centrally sponsored scheme, with a view to stimulating the enthusiasm of the people for the Plan through local schemes in the execution of which the local community was expected to contribute 50 per cent of the cost of the scheme in cash, kind or labour. Upto the end of the Second Plan period several categories of schemes like drinking water supply, village roads, school buildings, godowns etc. could be taken up in this programme. During the Third Five Year Plan, the scope of the programme was restricted to the provision of a simple source of drinking water supply in rural areas. Some works of other categories that spilled over from the Second Plan were, however, allowed to be completed. Under the programme only 50 per cent of the cost of each scheme is provided by way of Central grant, the balance being met through public contribution and/or contributions by the local bodies or the State Governments.

#### *Change in Nomenclature*

89. The Committee have been informed that during the Third Five Year Plan, the scope of the programme was restricted to the provision of a simple source of drinking water supply in rural areas and in 1964 it was decided that its administrative responsibility should be transferred to the Ministry of Community Development and Co-operation who took over the administration of the Programme on the 1st September, 1964. Water Supply Scheme requiring engineering skill and those which include a piped system was transferred to the Ministry of Health.

**The Committee feel that since Local Development Works Programme is now confined to only drinking water wells, the programme needs to be re-designated in conformity with the scope of its working.**

#### **B. Allocation and Performance**

90. In a written reply the Committee have been informed that the Planning Commission had decided that in the Third Plan the

basis of allocation of funds amongst the States every year should be the actual needs of each State to be assessed as a result of a survey.

It has been stated during evidence that the survey is yet to be completed in all the States and pending the results of the survey the allocation made so far for Local Development Works has been on the basis of requirements worked out for each State with reference to their performance in the matter of expenditure incurred in previous years and their capacity to handle the programme.

#### *Criteria for allocation to States*

91. It has further been stated that if a State has a good performance to its credit and has spent more than its allocation, the grant is also enhanced suitably by reducing from shares of the States who have not come upto the level of expenditure expected of them. In case the performance of the States is good, additional funds are released to the State Governments by adjustment.

#### *Allocation and Actual Releases*

92. A statement showing the State-wise allocations and actual releases under Local Development Works Programme during the last three years of the Third Plan is given in Appendix V.

It has been stated that the Government of Bihar had not utilised the *ad hoc* release made in the year 1961-62, no further releases were made to them in subsequent years also since the provisional allocation remained unutilized.

#### *Reduction in Allocation*

93. The representative of the Ministry has informed the Committee during evidence that since the programme came to the Ministry in 1964-65, allocations to six States were enhanced by reducing the allocations in respect of others. Excluding Bihar, the total amount of reduction is of the order of Rs. 21.78 lakhs. The names of the States except Bihar whose allocations have been reduced are as follows:—

	(Rs. in lakhs)
1. Assam . . . . .	3.35
2. Gujarat . . . . .	0.68
3. Jammu & Kashmir . . . . .	1
4. Kerala . . . . .	2
5. Punjab . . . . .	8.60
6. U.P. . . . .	4.65
7. West Bengal . . . . .	1.50



The allocation to the following States were enhanced:

	from	to
1. Andhra Pradesh . . .	Rs. 32 lakhs	Rs. 55.78 lakhs
2. Madras. . . . .	Rs. 28 lakhs	Rs. 38 lakhs
3. Maharashtra . . . .	Rs. 32 lakhs	Rs. 42 lakhs
4. Mysore. . . . .	Rs. 15 lakhs	Rs. 25 lakhs
5. Rajasthan . . . . .	Rs. 19 lakhs	Rs. 25 lakhs

The Committee feel that the procedure adopted by the Ministry for enhancing the allocations to States, which have shown satisfactory results and of reducing the allocations of those States which have not come up to the level of expenditure expected of them, is not conducive to the progress of Local Development Works inasmuch as it is ultimately the poor villager who suffers in the process due to the lapses on the part of the defaulting state. The Committee feel that the question of non-utilisation of the allocations by the defaulting States should be taken up with them.

### C. Drinking Water Supply

#### *Survey regarding Identification of Areas*

94. In a written note the Committee have been informed that an attempt has been made by the Ministry to identify the villages which were without any adequate drinking water facilities. A survey was carried out in 1964-65, and the villages requiring priority attention have been identified. All States except Jammu and Kashmir and West Bengal and the Union Territory of Manipur have sent the required information following the survey. The Government of Uttar Pradesh have furnished information for part of the total number of blocks.

The survey completed so far has covered 3748½ blocks out of the total number of 5259 blocks existing on 31st March, 1965. In all 384400 villages\* and 144200 sizeable hamlets† were covered by the

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†The village for the purpose of the survey was the census village (1961).

A sizeable hamlet (excluding main village) containing a population of 100 and above.

survey. The survey has revealed that 22 per cent of the villages and 30 per cent of the hamlets surveyed are without any hygienic\* drinking water supply. It has also revealed that 30 per cent of the total number of villages and 32 per cent of the total number of hamlets surveyed have inadequate drinking water supply.

The State-wise details of survey of drinking water facilities in rural areas (1964-65) are given in Appendix VI. Statements showing the progress of construction/renovation of old drinking water wells in C.D. Blocks are given in Appendices VII & VIII.

#### **D. Cholera Endemic Districts**

95. It has been stated that the Ministry of Health had observed at the first meeting of the Co-ordination Committee on Rural Water Supply held on the 10th April, 1964 that along with the scarcity areas for rural water supply in the country, the 53 cholera endemic districts in the States of Madras, Mysore, Andhra Pradesh, Maharashtra, Uttar Pradesh, West Bengal, Bihar and Orissa should also be taken up on a priority basis for the provision of water supply. Piped water should be supplied in all those districts even in the villages where the provision of simple wells may be normally sufficient so that cholera may be effectively eradicated.

The Committee have been informed that the Government has set up special investigation sub-divisions with cent per cent subsidy from the Centre to assess the needs of cholera endemic areas and on the basis of their assessment reports. The Schemes in these areas will be given priority over the other rural water supply schemes. The representative of the Ministry of Health has further stated in evidence that the Government of India has no fixed idea as to what should be the quantum of assistance required by the State Governments. A clear picture of the quantum of money required for solving the problem will emerge only on receipt of reports of the State Governments.

It is one of the primary functions of a Welfare State to take adequate steps against the outbreak of preventable epidemics-cholera being one such disease. As cholera is a water-borne disease, the Committee feel that adequate provision of drinking water in the cholera-endemic areas is of prime importance. The Committee suggest that the programme of drinking water in such areas, should, therefore be pursued vigorously.

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\*Includes piped water supply, tubewells, handpumps, wells, conserved tanks.

### *Fixing of Targets*

96. The Committee have been informed during evidence that out of the villages which have no drinking water facilities, it is possible to construct simple wells in at least about 84,000 villages. In the instructions given to the State Governments for the expenditure to be incurred under Local Development Programme, it has been stated that scarcity and backward areas including those which are predominantly inhabited by the scheduled castes and scheduled tribes should be given the necessary priority and the overall priority should be in favour of the villages where no source of drinking water supply is available.

From the information furnished *vide* para 94 above, the Committee note that 4,02,200 new drinking water wells have been constructed and 5,26,800 old drinking water wells have been renovated during the three Five Year Plan periods. The Committee, however, regret to note that still 22 per cent of the villages which have been surveyed, are without any hygienic drinking water supply and 30 per cent of the total number of villages surveyed have inadequate drinking water supply. The Committee also note that about 30 per cent of the hamlets which are part or Mohallas of big villages have either no supply or inadequate supply of hygienic drinking water. As the supply of drinking water is of utmost importance not only for men but also for cattle, the Committee feel that the programme of providing drinking water in rural areas should have been conducted with an intensive drive and energy. The Committee feel distressed that even in such a vital matter, the Government have failed to enthuse the States so as to utilise the amounts sanctioned for this purpose.

The Committee suggest that the desirability of spending available funds on wells to be put up in scarcity areas instead of diffusing it over all areas may be examined.

The Committee urge that the programme of providing drinking water facilities in the scarcity areas in the light of the survey that is already in operation should be taken up on an urgent basis so that this basic necessity of human life becomes available expeditiously at least in the villages where wells can be sunk.

The Committee are given to understand that while conducting the survey, the Ministry took into account the fact that wells would be provided in villages with at least a minimum population of 100. The Committee feel that this limit of 100 persons in a village may mean great hardship to a fairly large number of people, particularly in backward areas and difficult terrain where the population is sparse.

The Committee think that lower density of population in certain areas is often due to lack of adequate supply of water. The Committee, therefore, suggest that the question of providing drinking water well in a village irrespective of the fact whether it has a population of 100 or not, may be examined and some relaxation may be made in respect of deserving cases. The Committee further suggest that wells may be sunk at some central place in the village so that it is within the easy reach of the majority of the beneficiaries.

In view of the fact that discrimination is sometimes made in the use of the wells against scheduled castes and scheduled tribes people, the Committee suggest that strict instructions should be issued that all communities be allowed to use the water from the wells sunk in the villages, and digging of wells exclusively for the use of particular castes should be completely discouraged. It should also be ensured by all State Governments that the provisions of the Untouchability Offences Act, 1955 are rigorously enforced in this regard.

## CHAPTER VII

### AREA LEVEL PLANNING

97. Systematic and realistic area planning at the district and block level is a necessary prerequisite to integrated development of the rural sector. The Third Five Year Plan Report says—

“Although efforts were made in several States to prepare block plans specially in agriculture, in the main, the plans of States have been prepared independently of local plans. The inference to be drawn from this is that much more effort will be needed before local plans can become a distinctive stage in the initial preparation of a Five Year Plan.”

#### Intensive Local Survey

98. The Committee have been informed that one of the basic factors in the preparation of integrated area plans is that such plans should be based on intensive local surveys. The Ministry accordingly asked the State Governments *vide* their letter dated the 29th December, 1964 to take immediate steps to select the districts for undertaking intensive survey on pilot basis so that the findings could be available for the preparation of the district plans well in time before the finalisation of the States Fourth Plans.

The Central Government agreed to give cent per cent grant to State Governments for conducting the intensive survey as a preliminary to the formulation of integrated realistic local area plans. It was estimated that the surveys would take six months to implement. A complement of staff of a Research Officer, 5 Field Assis-

tants and 3 Secretariat/Ministerial Assistants was sanctioned. The overall cost of each survey was not to exceed Rs. 25,000.

The following table indicates the State-wise break-up of districts selected for intensive local survey during 1964-65 and 1965-66:

States 1964-65	No. of districts selected	States 1965-66	No. of districts selected
1. Uttar Pradesh . . .	3	1. Andhra Pradesh . .	3
2. Assam . . . . .	2	2. Rajasthan . . . .	2
3. Madhya Pradesh . .	3	3. Bihar . . . . .	3
4. Mysore . . . . .	2	4. Gujarat . . . . .	2
5. Punjab . . . . .	3	5. Kerala . . . . .	1
		6. Orissa . . . . .	2
		7. Maharashtra . . .	2

The remaining States have been asked to expedite the selection of districts and the commencement of survey in them.

#### *Methodology and preparation of Plans*

99. In their circular letter dated the 26th September, 1965 the Ministry of Community Development and Co-operation (Department of Community Development) have drawn attention of the States to the following recommendations of the Annual Conference on Community Development and Panchayati Raj held in 1964 in regard to the methodology of the preparation of district and block plans after the survey has been completed.

“District and Block plans may cover the following sectors of development:—

- (a) Agriculture (in its wider sense including animal husbandry, dairy, fisheries, poultry, horticulture, forests, minor irrigation, etc.);
- (b) Co-operatives;
- (c) Village and small industries, including agricultural processing industries;
- (d) Elementary and social education;
- (e) Rural water supply and sanitation;
- (f) Rural health and medical services and family planning;

- (g) District and rural roads including village approach roads (excluding National and State Highways);
- (h) Work programmes for fuller utilisation of rural manpower;
- (i) Development of focal points of growth like market centres, service centres, etc.
- (j) Social welfare including welfare of weaker sections; and
- (k) Voluntary organisations.

Within the framework of the perspective of physical targets and the ceiling of financial indications to be given by the State Governments, the district authorities should prepare the plan-frame for the districts taking an integrated view of the different sectors of development assigned to them. The formulation of this plan frame will be based on an analysis of the data already existing and the findings of the quick surveys undertaken.

The plan frame will consist of four parts—

- (a) Schemes in the State sector which will be planned by the State Governments and executed by the State authorities;
- (b) Schemes which will be planned and implemented by the district body;
- (c) Schemes which will be planned by the district body for the district as a whole, but can be executed by the blocks on an agency basis; and
- (d) Schemes which will be planned and implemented at the block level.

This plan frame will be discussed in a forum consisting of the members of the Zila Parishads, representatives of the municipalities in the district, public men representing different socio-economic strata and government officials.

After discussion in the district forum the plan frame will be sent to the blocks/municipalities concerned.

Panchayat samitis will generally consider the plan frame and give certain broad indications regarding targets and inputs to the individual panchayats so that the latter do not plan on an all-inclusive basis regardless of financial limitations.

At the panchayat level the plan will be in three parts—

- (a) Simple village agricultural production plans,
- (b) provision of amenities which the panchayat would like to be included in the block segment of the district plan;
- (c) Schemes which the panchayats would expect to finance themselves through their own resources supplemented by people's contributions.

At the Samiti level, the plans of all the panchayats will be reviewed with a view to fitting them into the block frame and prune them where necessary having due regard to the likely mobilisation of local resources. After discussion in the panchayat samiti the consolidated block plan will be drawn up and sent to the Zila Parishad. The municipalities will do likewise.

At the district level, the proposals received from the samitis and the municipalities will be reviewed and the final draft of the district plan prepared. This will be discussed again in the forum which originally considered the plan frame and the final version in the light of its deliberations will be sent to the State Government.

It would be of advantage to prepare the outline of the district plan in two parts—the first being a 'must' and the second allowing room for modifications and manoeuvrability.

The senior technical officers of the State Governments should be fully associated in the conduct of surveys in the selected districts. Research institutions, universities and the like will also be involved to the extent possible.

At the district level, there should be a broad-based planning committee to give general direction in respect of the preparation of the plan, covering both urban and rural aspects of development. Selected training centres could also be utilised for training citizens and leaders and for providing a base for the participation of technical experts from outside."

### *Developing of Planning Competence*

100. In regard to developing of competence in villagers for providing leadership in area planning and its implementation, the Committee have been informed that the State Governments have been advised to ensure full involvement of the local democratic institutions



in the different stages of planning process. The techniques of local planning evolved in these pilot districts would be gradually extended to other areas. It is also proposed to make use of selected training centres as the institutional base for training local leaders in the concepts and techniques of local planning.

The Committee regret to note that while the Third Plan Report emphasised that along with the districts, the block should serve as a unit of planning and development and that proposals for the Third Plan should be drawn up by the States on the basis of district and block plans, no positive step was taken by Government in this regard. With the present stage of progress in conducting the preliminary techno-economic survey for formulating comprehensive integrated district plans, it is doubtful if the benefits of the results could be of any use in the formulation of the next Plan. The Committee also note that there has been much delay in the completion of the survey and that the suggested village schedule was forwarded to the State Governments as late as 26th September, 1965. The Committee would stress the need for the early completion of the survey in the selected districts so that the planning techniques evolved in the pilot districts could be extended to other districts for adoption.

The Committee feel that the training centres of the Department of Community Development functioning in the States can play a significant role in the preparation of comprehensive district plans. They can assist in carrying out of surveys and evaluation studies in the mapping of trends of social change and in the identification of factors which influence economic growth. The Committee, therefore, suggest that the feasibility of involving training centres in the preparation of district plans may be examined. The Committee also suggest that an attempt should be made to train local leaders in the concept and techniques of local planning so that they could render effective help in the formulation of area level plans.

## **CHAPTER VIII**

### **VILLAGE VOLUNTEER FORCE**

101. The Village Volunteer Force was designed in the wake of Chinese emergency as a massive effort for mobilisation of human and material resources of Village India for the twin task of defence and development. Apart from mobilising the vast army of peasants and agricultural labourers for developing a strong agricultural base, the scheme also sought to create a sense of involvement in defence effort in the minds of the village people. Under the original concept, the Village Volunteer Force had three-fold programme—production, mass education and village defence.

#### *Review of Progress*

102. The progress under the scheme was reviewed every quarter till May, 1964 and also discussed in the Annual Conferences of the State Ministers of Community Development and Panchayati Raj in 1963 and 1964. Labour and Cash donated under the scheme were utilised for implementing Community Development Programmes, particularly, works resulting in increased agricultural production. Upto 31-5-1964 the number of man-days utilised was 2,52,56,851 and cash donations received amounted to Rs. 27,24,809/-. The works programmes on which donations were utilised in different States are indicated in Appendix IX.

#### *Re-orientation of the Scheme*

103. Following the armed conflict created by Pakistan, the Village Volunteer Force has been reoriented in the spheres of local defence, mass education and production. The State Governments have been asked to gear up the Village Volunteer Force to undertake the following tasks:—

##### *(1) Local Defence*

- (a) aiding the police in the matter of internal security, watch and ward, patrolling, etc.;
- (b) functioning as an Emergency Labour Force for assisting the armed forces, police and the like in the maintenance of communications and essential services;

- (c) conveying timely information to the proper authorities about local events and occurrences of significance;
- (d) exercising special vigilance against possible sabotage by enemy, infiltrators and paratroopers; and
- (e) being in a position to replace members of higher auxiliary formations when they move up on regular duty in more advanced areas.

## (2) *Mass Education.*

- (a) participation in the radio rural forums and leading the discussions;
- (b) taking an interest in popularising folk art performances having a bearing on the present situation; and
- (c) enthusing the village people to make full use of community listening sets and, where not available, private sets.

## (3) *Production*

The Village Volunteer Force has to play a specific role in the Emergency Food Production Drive. It has been suggested that members of the Village Volunteer Force be divided into convenient squads and assigned specific tasks in regard to the respective items of work. It is to be ensured that besides mobilising the villagers, members of the Village Volunteer Force should set an example by taking up composting, maintenance of field channels, production of vegetables, poultry keeping etc.

The following measures are also being considered under the re-oriented programme:—

- (a) training in the use of arms to the Dalpatis and Updalpatis of the Village Volunteer Force and also to select members;
- (b) encouragement to Dalpatis and Updalpatis to join the Rural Home Guards and other auxiliary forces; and
- (c) provision of uniforms, to the extent possible, to Dalpatis and Updalpatis.

In the study entitled, "Village Volunteer Force and Defence Labour Bank" published by the National Institute of Community Development, Hyderabad, it has been stated:

"At the time when the Scheme was inaugurated, there was an adequate measure of 'crisis-potential' in the situation, and, because of this, the village people readily came forward to enrol themselves in the VVF and the DLB, but, with the passage of time, the general public interest in the crisis started decreasing gradually both in its intensity and in its universality. The vibrations of the stimulus of aggression were slowly diminishing in frequency and resonance. So, a noticeable flagging of interest in the Scheme developed, particularly so in the case of the DLB. In the context in which the Scheme was formulated, it was perhaps possible to hope that free donations of labour would be readily forthcoming. But the situation was changing slowly and the disposition of the poor agricultural labourers towards contribution of free labour began to recede from readiness to reluctance. Even in these places where by constant persuasion the members of the VVF and the DLB were made to execute some schemes, the participation of the village people lacked that degree of enthusiasm without which the Force could have but 'shape without form'.

Secondly, even when it was possible to enthuse the members of the Force to work with some zeal, the programme of work was beset with practical difficulties of a basic nature. According to the Scheme, the core of the programme was the intensification of the drive for agricultural production, the Production Task Force assuming special responsibility for the realisation of increased targets in regard to dry farming, soil conservation and minor irrigation. And the labour pool in the DLB was to be utilised in a planned way towards this end. Increased agricultural production depends more on factors like timely provision of supplies and services, availability of credit facilities, etc., and on the structure of agriculture itself than on utilisation of more manpower. No appreciable result could therefore be achieved by merely organising a body of men to work towards increased production. Besides, by their very nature, schemes for increased agricultural production were such that they benefited individual cultivators or a small section of agricultural community and hence it was becoming difficult to make the landless labourers contribute free labour to help execute such schemes. Realisation of the cost of the work from the beneficiaries was again a difficult task. If such payments were insisted upon, they were reluctant to have the schemes executed. Moreover, unless the labour-force was employed for a continuous period of at least a few days, it was not possible to execute any really useful scheme for increased production. It was difficult to mobilise the labour-donors in this manner during agricultural seasons, as this was the time when they got paid

employment, and it was equally difficult during off-seasons, for, these were lean days for them when one could not expect them to donate free labour. Thus, the idea of utilising 'what millions of rural people can readily give, viz. labour' for increased agricultural production was found to be more a fond conception than a workable concept."

The representative of the Ministry of Community Development has stated during evidence that:

"We studied this question of sustaining the motivation in the context of the waning emergency in the annual conferences of 1963 and 1964. The annual conference of 1963 felt that the whole problem of the village volunteer force in relation to its co-ordinated work with the allied work of other voluntary organisations should be studied by a special committee headed by the then Minister of State for Agriculture, Dr. Ram Subhag Singh. This committee went into this question and broadly they came against the following findings; that the entire lot of these functions of these institutions and organisations in the village level should be coordinated by the panchayati raj institutions, which was already part of the original scheme; they endorsed the idea that the village volunteer force and the defence labour bank should be made co-terminous, that those people who are donors of the bank should alone be volunteers; on that assumption, they said that there should be a subsidy of 25 per cent on every work undertaken. The earlier assumption was that the village volunteer force was to be a purely organisational effort without any financial implications. We took the entire proposition to the succeeding conference and they came to the conclusion that now that the emergency has acquired a different character, all that is needed is that the village volunteer force should be merged in general agricultural production programme."

#### *Problem of utilisation of donated labour*

104. The representative of Ministry of Community Development and Cooperation has informed the Committee during evidence that upto 31st May, 1964 labour donation to the extent of 11 crores 50 lakh man-days was received by the Village Volunteer Force out of which man-days aggregating 2 crores 52 lakhs were utilised. The

cash donations amounted to Rs. 27.24 lakhs. State-wise details are given as under:

Name of State	Volunteers enrolled in V.V.F.	Man-days donated	Man-days Utilised	Cash donations
1. Andhra Pradesh . . . .	23,41,800	3,41,01,000	14,07,200	2,99,880
2. Assam . . . . .	5,01,019	12,31,438	2,21,509	13,601
3. Bihar . . . . .	1,33,340*	16,00,087	27,000 "	8,800
4. Gujarat . . . . .	4,45,565	5,97,910	59,914	68,141
5. Jammu & Kashmir . . . .	1,94,896	9,07,682	2,74,296	3,380
6. Kerala . . . . .	1,51,687	9,27,040	11,894	34,605
7. Madhya Pradesh . . . . .	6,61,588	42,11,425	19,37,700	2,37,272
8. Madras . . . . .	14,72,533	25,08,000	9,42,136	1,45,322
9. Maharashtra . . . . .	16,19,916	48,15,273	31,50,084	5,34,490
10. Mysore . . . . .	5,82,773	18,25,029	3,33,145	5,46,371
11. Orissa . . . . .	27,48,717	75,71,452	10,98,692	44,348
12. Punjab . . . . .	10,66,214	10,06,258	3,02,526	46,892
13. Rajasthan . . . . .	66,079	18,19,787	52,928	2,84,813
14. Uttar Pradesh . . . . .	21,67,464	4,61,14,093	1,36,78,712	3,56,423
15. West Bengal . . . . .	10,38,287	43,49,991	14,66,814	67,075
16. Andaman & Nicobar Islands . .	4,043	36,516	2,333	1,595
17. Delhi . . . . .	12,181	47,350	2,143	8,719
18. Goa . . . . .	8,409	21,629	12,324	765
19. Himachal Pradesh. . . . .	1,20,405	19,07,734	1,83,963	20,497
20. Manipur . . . . .	22,973	2,00,000	29,085	
21. Tripura . . . . .	10,471	1,17,048	42,204	964
22. Pondicherry. . . . .	32,830	27,869	20,249	846
TOTAL . . . . .	1,54,03,190	11,59,44,606	2,52,56,851	27,24,809

\*Bihar has a statutory Village Volunteer Force dating from 1948. Under the statute all the men in the age group 18-30 years (31 lakhs) are automatically included in the Village.

It has been stated that the problem of under-utilisation of labour donation has been studied in the affected blocks/areas in Rajasthan and Madhya Pradesh by small teams of officers. Their main findings are:—

- “(ii) Proper work programmes have not been drawn up (Madhya Pradesh);
- (iii) The resources were utilised in private fields (Madhya Pradesh);
- (iv) There were no incentives for Dalpatis and Up-dalpatis (Rajasthan);
- (v) Enthusiasm generated in the wake of Chinese aggression has gradually begun to fade away (Rajasthan).”

The Committee are unhappy to note that Government launched an ambitious scheme of village Volunteer Force and Defence Labour Bank without ensuring the necessary motivating force to sustain it after the emergency recedes to the background. The Committee are inclined to agree with the observation of the National Institute of Community Development in their Study on Village Volunteer Force and Defence Labour Bank that special efforts have to be made to fight apathy and inertia on the part of the village people and that there is need for constant watch against the danger of ritualisation of the Scheme.

The Committee further note that the State Ministers of Community Development and Panchayati Raj have not been able to accept the recommendation of the Committee on Co-ordination of Village Volunteer Force and Defence Labour Bank Programme (1963) of giving matching grant by way of financial assistance to Panchayats, where at least 25 per cent of the able-bodied adults of the village become members of the Village Volunteer force by donating a minimum of twelve days free labour per annum. Thus the Committee feel that the scheme has little prospect of being implemented as without any financial incentive, the scheme is likely to degenerate into something like a system of 'begar'.

The Committee are also unhappy to note that only 21 per cent of the labour donated has been utilised. The Committee note with apprehension that the donated labour has in some cases gone to the benefit of affluent villagers and not for the creation of community assets.

Hence, from the point of its performance so long and from the point of view of the lack of enthusiasm of the State Governments, the Committee feel that the Government should make a thorough review of the scheme to decide whether to continue the scheme and, if so, to make it more realistic and effective.

### *Selection of Dalpatis*

105. The Scheme contemplates a Dalpati (chief) to be incharge of entire Village Volunteer Force of each village. The mode of selection of Dalpatis differs from State to State. In some States he is elected by the Sarpanch; in some others he is nominated by the Officers either on their own or on the advice of or in consultation with the Panchayats. The following table shows the mode of selections of Dalpatis in different States as revealed by the sample study conducted by the National Institute of Community Development in 1963.

(Percentage of Dalpatis)

State	Elected by the Panchayat	Nominated by the Sarpanch	Appointed by officers.	Appointed by Officers in consulta- tion with the Panchayats
Andhra Pradesh . . . .	37.5	62.5	0.0	0.0
Assam . . . . .	100.0	0.0	0.0	0.0
Bihar . . . . .	50.0	0.0	0.0	50.0
Gujarat . . . . .	50.0	16.7	33.3	0.0
Himachal Pradesh. . . .	100.0	0.0	0.0	0.0
Kerala . . . . .	0.0	0.0	100.0	0.0
Madhya Pradesh. . . . .	66.7	25.0	0.0	0.0
Maharashtra . . . . .	50.0	50.0	0.0	0.0
Mysore . . . . .	87.5	12.5	0.0	0.0
Orissa . . . . .	37.5	62.5	0.0	0.0
Rajasthan . . . . .	55.6	44.4	0.0	0.0
Uttar Pradesh. . . . .	7.1	0.0	14.3	78.6
West Bengal . . . . .	57.1	28.6	14.3	0.0

<sup>1</sup>Madras and the Punjab have been excluded from the Table as in those States, the Sarpanch himself generally acts as the Chief of the Force.



The above study has further revealed that the "persons belonging to the 'medium' economic level were found to be the largest group, those of 'high' category being a close second. The only State where a majority of the Dalpatis belong to the 'low' economic group was Gujarat".

The Committee have been informed during evidence that under the scheme the Panchayat Samiti was to constitute Village Volunteer Force in terms of the able-bodied people who were ready to enrol themselves as volunteers. The volunteers and the local people had to elect their own leaders.

**The Committee feel that the Dalpatis should be elected by the volunteers themselves as was contemplated in the original scheme. This will instil some confidence in the volunteers besides leaving little scope for exploitation of labour of the volunteers in the name of the Village Volunteer Force.**

## CHAPTER IX

### TRAINING IN COMMUNITY DEVELOPMENT

#### A. Objectives and Pattern of Training

106. It has been stated that the Community Development movement brought in its wake new functionaries and new methods of working with people. This meant devising training programmes which included within their purview not only officials, at different levels, but also non-officials, especially those occupying important positions in public life. With the introduction of Panchayati Raj and the devolution of considerable powers to the elected bodies, training of non-officials gained increased importance. The training programme covers functionaries not only at the ground level but at the higher levels also.

107. Broadly, there are two types of training which are imparted at the centres run by the Ministry viz. (i) job training, and (ii) orientation training. As its name signifies, the main objective of job training is to train specific types of workers for the nature of functions which they will be called upon to shoulder when they are in the field. Orientation, on the other hand, aims mainly at bringing about an informed understanding by the workers of the objectives, ideals and philosophy of the programme. It has been stated that community development, being a multi-faceted programme, involves a variety of personnel. The training centres run by the Ministry provide job training only for three types of block level Official functionaries, viz. Block Development Officers, Social Education Organisers and Mukhya Sevikas. Besides, training of trainers, secretaries of Nyaya Panchayats and part time secretaries of Gram Panchayats is undertaken in these centres.

108. There are other institutions, maintained by or with the assistance of other Central Ministries, or autonomous bodies (like the Khadi & Village Industries Commission), which offer facilities for the job training of the remaining categories of officials. In terms of orientation, however, the training programme of the Ministry of Community Development and Cooperation comprehends all categories of officials and non-officials.

**109. A list of Orientation and Study Centres, Tribal Orientation and Study Centres and the Social Education Organisers' Training Centres run by the Ministry is given in Appendix X.**

A statement showing particulars of Training Centres and the duration of training is given in Appendix XI.

**B. Allotment of and the actual utilisation of seats for training in Training Centres**

**110. The intake capacity at Orientation and Study Centres Tribal Orientation and Study Centres is generally about 80. At the Social Education Organisers' Training Centres it is 40, with the exception of Belurmath and Allahabad where it is 50. It has been stated in many of these centres, different types of courses are run simultaneously and the capacity of the Centres gets distributed over more than one course in such cases.**

Statements showing the number of seats allotted to the States in Orientation and Study Courses during 1964-65 are at Appendices XII and XIII. The number of persons actually trained in (a) Orientation Courses and (b) Study Courses during 1964-65 are at Appendices XIV and XV.

The Committee have been informed that the question of shortfall in the deputation of trainees by the State Governments has been one of the varied training problems which have been discussed at several Annual Conferences on Community Development. This was gone into also in great depth by the Regional Workshops held in 1964.

Detailed below are the more important causes for inadequate utilisation of available training capacity as analysed by the Workshops:

- (i) Sometimes even the most important training schemes are taken in a routine manner.
- (ii) The fact that training can make a substantial difference in the efficiency and effectiveness of development functionaries is not as fully appreciated as it should be.
- (iii) Officers in charge of training at State-headquarters are frequently entrusted with other heavy responsibilities; they are not able to give to the training programme the attention it deserves. There is sometimes no coordination

amongst the officers responsible for deputing different categories of personnel for training. The problem is accentuated when orders deputing persons for training are issued at several levels—State Divisional and District.

- (iv) The Officers responsible for deputing functionaries for training do not always have up to date records giving course-wise details of those trained and those still due for training.
- (v) Sometimes orders for deputation do not specify substitute arrangements as also the posting of officers on return from the training, with the result that the officers deputed are reluctant to proceed and the superior officers reluctant to release them for training.
- (vi) Functionaries selected for training sometimes do not receive notice for training well in time. They try to back out for obvious reasons.
- (vii) Most of the State Governments do not have a training reserve and therefore find it difficult to spare their officers.
- (viii) The calendar of courses sometimes overlaps the busy agricultural seasons, when the State Governments would not like to send officers and office-bearers, and they would not like to leave, for training.
- (ix) Long duration courses create special problems for non-official participants.
- (x) When medium of instruction is English many non-officials get debarred from participating in the course.
- (xi) Many non-officials elected to responsible office feel that they already have the necessary knowledge and equipment for discharging their functions and consider training superfluous.

The whole question of under utilisation of training capacity was gone into again at the Annual Conference on Community Development held in July, 1965. The Conference made the following recommendations:—

- (i) In States where this has not already been done, an officer of Class I status should be provided to function as Director or Joint Director in charge of training programmes; he should work under the Agricultural Commissioner/Deve-

lopment Commissioner. He should be provided adequate supporting staff.

- (ii) The State Government may prescribe suitable data to be maintained by the officers concerned, which give ready information about all categories of functionaries, the training courses and those to be deputed in courses to be conducted in the near future.
- (iii) Whenever is the authority to issue the deputation order for training, should, in that order, sanction T.A. and other necessary advances and also specify the substitute arrangements, wherever the training is for a long period. If proper record is maintained to show who have been trained and who have to be sent for training, there should not be any difficulty in issuing the order referred to above in time. Secondly, this will eliminate the possibility of the same person being sent for training at too frequent intervals. These steps would ensure advance thinking and preparation for the training programmes by the State Governments.
- (iv) The Government of India have agreed to bear 50 per cent of the expenditure on the training reserve for Block Development Officers and A.E.Cs. But the Central assistance has not been fully utilised by most of the States. It is suggested that immediate provision be made for providing training reserves for all categories, to the extent of 5 per cent of the strength of the cadre, provided that in the case of Extension Officers and Block Development Officers, the training reserve should not be less than one Officer per district of each category.
- (v) The training courses should be so scheduled as to avoid the principal agricultural season.
- (vi) Direct recruits, who may be appointed as Block Development Officers, should be given all the preliminary training required in development work during their probation period (before they are allowed to assume charge as a Block Development Officer). There should be a comprehensive paper covering all the development activities in their departmental examination. It is felt that the departmental examination rules for Block Development Officers, require to be modified in some States to reflect adequately the emphasis on welfare administration.

- (vii) Officers promoted or transferred, or deputed from various services to be appointed as Block Development Officers, should be given orientation and job training at the earliest opportunity and, in no case later than one year from the date of their joining as Block Development Officers.

Most of the recommendations of the Regional Workshops as well as of the Annual Conference have been pursued by the Central Government with the State Governments, and the following progress has been recorded:—

- (i) At the Orientation and Study Centres, the pattern of courses has been revised from April, 1965. General courses of shorter duration conducted in the local language, have been introduced, partly with a view to meeting the difficulties felt specially by non-officials in attending training courses of extended duration.
- (ii) According to the latest available information, ten States had designated officers to be in charge of training at the State level.
- (iii) Some States, as for instance Gujarat have evolved systematic arrangements to maintain data about persons already trained and requiring to be trained.
- (iv) Similarly, quite a number of States have prescribed standard forms for deputation of officials, which also provide for consequential arrangements, sanction of advance of T.A., etc.
- (v) Examinations for Block Development Officers are in vogue in States like Uttar Pradesh and Bihar and Madras.
- (vi) With the introduction of the revised pattern of courses in Orientation and Study Centres, flexibility has been allowed to the local Managing Boards to stagger the allotment of seats, if necessary, in such a way that those whose presence on the field is essential during the busy agricultural seasons, are called for training during other parts of the year.
- (vii) The allotment of seats to the States is being generally made up to 50 per cent in excess of actual capacity, to balance last minute cancellations.

The Committee have further been informed that concerted efforts have been made to bridge the gap between allotment of seats and

actual utilisation. Since Pakistani aggression, however, a new factor has been added. Also, on ground of economy, in the present context the scheme of training reserve, which had started gathering momentum, has been deferred. It has been stated that it is difficult to assess precisely the impact of these recent developments on the utilisation by the State Governments of the seats earmarked for them in the training centres.

The Committee have been informed that the Government of India have agreed to bear 50 per cent of the expenditure on the Training Reserve for Block Development Officers and A.E.Os., but the Central assistance has not been fully utilised by most of the States.

The Committee are distressed to note that there has been a wide gap between the number of the seats allotted and actually utilised in various Training Courses during the last three years. As non-utilisation of the training capacity constitutes a national loss, the Committee would recommend that the suggestions made by the Regional Workshops as well as the Annual Conference on Community Development should be actively pursued with the State Governments and necessary steps taken to bridge the gap between the intake capacity and the actual admissions. In this connection, the Committee would suggest that Government may examine whether it would not be desirable to have a uniform scale of stipends in all the States. The Committee also recommend that the Government may critically review the training schemes so as to make them more useful to the trainees in the discharge of their duties.

### C. Syllabii of Courses of Training

111. The Ministry have informed the Committee that changes in the syllabii of the different courses have been made, whenever necessary, to meet major modifications of the main programme. Sometimes substantial changes have been made, new types of courses replacing the old ones. Thus, at the Orientation and Study Centres/Tribal Orientation and Study Centre, Orientation and Study courses were replaced in 1965 by General courses, to provide for accelerated coverage of untrained personnel and for a systematic cycle of refresher training at five yearly intervals. The job courses of Block Development Officers, Tribal Orientation courses, job courses of Social Education Organisers and job courses of Mukhya Sevikas, have undergone three major revisions of syllabii since 1958. During the same period, the syllabus of Gram Sahayaks Camps has been modified twice, while that of the Instructors course at National Institute of Community Development was changed once.

Several of the training courses are of comparatively recent introduction. The Sub-Divisional Officers course at National Institute of Community Development and the one month training course of associate women workers started in 1963. The condensed course for promoted Mukhya Sevikas was introduced only in 1965. These courses have not so far undergone any change. The remaining training courses were all introduced in 1961 and no change in the syllabus has been made since then.

The Orientation courses for key personnel at National Institute of Community Development follow a different pattern. They are not designed as rigidly structured courses. Relying as they do primarily on the syndicate technique, they are centred around problems of current priority.

The Ministry have stated that in the case of Job Courses for Block Development Officers, Social Education Organisers and Mukhya Sevikas, where functionaries are being trained for a specific job, the emphasis is on providing the minimum amount of knowledge and training in skills, which are required for a proper performance of the duties prescribed for them. The training follows in such cases, a detailed syllabus laid down in advance. On the other hand, training courses whose main purpose is one of orientation, follow a less structured pattern; the design of the course in these cases leaves a degree of flexibility to enable the training to remain attuned to changing priorities. Thus, specially since the Emergency, the emphasis on agricultural production has been highlighted in all the courses. In terms of training methods also, all courses do not follow an identical pattern. In the Orientation Courses for key personnel at the National Institute of Community Development, for instance, the syndicate technique is a prominent feature of the training courses; on the other hand, lectures are an essential ingredient in, for example, the job training of Social Education Organisers. A special feature of the curriculum of the Social Education Organisers' Job Course is the provision of elective subjects; this is found necessary, as the emphasis in the functions of the Social Education Organiser varies from State to State.

The Committee would stress the need for periodical revision of the syllabi for the different courses to suit changing circumstances. They would suggest that, as far as possible, there should be a uniform pattern of courses for the training of Social Education Organisers inasmuch as the functions of this class of functionary are not expected to differ from State to State. The Committee feel that syllabus



of any training course should be so framed as to suit the persons and purposes.

### *Emphasis on Agricultural Production*

112. In the Report of the Regional Workshops to review the training programmes of Orientation and Study Centres, Tribal Orientation Centres, Social Education Organisers' Training Centres and Mukhya Sevika Training Centres, it has been stated that "the overriding importance of agricultural production in the programmes of Community Development also calls for reappraisal of the content of courses."

During evidence the representative of the Ministry has stated that "this has been incorporated in the revised syllabus of the course. This was one of the dozen considerations in which the change was envisaged. The Syllabus Committee went into this thing in considerable detail."

While appreciating the need for giving due weightage to agriculture in the training programmes of the various Training Centres in the context of the pressing need for augmenting agricultural production, the Committee cannot over emphasise the imperative necessity of developing the community sense which is the basic objective of the Community Development Programme. The Committee hope that the Syllabus Committee will keep this in view and make suitable modifications in the courses of study.

### **D. Duration of Training Courses**

113. It has been stated by the Ministry that the duration of the training courses has been fixed with reference to a number of factors, such as the content of training, backlog of untrained persons and the period for which participants can be trained without dislocation of work in the blocks. The duration of the Tribal Orientation Course was brought down from four to three months, simultaneously with the extension of the coverage of training in the Tribal Orientation and Study Centres to all categories of Extension Officers working in Tribal Development Blocks. General Courses of two weeks' duration have been started in 1965 in place of the former three weeks' orientation Courses, at the Orientation and Study Centres, in order to accelerate the coverage of untrained persons and to provide a systematic cycle of training at five yearly intervals. On the other hand, the duration of the Instructors' courses at the National Institute of Community Development was increased in 1963 from 3 to 4½ months, to make the training more broad-based, by including basic courses in the relevant social science disciplines.

The Committee note that the duration of training for certain Orientation Courses has been curtailed keeping in view the backlog of persons still to be trained. The Committee hope that consequent on the curtailment of the training period there will not be any scaling down of the standard and content of training. The Committee also hope that a comprehensive review of the training programme will be made at an early date and pending such a review, it will be ensured that the courses are made intensive so as to cover all the items within the condensed period.

### **E. Training of Rural Artisans**

114. The Committee have been informed during evidence that "there are 1258 Training-cum-Production Centres spread throughout the country. In addition or rather in gradual replacement of these, cluster-type Training Centres have been organised in about 200 places. These Centres give training in various crafts such as carpentry, blacksmithy etc. and thus enable the local boys to become self-employed." The number of seats available in all these Centres is 50,000, out of which almost 90 per cent are utilised. Apart from that there are peripatetic teams organised by these cluster-type Training Centres which go into the villages and spend about one to two weeks, depending upon their requirements but they are not equipped so well as the mobile vans of the Small Scale Industries Organisation.

The Committee have been informed that no evaluation of the achievement of the Training-cum-Production Centres has been made so far. In reply to the question whether any survey has been carried out in Block areas to assess requirements of the skills of the trained artisans in the light of industrial development programmes, the Committee have been informed during evidence that no survey has been made particularly in the light of the requirements of industry as such. The representative of the Ministry of Industry has also stated as follows:

"Nobody can say that the existing arrangement is fully adequate.

But at the same time the area of industry is something in which one has to go a little cautiously because it has to be co-ordinated with the general industrial development of the country and the extent to which industries are taken to the rural areas. The two things go together and we are now making an attempt to gradually spread the industrialisation to the outlying areas."

The Committee feel that the whole scheme of training of rural artisans somewhat unrealistic inasmuch as no survey has been con-

ducted to assess the requirements of the skills of the trained artisans for industrial development programmes. The scheme has also not been evaluated. The Committee suggest that early steps should be taken to do the needful. The Committee consider that this is essential even for the continuation of the scheme—not to speak of its further expansion.

#### **F. Training of Extension Officers (Industries)**

115. Two Integrated Industries Training Centres have been established by the Ministry of Commerce at Rajendranagar (Andhra Pradesh) and Nilokheri (Punjab), where the Extension Officers receive integrated training for one year in the traditional as well as modern industries, in a single course. The Centre at Rajendranagar commenced working in December 1964 while the Nilokheri Centre started from April 1965. The staff complement includes specialists in not only the types of industries which come within the purview of the Khadi and Village Industries Commission, but also in the management of mechanised small-scale industries.

The Integrated Centres are currently running the first course of the new pattern. The Extension Officers already in position were trained in the old pattern, according to which four months of the training period were spent at a Small Scale Industries Service Institute and eight months at a Khadi Gramodyog Vidyalaya, viz. Nilokheri, Wardha, Nasik, Hyderabad, Bangalore, Kallupatti or Poona.

The Committee have been informed that the number of Extension Officers (Industries), who would have received training by 31st March, 1965, is 3,478. The number of persons expected to be trained by the end of the Third Plan is 3,601 against the Third Plan requirement of 5,400.

During evidence the representative of the Ministry has stated that the intake capacity of the two Integrated Industries Training Centres is 50 and 100. He has further stated that these two centres will meet the present requirements. If more capacity is needed more such centres will be started.

The Committee suggest that the feasibility of imparting training in the Integrated Industries Training Centres to such of the Extension Officers as were trained in the old pattern may be examined. The Committee note that the number of 360 Extension Officers (Industries) to be trained by the end of the Third Plan period falls short of the target of 5,400. The Committee suggest that efforts

should be made for intensive utilisation of the existing capacities. If necessary, the intake capacity of the existing centres may also be augmented.

### G. Training of Youth and Associate Women Workers

116. The need to train young workers and leaders to stimulate and guide the youth organisations has been acknowledged on all sides. A detailed scheme for their training was drawn up at a Central Camp held at Tara Devi in 1961, which was attended by State Directors of Youth Welfare selected number of Principals of training institutions and representatives of voluntary organisations. It is the pattern of training evolved at this camp which is now under implementation in different States.

The scheme of youth leaders' training envisages training camps of 12 days' duration in batches not exceeding 40. These camps are to be organized at Gramsevak Training Centres and Social Education Organisers' Training Centres for boys and Gram Sevikas Training Centres and Mukhya Sevikas Training Centres for girls. While this is the general position the actual programme of course varies from year to year according to the requirements of the State Governments.

It has been stated that the expenditure on the scheme of training associate women workers is borne fully by the Central Government. A payment of Rs. 1.50 *per diem* per trainee is made for messing charges. An *ad hoc* payment of Rs. 10/- per trainee is paid towards travelling allowance. Each training centre, which organises the training for associate women workers, gets a contingent grant of Rs. 400/- per year, apart from assistance towards strengthening the staff. An initial capital expenditure of Rs. 10,000/- (it was Rs. 4,000 initially) for dormitory, bath rooms, etc., and Rs. 800/- for durries and other equipment is also allowed for each centre.

It has further been stated that there has been some shortfall in the programme of training of associate women workers. This has been due partly to the difficulty experienced by State Governments of meeting the messing charges within the ceiling of Rs. 1.50 per person per day. A view has also been expressed that it is difficult to secure workers for training for as long a period as a whole month. These issues are currently under examination. In the meanwhile, the National Institute of Community Development has

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\* At the time of factual verification the Ministry has stated that the rate has since been enhanced to Rs. 2.00.

been asked to carry out an evaluation of the training of women workers and their report is awaited. The general concept of intensifying programmes for the benefit of women and children by utilising local women workers has been accepted and tentative proposals envisage a further increase in the number of such workers during the Fourth Plan period.

It is stated that the declaration of national emergency in 1962 had an adverse impact on the training programme; in particular, the training of associate women workers could start only from 1963. Initially, it had been envisaged that the target should be to train 20,000 youth workers and 25,000 associate women workers by the end of the Third Plan period. It is estimated that while the target would nearly be fulfilled in respect of youth workers, there would be a considerable shortfall in regard to the associate women workers, of whom about 4,000 are likely to be trained by the end of the Third Plan period.

The Committee have been informed that in assessing the training requirements for youth workers and associate women workers during the Fourth Plan, one trained worker per institution has been taken as the minimum to be trained. As per recommendation of the Annual Conference on Community Development held in 1965 the effort should ultimately be to cover all villages with a population of over 500 with Yuvak and Mahila Mandals. It has been estimated that the minimum requirement of youth and women workers during the Fourth Plan would be 200,000 and 100,000, respectively. As per proposals formulated, it is aimed to provide training facilities for this number of workers.

The Committee are unhappy at the considerable shortfall in regard to the training of associate women workers and are not convinced with the argument that national emergency had an adverse effect on the programme. The Committee feel that the emergency should have provided an impetus for the acceleration of the programme. In fact the need to train youth workers and leaders for guiding and stimulating the youth organisations was never so great as during the days immediately following the declaration of emergency. The Committee recommend that a proper evaluation of the training imparted to youth and associate women workers should be made without delay by Programme Evaluation Organisation.

It may also be examined whether this training can be given by peripatetic groups of trainers so as to obviate the necessity of keeping the trainees away from their families for a long period and also to avoid the expenditure which the State Governments have to bear on account of their messing charges. They further feel that the scheme should be reviewed in the light of the suggestions to be made by the Programme Evaluation Organisation.

## H. Training of Non-Officials

117. The Committee have been informed that it has been a deliberate policy to bring officials and non-officials together in common training courses. While job training has necessarily to be confined to the particular class of officials requiring to be trained, orientation training provides opportunities to develop a better understanding by officials and non-officials of each other's roles and functions. Thus, a characteristic feature of Orientation courses conducted by National Institute of Community Development and the General courses (formerly Orientation courses) conducted by Orientation and Study Centres, is that non-officials form a significant part of the composition of each course.

The Committee have further been informed during evidence that participants in the training courses at the National Institute of Community Development and the Orientation and Study Centres come from different States and by intermingling their mental horizon is widened. The courses are intended to provide training opportunities to the office-bearers and also members of Panchayats.

The Committee are not able to appreciate the utility of the training imparted to non-officials as it is doubtful if they engage themselves in Community Development work after training. The Committee suggest that an independent appraisal about the utility of the training imparted to all categories of non-officials, including Members of Legislatures, may be made.

## I. Higher Training of Village Level Workers

118. The Ford Foundation gave a grant of Rs. 14.89 lakhs in the year 1959 for awarding 300 scholarships at the rate of 100 per year to meritorious village level workers for higher education. The period of the grant, originally made available upto 30th September, 1963, was later extended upto 30th September, 1966. Only those Village Level Workers who have already undergone two years' Integrated Training at Gram Sevak Training Centres and have a minimum of 5 years' experience in the field, are eligible for the award of scholarship under this scheme; in addition, they must have

proved their competence on the field and showed signs of further promise.

It has been stated by the Ministry that this programme is being conducted through nine Rural Institutes, Uttar Pradesh Agricultural University and Nagpur University. In view of the encouraging response to the scheme, the number of the Village Level Workers admitted to courses of higher education in 1964-65 was stepped up to 205 from the previous annual average of about 100. As the Ford Foundation grant is available only upto 30th September, 1966, about 70 scholarships have been allotted during 1965-66, keeping in view the balance of the grant available.

It has been stated that the qualifications for admission of Village Level Workers in the Agricultural Colleges and Rural Institutes are not uniform. Depending upon the total number of seats available for the higher training of Village Level Workers as well as of requirements indicated by the State Governments in terms of the availability of eligible candidates, seats are allocated to different State Governments.

The representative of the Ministry has stated during evidence that there is no separate scheme for education in rural industries. The attempt is to give more emphasis on agriculture.

The Committee understand that there are over 50,000 Village Level Workers and Government propose to train only 5,000 of them in Agricultural Colleges in the Fourth Five Year Plan period.

In view of the fact that the Village Level Worker has to organise agricultural extension and supplies and help the village panchayats and cooperatives to draw up and implement the agricultural production plans, the Committee feel that there is a vital need for intensifying his training. The Committee suggest that, in the context of the present need for increasing agricultural production, it may be examined whether the existing arrangements for giving higher training to the Village Level Workers are adequate.

#### **J. Training of Gram Sahayaks (village leaders and progressive farmers)**

With the launching of the Community Development programme in 1952, training of village leaders became an integral part of the programme. It was recognised that village leaders and progressive farmers constituted focal points through which new ideas and prac-

tices get disseminated in the village community. In 1957, the Annual Conference on Community Development laid down that for purposes of imparting the training in the village camps, the various subjects of the Community Development programme may be conveniently grouped into—

- (a) Agriculture group comprising agriculture, animal husbandry and minor irrigation;
- (b) Industries group comprising village industries and rural housing;
- (c) Education group comprising education, social education, public health and sanitation;
- (d) Village institutions group comprising panchayats, cooperation and village communications; and
- (e) Women's programme.

It was also laid down that the camps were to be held in each Block at a suitable place located within a village level worker's circle. The position was further reviewed at the Annual Conference in 1959, and Cooperation and the role of Panchayats were added as additional topics. Two years later, the subject of training of Gram Sahayaks was once again on the agenda of the Annual Conference and it was decided that the duration of the camps be revised to five days.

The Gram Sahayaks' training camps are organised by the Block staff at convenient villages within the Block and are attended by participants from the neighbouring villages. The expenditure on the camps is met from the block budget, supplemented by local contribution.

The scheme of training of Gram Sahayaks was last evaluated by the Programme Evaluation Organisation in 1960-61. The Evaluation disclosed that as high as 90% of the Gram Sahayaks reported the adoption of one or more practices as a result of the training they received in the camp. About 71% of them claimed to have talked of the programme to others and 63% claimed that other farmers had adopted practices as a result of their persuasion. In brief, the training programme had succeeded, in a large measure, as an instrument of agricultural extension, even though its impact on institutionalisation of leadership was not as much as desired. Also, the evaluation showed certain weak points in regard to the selection of leader-trainees, arrangements for and content of training etc.



It was in the light of the observations made in the Evaluation Report and the further discussions at the Annual Conference on Community Development in 1963 that major changes were introduced in the duration and content of the training.

The Committee are glad to note the arrangements made for the training of Gram Sahayaks (village leaders and progressive farmers). They feel that as this scheme aims at developing village leadership on right lines and at giving practical training to actual farmers in the techniques of improved farming, it should be strengthened and extended. The Committee hope that the weak points noticed as a result of the evaluation of the scheme conducted by the Programme Evaluation Organisation will be rectified so that the scheme is able to make an impact as an instrument for developing leadership in the villages.

#### K. Training of Selected Farmers (Agriculture)

Since 1962, the Directorate of Extension (Department of Agriculture) have also instituted a scheme of specialised training of selected farmers, agriculture constituting the main core of the syllabus. The scheme is intended to enable progressive farmers to acquire knowledge regarding modern developments in agriculture, to develop in rural leadership in the agricultural sector thereby strengthening the process of extension and to reduce the gap between research and the field. The training camps are organised at selected Gram Sevak Training Centres, Agricultural Colleges and Schools and Government farms. Each camp is of 10—15 days' duration. Both the duration and the content of training are kept flexible to suit the requirements of each batch of trainees. To carry out this training programme, Farmers' Training Wings are established at the selected centres, which are expected to organise ten courses per year. The expenditure is shared by the Central and the State Governments, the former meeting 75 per cent. of the non-recurring and 25 per cent. of the recurring cost.

An attempt has been made since then to link this with the Gram Sahayaks' training programmes, through both of which progressive farmers can benefit. The Gram Sahayak camps are to be used to pick out those who display interest and enthusiasm for further training at the 15-day courses. It is expected thereby not only to secure better coordination, but a larger benefit from the different training programmes.

While appreciating the benefits of the scheme, the Committee think that the question of intergrating this with the Gram Sahayaks' Training Scheme may be examined at an early date, as both the schemes have more or less the same objectives.

#### **L. Location of Training Centres**

119. Regarding criterion for location of Orientation and Study Centres the representative of the Ministry has stated during evidence that the attempt is to provide one Centre in each State, depending upon other considerations, proximity to the existing institutions, universities and so on. He has added that so far as Social Education Organisers Training Centres are concerned, the main consideration is the availability of suitable voluntary organisations as these are not run directly by the Ministry but by competent voluntary organisations to whom the Ministry gives grants-in-aid.

The High Level Team on Training has suggested that any new centre to be opened should, as far as possible, be located in the campus of existing centres and where no such centre exists in the campus of universities. The representative of the Ministry has stated during evidence that this is borne in mind, but these are difficulties due to non-availability of land.

The Committee commend for early implementation the High Level Team's recommendation as it is based on the consideration of inter-institutional facilities, library service, staff requirements etc. with which no training centre is completely equipped.

120. It had been suggested by the High Level Team on Training that "all training centres in a campus should be serviced by one common Principal with a Vice-Principal for each centre both in the interests of effective co-ordination among training centres and development among trainees of correct attitudes in terms of team work required in the field."

It has been stated by the representative of the Ministry during evidence that "some of the centres in the compus are maintained by the State Governments, some by Voluntary Organisations and some by one Ministry and some by another Ministry. We try to maintain all of them in the Same Campus."

The Committee consider that given the co-operation of the State Governments and other organisations, it should be possible for the

**Government to give a practical shape to the recommendation made by the High Level Team on Training.**

### **M. Integration of Training Institutions**

121. The representative of the Ministry has stated during evidence that they have integrated some of the training institutions. The two separate wings of the tribal orientation and study centres function together as one common institution. He has added that there used to be two sets of training institutions running from different campuses, one of them offering shorter duration training for small scale industries and another for longer duration training for Khadi and village industries. The Ministry have examined the position and found that these two types of training could be combined and integrated into one common plan with advantage. That has been done and the two have been combined.

Asked whether it would not be desirable to have four or five regional institutions rather than have a chain of institutions scattered over different parts of the country with concomitant difficulties of supervision and guidance from the Central Institutes, the representative of the Ministry has stated that "really each training centre, whether for social education or for orientation and study or tribal orientation, is a regional institution in the sense that it trains the trainees and participants from a number of States."

### **N. Review of Work**

122. Various devices have been adopted to ensure effective coordination, supervision and review of the training programme at different levels, viz. level of individual training centres, the State level and national level. These are briefly described in the succeeding paragraphs.

#### ***Arrangements at the level of Training Centres.***

123. For each of the Orientation and Study Centres, Managing Boards have been established, headed by the Development Commissioner of the State in which the centre is located. Members of the Managing Boards include representatives of each of the participating States, two non-officials, and the Principal of the Centre as Member-Secretary. The Managing Boards are expected to discuss not only day to day problems of a routine nature but also challenging issues which bring out the intimate relationship between training and field programmes.

Similarly, Advisory Committees have been set up for the Social Education Organisers' Training Centres. These Committees, which are constituted by the voluntary organisations running the centres, include representatives of the participating State Governments.

#### *Arrangements at National Level*

124. A procedure has been evolved of making an annual assessment of the working of the Social Education Organisers' Training Centres and Orientation and Study Centres. Each Centre first makes a self-assessment on the basis of a prescribed proforma and places it before the Managing Board for their comments, if any. The reports from the Training Centres are analysed by the Instruction Wing of the National Institute of Community Development, which prepares a comprehensive review, based also on the impressions gathered at the time of the visits to the individual centres. In turn, the report of the National Institute of Community Development is examined by the Ministry, together with the observations made by the Ministry's Officers during their visits to the Centres. A Committee headed by the Additional Secretary in the Ministry grades the performance of each Centre and also of the members of the Orientation and Study Centres staff.

Conferences of Principals/Directors of Orientation and Study Centres and Social Education Organisers Training Centres have been conducted regularly during the last several years. The State Directors of Training have also met in Conference. At these conferences, the current problems of training centres, whether of an administrative or academic nature, are examined; the decisions are followed up by the Ministry. Apart from these conferences, which are a regular feature, the Ministry organises workshops, on an *ad hoc* basis, in which either a specific training problem or a whole range of problems is discussed.

Whenever it is felt necessary to have an independent assessment of the work of a training centre or category of training centres with a view to improving the training imparted there, the Ministry sets up Evaluation Committees, in which eminent non-officials and selected senior officers are included as members.

The Annual Conferences on Community Development and the Conferences of the State Ministers of Community Development and Panchayati Raj, provide opportunities for a high level review of, *inter alia*, training problems. Indeed several vital decisions affecting the training programmes have been taken at these conferences. The recommendations of these conferences are followed up by the Ministry.

At the national level, a high level body has been constituted, viz., the National Council of Study and Research in Community Development and Panchayati Raj. The Union Minister incharge of Community Development and Cooperation is the Chairman and the Deputy Minister incharge of Community Development, the Vice-Chairman. The Membership includes selected M.Ps., and M.L.As., eminent non-officials, representatives of concerned Ministers, and a few Development Commissioners. The National Council provides supervision and review of the training programme in its total perspective. The Council has a standing Committee and three functional committees, one connected with the National Institute of Community Development, another with the Panchayati Raj Training Centres and the third with the training of youth and women workers. For guiding the research activities, a research sub-committee has been constituted.

The Committee have been informed during evidence that twelve States have set up State level Co-ordination Committees on Training. The work of these Committees is reviewed at annual conference. The Ministry however, do not receive the minutes regularly. Only when issues arise, which require decision by the Ministry, they are communicated to the Ministry.

While the Committee appreciate the steps taken by the Ministry for review of work done at the various training centres, they feel that it would be desirable to have an independent critical evaluation of the training schemes which are in operation. They suggest that a full and thorough evaluation may be made by a team of eminent educationists and social workers so that the training schemes may be reorganised to make them more helpful to the objectives of the Community Development Programme. The Committee also suggest that the question of location or opening of new training institutions and also the continuance of the existing training centres may also be examined by the team suggested above.

## **CHAPTER X**

### **RESEARCH IN COMMUNITY DEVELOPMENT**

#### **A. National Institute of Community Development**

##### ***Origin***

125. The Central Institute of Study and Research in Community Development was established at Mussorie in June, 1958 as the apex training Institute with the twin aims of offering high level orientation courses to key personnel engaged in community development programmes in the country and of organising a programme of broad based research on themes having a direct or indirect bearing on the programme of planned change in rural India. Separately a Training Institute was set up at Rajpur, Dehra Dun in 1959 to train the Instructors of the various training centres run by or with the assistance of the erstwhile Ministry of Community Development and Co-operation and other Ministries. In 1962, the two institutions were merged to form the National Institute of Community Development. The Institute was shifted to Rajendra Nagar, about 10 miles from Hyderabad city, in 1964. The Instruction Wing was shifted to Rajendra Nagar with effect from October, 1965.

The Committee have been informed that with effect from 1st November, 1965, the National Institute of Community Development has been converted into an autonomous body with its own constitution.

##### ***Functions***

126. The main functions of the National Institute of Community Development are to organise Orientation Courses for key personnel engaged in community development, to operate an efficient clearing House of Information, to promote a programme of study and research focussed on planned change through community development, to provide guidance to the Training Centres, to train instructors in training methods, to run special courses for District Panchayat Officers, and to hold seminars, workshops, symposia, etc. on themes having a bearing on different aspects of planned change.

##### ***Budget***

The break-up of the annual Budget an actual expenditure incurred in respect of National Institute of Community Development,

including Instruction Wing, during the last three years are as follows:

Sub-head	1962-63		1963-64		1964-65	
	Budget Estimates	Actuals	Budget Estimates]	Actuals	Budget Estimates]	Actuals
Pay of Officers	2,53,600	2,24,710	2,60,000	2,55,135	2,95,000	1,90,820
Pay of Establishment	1,56,100	1,29,873	1,35,000	1,28,468	1,39,000	1,22,664
Allowances & Honorary—						
T.A.	47,000	78,377	40,000	67,258	75,000	72,974
D.A.	12,100	19,658	18,000	19,265	19,400	34,824
Other Allowances	1,61,200	1,51,409	50,000	1,61,588	1,65,000	1,84,468
Other charges	2,60,000	2,03,787	1,40,000	2,55,065	2,175,000	3,01,488
TOTAL :	7,90,000	7,12,814	6,43,000	7,86,779	7,68,400	8,07,238

A statement showing the strength of gazetted staff in the two wings of the National Institute of Community Development as on 30th June, 1965 is given below:

National Institute of Community Development, Rajendranagar, Hyderabad.			National Institute of Community Development (Instruction Wing), Rajpur, Dehradun (since shifted to Hyderabad.)		
Sanctioned gazetted staff			Sanctioned gazetted staff.		
Sl. No.	Designation of the Post.	No. of Posts	Sl. No.	Designation of Posts	No. of Posts
1	2	3	4	5	6
1	Principal	1	1	Director of Instruction	1
2	Director of Research	1	2	Joint Director (Training)	1
3	Director of Study and Vice Principal	1	3	Joint Director, Community Organisation & Group work.	1

1	2	3	4	5	6
4	Director of Study and Research in Public Administration . . . .	1	4	Joint Director, Communication, Extension Methods and Techniques . . . .	1
5	Director of Study and Research in Sociology . . . .	1	5	Joint Director, Education Methods and Psychology . . . .	1
6	Director of Study and Research in Economics . . . .	1	6	Joint Director (Panchayati Raj) . . . .	1
7	Dy. Director of Study and Research . . . .	4	7	Deputy Director (Rural Economics) . . . .	1
8	Dy. Director (Panchayati Raj) . . . .	1	8	Deputy Director (Audio Visual Aids) . . . .	1
9	Editor-in-charge Clearing House . . . .	1	9	Assistant Registrar . . . .	1
10	Research Officers . . . .	5			
11	Assistant Registrar . . . .	1			

#### **B. Training Courses conducted by National Institute of Community Development**

127. The following types of courses are conducted at the National Institute of Community Development:

(a) *Orientation Courses for Key Personnel.*—These courses are conducted for senior officials and selected non-officials engaged in the Community Development and Panchayati Raj programme to give them a deeper understanding of the ideals and objectives underlying the programme, a wider awareness of its economic, social and administrative aspects and to develop in them a critical faculty and a sense of social responsibility. These courses, which last about four weeks, provide a forum for the cross-fertilisa-



tion of ideals among general administrators, technical officers and elected representatives, who have to work together as a team for the effective implementation of the programme. The participants in these courses are drawn from the following categories:—

- (i) Development Commissioners and Additional/Joint/Deputy/Assistant Development Commissioners;
- (ii) Secretaries and Deputy Secretaries to Government;
- (iii) Heads, Deputy Heads and Regional Officers of Technical (Development) Departments;
- (iv) Commissioners of Divisions, Collectors and Additional Collectors and Chief Executive Officers of Zila Parishads;
- (v) Senior District Planning or Development Officers, and Senior Sub-Divisional Officers;
- (vi) Selected Block Development Officers;
- (vii) Central Government Nominees, e.g. Secretariat Officers, Principals/Directors/Deputy Directors of Orientation and Study Centre, Social Education Organisers Training Centres, etc.
- (viii) M.Ps., M.L.As., and M.L.Cs.
- (ix) Chairman and Vice-Chairman of Zilla Parishads.
- (x) Selected Pradhans;
- (xi) Representatives of Universities;
- (xii) Nominees of Voluntary Organisations; and
- (xiii) Participants from other countries.

The Institute has so far conducted 43 orientation courses for key officials and non-officials which have been attended by 1422 participants including 45 participants from abroad.

(b) *Orientation Courses for Sub-Divisional Officers*—These courses, which last six weeks each, were started at the Instruction Wing of the Institute in 1963 in order to fill a long-felt gap in the training of personnel connected with Community Development and Panchayati Raj programme. They aim at teaching the Sub-Divisional Officers the objectives and philosophy of the programme and the extension techniques of working with rural people, as well as an

understanding of the role of S.D.Os. in the Panchayati Raj set-up. The intake capacity per course is 30.

(c) *Instructors Course*.—The main objective of these courses is to impart functional skills required of trainers, to the Instructors of Orientation and Study Centres, Social Education Organisers' Training Centres, Khadi Gramodyog Vidyalayas and Gram Sevak Training Centres. The courses are of four and half months' duration and in addition to training, both theoretical and practical, in teaching methods, the curriculum includes basic lectures in social sciences such as Sociology, Anthropology, Public Administration, Social Psychology and others, which have a bearing on the Community Development programme. The intake capacity per course of Instructors is 20 from various intermediate level training centres. The number of Instructors who have been trained during the last three years is 59.

(d) *Ad Hoc Courses*.—The National Institute of Community Development also organises occasionally *ad hoc* courses such as for instructors in audio-visual aids, chief organisers of Radio Rural Forums, artisans at the training centres, etc.

The Committee have been informed during evidence that one course in audio-visual aids has been conducted. Similarly, one course for artists at the training centres has been conducted. In the audio-visual aids course, 17 persons took part while in the artists course 35 persons took part. The trainees are drawn only from the training centres of Community Development and not from the States. The course for Chief Organisers of Radio Rural Forums was fixed for 1964 but had to be postponed and is to be conducted in 1966.

A statement giving the State-wise particulars of officials and non-officials trained in the Orientation Courses for key personnel and in the S.D.Os. Courses conducted by the National Institute of Com-

community Development is given below:—

Name of the State	NICD : Orientation Courses		S.D.Os./ D.P.Os. Course
	1963, 1964 & 1965— till 31-8-1965		1963, 1964 & 1965 upto 31-8-1965
	Officials	Non-officials	
Andhra Pradesh . . . . .	37	2	10
Assam . . . . .	28	7	13
Bihar . . . . .	20	3	3
Maharashtra . . . . .	29	25	16
Gujarat . . . . .	24	10	6
Jammu & Kashmir . . . . .	..	1	..
Madhya Pradesh . . . . .	15	..	19
Madras . . . . .	3	1	..
Orissa . . . . .	20	7	7
Punjab . . . . .	16	4	7
Mysore . . . . .	22	12	6
Rajasthan . . . . .	29	8	
Kerala . . . . .	14	4	6
Uttar Pradesh . . . . .	22	6	38
West Bengal . . . . .	9	3	10
Delhi . . . . .	..	..	..
Himachal Pradesh . . . . .	8	2	1
Manipur . . . . .	1	2	3
Tripura . . . . .	5	2	2
N.E.F.A. . . . .	2	..	..
A. & N. Islands . . . . .	2	..	..
Pondicherry . . . . .	2	..	..
Goa . . . . .	1	..	..
Nagaland . . . . .	1	..	..
	310	99	157

These figures do not include 44 nominees of Central Government, voluntary organisations and Universities.

### C. Research Activities

128. It has been stated that the functions of the research staff of the Institute can be divided broadly into the following three categories:

- (1) The first is to provide liaison with and general guidance to universities and other research institutions, which take

up studies financed by the NICD. This involves examining the research proposals, as and when they are submitted by universities and other organisations, with a view to determining whether the area of research lies within the purview of the NICD, whether the methodology is appropriate and sound and whether the financial and staff requirements asked for are reasonable. Thereafter, these proposals are placed before the Research Sub-Committee and its recommendations are then forwarded to the Ministry of Community Development and Cooperation for final decision. After a project is sanctioned, the Director of Research and, sometimes, other subject-matter specialists, visit the universities where the projects are under progress, to have discussions with the Directors of the projects. Periodical reports received from the Directors of the Projects are examined by the concerned Directors at the NICD. After a project is completed, the report is examined by the Director concerned with a view to its publication.

- (2) Another direction in which the research staff of the National Institute makes a contribution, is in the shape of guidance to other training centres in regard to their research activities. Occasionally, the NICD may carry out all-India studies, in which the services of the other Training Centres are also involved. Sometimes, the NICD may require a particular centre to take up a specific research study. For the rest, each training centre submits its proposals to the NICD for comments. In fact, each member of staff of Orientation & Study Centres, Tribal Orientation & Study Centres and Social Education Organisers' Training Centres is expected to carry out at least two local studies every year. In all these cases, the staff of the NICD have to provide detailed guidance and supervision of research studies to the training centres. Here again, final reports are scrutinised by the research staff and some selected and prepared for publication.
- (3) In addition to the responsibilities narrated above, the members of the research staff of the NICD take up projects on their own, after getting the general programme of research cleared by the Research sub-committee. As there is considerable emphasis on inter-disciplinary research in the applied social sciences, many of the research

projects are not the handicraft of the individual staff members but of teams of persons, where a major study is involved, practically the entire research staff might be engaged for some period on the same study. This has to be kept in mind because the research programme of the National Institute has to be looked at as a composite whole and not in terms of contributions by individual members of the staff. However, members of the staff are allowed to contribute to professional journals, seminars, etc.

*Projects undertaken by N.I.C.D.*

The following research projects have been carried out by the National Institute direct:

- (i) Village Level Workers—Method and Result Demonstrations;
- (ii) Sociological Study of Panchayati Raj;
- (iii) Perception of National Emergency in Village India;
- (iv) Village Volunteer Force and Defence Labour Bank—A Study;
- (v) An exploratory study of the Role of Medical Officer as a Block Functionary;
- (vi) Factors associated with the adoption of recommended agricultural practices;
- (vii) A Study of the Effects accruing to Tribals through Tribal Development Blocks in Bihar;
- (viii) A Study of Capital Formation in Agriculture;
- (ix) An Evaluation of Orientation of School Teachers in Community Development.

The following research projects are currently in progress:

- (i) Planned Change in an open polity;
- (ii) Barpali Village Service: A study of the acceptance of Agricultural and Health Innovations;
- (iii) Evaluation of the training of women workers in C.D. Blocks;
- (iv) Role of Mass Communication in Rural Development;
- (v) Awareness of Community Development Programme in Rural India.

**Research in University:**

129. The Committee have been informed that systematic attempts to involve universities in study and research on community development dates back to 1958-59, when the Inter-University Board passed a resolution accepting the desirability of introducing the subject of community development in the university curricula. A study group of selected persons from universities and other organisations met in 1962, under the auspices of the National Institute of Community Development to examine the various problems connected with university teaching and research in community development and allied subjects. The report of the study group was discussed at the 38th Annual Conference of the Inter-University Board and was generally commended to the Universities.

The contribution of universities in the field of applied social sciences having a bearing on Community Development has been in several directions: (a) teaching of community development as a subject in university courses, (b) social science research in the field of Community Development, (c) organisation of inter-university seminars, summer institutes, debates, etc., and (d) association with the training programme. Community Development has been included in the curriculum in 21 universities as listed below:—

1. Aligarh University	In B.A. & M.A. classes
2. Andhra University	-do-
3. Baroda University	-do-
4. Bombay University	-do-
5. Calcutta University	-do-
6. Delhi University	-do-
7. Gorakhpur University	-do-
8. Jadavpur University	-do-
2. Jammu & Kashmir University	in B.A. classes
10. Mysore University	in B.A. & M.A. classes
11. Nagpur University	-do-
12. Osmania University	-do-
13. Poona University	-do-
14. Punjab University	in M.A. classes
15. Rajasthan University	in B.A. & M.A. classes
16. Roorkee University	in B.A. classes

17 Sardar Vallabhbhai Vidyapeeth	in B.A. & M.A. classes
18. Saugar University	-do-
19. Sri Venkateswara University	-do-
20. Utkal University	-do-
21. Vikram University	-do-

Some research studies in these fields have also been carried out by universities either on their own or under the initiative of the Research Programme Committee of the Planning Commission.

The Committee have been informed that the following research studies sponsored by the National Institute of Community Development in the universities have been completed:

- |                            |  |
|----------------------------|--|
| (i) Andhra University      | —A study in the field of Panchayati Raj.                       |
| (ii) Baroda University     | —A study on Economic Growth in Community Development villages. |
| (iii) Rajasthan University | —A study in the field of Panchayati Raj.                       |
| (iv) Poona University      | —A study in the field of Panchayati Raj.                       |
| (v) Patna University       | —Problems of Community in Community Development.               |

#### *Research in other Institutions:*

130. Research in the field of Community Development and Panchayati Raj is not confined to universities only. The Indian Institute of Public Administration, New Delhi, has taken up research studies in the field of Panchayati Raj with financial assistance from the Ford Foundation. The All India Panchayat Parishad is currently engaged in two research studies; one of the studies which is a study in depth of the working of Panchayati Raj in Madras State, aims at a critical examination of the major facets of the programme. The other study which is primarily intended to be a concurrent study based on documentation and field visits by preceptive individuals, has been initiated in respect of the States of Punjab, Rajasthan, Andhra Pradesh, Maharashtra and Orissa. Financial assis-

tance is being given for these studies by the Ministry of Community Development and Cooperation. The Indian Institute of Public Opinion has also carried out some survey type of studies in the field of Panchayati Raj, the cost having been met by the Ministry of Community Development and Cooperation.

The Committee note that the main objectives of the National Institute are to provide high level orientation in the philosophy and methods of Community Development and Panchayati Raj to key officials and to promote a programme of study and research focussed on planned change through Community Development. They, however, regret to note that between 1963 and 1965 (upto 31st August, 1965) only 310 officials and 99 non-officials have been trained in Orientation Courses for Key Personnel. The Committee are also unhappy to learn that utilisation in respect of the Instructors Course in the Instruction Wing of the National Institute of Community Development is only 60 per cent.

The Committee cannot over-emphasise the importance of full utilisation of the intake capacity in order that the Institute, which has been set up at considerable cost, is able to function usefully.

The Committee note that in pursuance of its objectives, the Institute has been maintaining liaison with universities and other research institutions, giving guidance to other training centres in regard to their research activities, and also undertaking research programmes of their own after getting the clearance from the Research Sub-Committee. While the Committee commend the efforts made to involve the universities in the study and research on Community Development, they are unhappy at the meagre contribution of the universities in this direction. The Institute has sponsored research studies only in eight universities. Out of the nine project reports published so far, seven are from the National Institute of Community Development and the remaining two are from the Indian Institute of Public Opinion. No project report received from the universities has been published so far. The Committee hope that the Sub-Committee of the National Council of Study and Research in Community Development will make concerted efforts to see that a larger number of projects are entrusted to the universities, who should be provided with necessary facilities for conducting research on the subjects entrusted to them.

The Committee note that the subject of Community Development has been included in the curricula of only 21 universities. The Committee would urge that the University Grants Commission/Inter-University Board may make an assessment as to how far the inclusion of the subject of Community Development in the



curricula of the 21 universities has benefited the students in their study of the socio-economic conditions of the country. The question of inclusion of the subject of Community Development in the curricula of the remaining universities may be considered in the light of the above assessment and/also in the light of the present shift of emphasis mainly on agricultural production.

The Committee feel that consequent on the almost exclusive attention paid to agriculture and change in the complexion of the Community Development programme as a result thereof and the need for reducing non-Plan and non-development expenditure, there is an urgent need for subjecting training and research programmes of the National Institute of Community Development to evaluation by an independent team. The Committee also suggest that the question of continuance or modification of the existing research and training programmes in order to make them more purposeful and realistic may also be examined by the independent evaluation team suggested above.

#### **D. Research Fellowships**

##### *Junior Research Fellowships*

131. Junior Research fellowships tenable for one to two years are awarded to persons who have taken their M.A. degree in Social Sciences (in at least the second division), who are interested in carrying out research in fields which have a bearing on the Community Development, Cooperation and Panchayati Raj programmes. Persons selected for the awards have to work at universities or other institutions within India.

Annually, the National Institute of Community Development invites applications for award of fellowships by advertisement in prominent newspapers all over India. The selection of fellows is made by a committee comprising representatives of National Institute of Community Development, Ministry of Community Development and Cooperation and a few persons drawn from universities.

The awardee receives a maintenance grant of Rs. 250 per month, besides a lumpsum grant for travel and other expenses. So far, 10 Junior Fellowships have been awarded, four in 1963 and six in 1964. The subjects taken up for study included such topics as pattern of leaderships, impact of Community Development on surplus manpower, economic factors in adoption of agricultural practices, etc.

The scheme of Junior fellowships is one of the measures taken by National Institute of Community Development to stimulate and promote research in universities and similar organisations in Social Sciences, which have significance for the Community Development, Cooperation and Panchayati Raj programmes.

### *Senior Research Fellowships*

132. The scheme of Senior Research Fellowships was instituted to make short term grants for periods upto one year, to selected members of faculties of universities and senior officers, having extensive academic or administrative experience of Community Development and Panchayati Raj. It is intended to enable deserving scholars to devote a few months of their time wholly to study or research in this field, free from their normal teaching or administrative responsibilities. These scholarships are awarded by invitation. Only one Senior Research Fellowship has been awarded so far for a period of three months. That was in 1963.

The Committee have been informed during evidence that the awardees have to register themselves under a professor in the University or any other institution approved by the National Institute. The Principal of National Institute of Community Development has power to discontinue the fellowships in case he feels that the progress is not satisfactory.

The Committee feel that the National Institute of Community Development have failed in attracting suitable research scholars from universities and other research institutions. The Committee hope that the Institute will investigate the reasons for lack of response and take suitable remedial measures.

## CHAPTER XI

### MISCELLANEOUS

#### A. Publicity Schemes

133. There are three Central Schemes and two Centrally sponsored publicity schemes. "Basic and Cultural Literature for Neo-Literates", "Bhoodan and Gramdan Literature" and the Scheme for Photographic Competitions are the three Central Schemes. "Literature for Non-officials Associated with Panchayati Raj" and production of "Panchayati Raj" journal in regional languages are the two Centrally sponsored schemes.

*Scheme of Basic and Cultural Literature for Neo-literates:*

#### *Objective of the Scheme*

134. The basic literature scheme aims at supply of literature to Gram Sahayaks, Sarpanches, Pradhans and other grassroot workers (e.g. those in the co-operative movement) connected with rural development programme. The literature supplied under the scheme mostly covers the subjects of Community Development, Panchayati Raj and Cooperation and is intended to equip officials and non-officials connected with the programme better in the discharge of their duties.

The Committee have been informed in a written reply that so far 166 books have been selected under the scheme since its inception in 1958. The Directorate of Publications Division (in the Ministry of Information and Broadcasting) assisted this Ministry and arranged for the Purchase, translation and distribution of the books. A statement showing the year-wise number of books distributed under the Basic Literature Scheme is given below:—

Year	No. of books
1960-61	3
1961-62	46
1962-63	86
1963-64	18
1964-65	8
1965-66	5
<b>TOTAL</b>	<b>166</b>

### ***Procedure adopted for selection of books and literature***

135. In regard to the selection of books and literature it has been stated that a list of titles is prepared by the Ministry on topics concerning Community Development, Panchayati Raj, Cooperation and allied subjects. Books and manuscripts can be submitted in any of the Indian languages recognised by the Constitution.

### ***Procedure for awarding prizes***

136. The entries which are received in accordance with the rules etc. of the competition are sent to selected Reviewers, who are mostly men connected with the Programme, for examination and assessment. The comments of the Reviewers are then considered by a Selection Committee to determine the prize-winners.

### ***Distribution of Literature***

137. After the transfer of copyright, the translation and printing of the manuscript in all the regional languages and distribution of the printed books is arranged through the Publication Division, Ministry of Information and Broadcasting. The Directorate of Publications Division forward the books to the State Governments for distribution to the Blocks, Panchayats, Cooperatives etc.

The Committee note that since the inception of the scheme in 1958 the Ministry have produced and distributed 166 books for neo-literates. They also note that there has been a continuous drop in production since 1963-64. The Committee consider the performance highly unsatisfactory and feel that in the context of the present shortage of food and the need to step up agricultural production, there is a greater need to accelerate the production of agricultural literature in non-technical language not only for the use of grass-root workers but also for progressive villagers who should, in fact, be encouraged by the Block Staff in reading such literature.

### ***Utilisation of Funds***

138. A statement showing the yearwise utilisation of funds since 1958-59 is given below. It has been stated that due to the emergency, the programme has had to be slowed down since October, 1962.

**Budget & Expenditure Statement.**

Plan	Year	Budget Estimates	Actual Expenditure	No. of Book
Second Plan	1958-59	..	3,500	..
	1959-60	10,00,000	..	..
	1960-61	10,00,000	1,74,500	3
Third Plan	1961-62	8,00,000	3,93,900	46
	1962-63	5,28,000	2,70,000	86
	1963-64	3,00,000	2,90,000	18
	1964-65	4,25,000	32,500	8
	1965-66	3,00,000	37,200	5
		[43,53,000	12,01,600	166

The Committee regret to note that during the last 8 years, since the introduction of the scheme, the Ministry have not been able to utilise more than 25 per cent of the budgeted amounts and that there have been heavy shortfalls to the tune of 91 per cent and 87.6 per cent in the utilisation of funds for basic and cultural literature for neo-literates during 1964-65 and 1965-66 respectively. The Committee are distressed that inspite of repeated failures in utilisation of the budgeted amount year after year, the Ministry did not try to make any realistic assessment of its capacities to spend or its actual needs.

**B. Bhoodan and Gramdan Literature**

139. The Scheme of "Bhoodan and Gramdan Literature" aims at supply of literature on Bhoodan and Gramdan to all the Community Development blocks in the country. A statement showing year-wise utilisation of funds under this scheme is as under:—

**Budgetary Position**

Year	Budget Estimates	Actual Expendi- ture
1962-63	90,000	1,13,000
1963-64	50,000	53,000
1964-65	1,00,000	44,000.
1965-66	50,000	71,400

The Committee note that there has been a wide variation in the Budget estimates for the scheme of "Bhoodan and Gramdan Literature" during the last four years. They also note that there has been a shortfall in utilisation of funds to the extent of 56 per cent during the year 1964-65. The Committee would urge that budget estimates should be framed more realistically and shortfalls in expenditure avoided as far as possible.

The Committee feel that the Scheme of Bhoodan and Gramdan Literature concerns more appropriately the Sarva Seva Sangh or other similar organisation. They suggest that the question of continuance of the Scheme, as an integral part of the Community Development Programme, should be re-examined by the Government. In case it is considered desirable to continue the Scheme, the Committee hope that effective liaison will be kept with the organisations concerned with Bhoodan and Gramdan for the formulation and implementation of the Scheme.

### C. Photographic Competitions

140. The Scheme of photographic competitions is for awarding prizes for the best photographs of activities connected with Community Development, Panchayati Raj and Cooperation. The Scheme was deferred at the onset of the Emergency and has been revived during the year 1965-66.

During the year 1962-63 a sum of Rs. 5,000 was provided for the scheme out of which Rs. 3,100 was spent. For the year 1965-66 a budget provision of Rs. 5000 has been made.

The Committee are doubtful about the utility of this scheme for Community Development work and suggest that the question of continuance of the scheme may be re-examined.

### D. Annual Conferences, Seminars and Study Tours

#### *Objective and Scope*

141. A dynamic programme like community development calls for frequent meeting of minds and pooling of experience, so that the programme could constantly be improved. The Programme under Community Development and Panchayati Raj have resulted in bringing new types of functionaries into existence; new methods of work and administrative organisation, with a variety of new problems on the field. Conferences and seminars, if judiciously employed, have an educational value and can serve as means of dis-

seminating new knowledge and ideas. It is stated that with all these objectives in view, conferences, seminars and workshops have been organised at various levels from time to time.

### *Annual Conferences*

142. The most important among the conferences organised by the Ministry of Community Development and Cooperation are the Annual Conferences on Community Development, which are attended by Development Commissioners and other State Government representatives, and representatives of concerned Central Ministries and other Organisations. The Annual Conference is followed immediately by the Conference of the State Ministers of Community Development and Panchayati Raj. These Conferences have provided forums, where the whole gamut of problems facing community development and Panchayati Raj have been discussed. Many vital decisions have been taken at these conferences, which have had far-reaching impact on the shape of the programme. The recommendations of the conferences are followed up with the State Governments and other authorities.

Another Conference, which is an annual feature, is the Conference of Principals/Directors of the training institutions run by Ministry. It is stated that these conferences have made valuable contribution to the improvement of the training programme.

Special conferences are also organised, wherever necessary. Thus, all India Conferences have been held on the Rural Manpower Programme and the Applied Nutrition Programme.

The Committee note that important problems facing Community Development and Cooperation and Panchayati Raj are discussed at Annual Conferences and recommendations of such Conferences are followed up with State Governments.

### *Seminars*

143. Broadly two types of seminars have been organised. Specially in the early years of the programme, series of seminars were held, generally once a year, at the block, the district and the State levels to discuss problems of Community Development. In a sense, specially at the lower levels, these seminars were intended to bring about among the participants an understanding of the aims and objectives of community development. At the higher levels, they had also a problem-solving orientation. With a similar purpose in mind, Inter-University seminars, are being conducted on

Community Development and Panchayati Raj, with the assistance of the University Grants Commission, in order to stimulate interest in these fields among the University staff.

The other types of seminars/study groups/workshops, which are organised on an *ad hoc* basis, are focussed towards examination in depth of specific problems. Among the more important are the Seminars of tribal development workers held in 1959, Seminar of Youth Workers held at Taradevi in 1961, the Workshop on Agricultural Production Plans held at Baroda in 1961, the Study Group on Teaching of Community Development in University Curricula held at Mussorie in 1961, the International Seminar on Emerging Patterns of Rural Leadership held at Mussorie in 1963, the Seminar on Applied Nutrition held at Lucknow in 1963, the Seminar on Panchayati Raj Training Centres held at Nilokheri in 1963, and the Regional Workshops of Training centres held in 1964. On these occasions representative cross-section of persons with wide experience in the concerned field, met together and made valuable recommendations.

The Committee note that the Ministry has been holding Seminars on current problems relating to Community Development and Panchayati Raj. But they are not sure that the recommendations emerging from the Seminars are being properly utilised. The Committee hope that Government will take steps for utilising the same for formulating the revised/future lines of action on various problems connected with the Community Development Programme.

#### E. Study Tours of Non-officials

144. A scheme of study tours of non-officials was utilised with a view to enable non-official leaders of one part of the country to see, at first hand, outstanding developments in another part, so that they could take back useful lessons to their own areas. Thus, 'Bharat Darshan' tours were organised for some years. But these schemes have been suspended on grounds of economy after the declaration of Emergency.

The Working Group for the Fourth Plan on Community Development and Panchayati Raj has recommended in its interim report that:

"The scheme which has been deferred because of the emergency, should be revived and implemented on a modified basis. 100 per cent assistance should be given by the Cen-



tre and the participants should cover all the Pradhans of Panchayat Samities. The Scheme should be implemented in the remaining years of the Third Plan and continued in the Fourth Plan."

The Committee feel that in the context of the present need for curtailing Governmental expenditure, the Scheme of Study Tours of non-officials does not merit a revival. In case, the Scheme is at all revived, the Committee suggest that the individuals participating in the study tours should bear 50 per cent of the expenditure and the remaining 50 per cent should be borne equally by the Centre and the State Governments.

#### **F. Prize Competition Schemes**

145. There are two schemes of prize competition—one for the best Village Level Worker and another for the best village. The scheme, designed to provide encouragement for and recognition of meritorious work, envisages competition at the various stages, viz., Block level, District level, State level and National level. Till 1962-63, the prize competition schemes for Village Level Workers also included Gram Sevikas. Subsequently, however, a separate competition for Gram Sevikas was introduced.

The period of competition is one year for the assessment of achievements. The work done during March to December is taken into consideration. The assessment is expected to be completed during the remaining three months of the financial year. The competition takes into account various activities in the field of agriculture in the wider sense, namely, agriculture, animal husbandry, fisheries, minor irrigation, cooperation etc.

The Village Level Workers selected for the award of National Level Prizes are not eligible to any Prizes at the State Level. The State Level Prize in that case goes to the next best Village Level Worker. Similarly the Village Level Workers selected for the award of State Level Prizes are not eligible for District Level Prize. The District Level Prize in that case is awarded to the next best Village Level Worker in the District. This also applies, *mutatis mutandis*, to the Union Territories. A similar procedure is followed in regard to the prize competition scheme for villages.

It has been stated that originally monetary prizes were given but these were suspended with the declaration of emergency and only certificates of merit were given to the winners. Monetary awards

at the National and State Levels have since been revived from 1964-65. At the district level, however, only certificates of merit are given.

The Committee commend the schemes of prize competition for village level workers and villages as these provide much needed incentives to the workers and villages to strive for better performance. They would suggest that in addition to the certificate a token prize either in cash or in kind should be awarded to the best village level worker at the district level also. The Committee also suggest that the prizes for the best village should preferably be in the form of community facility created/improved.

### G. Community Assets

146. The Community Development programme has contributed to the creation of facilities and provision of amenities like village roads; drinking water wells, schools buildings and community assets like fish ponds, etc. With the introduction of Panchayati Raj and the transfer of various functions in regard to different heads of development to these institutions, they are responsible for the maintenance of these assets and facilities according to the functional allocation or responsibilities, between them. Indeed, maintainance of completed works is stated to be one of the criteria for judging the performance of Panchayati Raj institutions. With a view to ensuring proper maintenance of assets and facilities by these bodies, the following measures, as endorsed by the Annual Conference on Community Development in 1963 and 1964, have been recommended to the State Governments:—

- (i) Whilst making grants to Panchayati Raj bodies, adequate funds should be separately earmarked, for the maintenance of existing institutions and other completed works;
- (ii) There should be a regular system of periodical inspections to verify the effectiveness of maintenance;
- (iii) In the event of failure of a Panchayati Raj body to ensure proper maintenance, the State Government may appoint any other person or body for executing the work at the expense of the defaulting body.

Provisions to ensure earmarking of adequate funds for the maintenance of completed works and to empower the State Governments to effect maintenance by any other agency in the event of failure by the Panchayati Raj bodies exist in ten States, namely, Andhra Pra-

desh, Assam Gujarat, Bihar, Madras, Madhya Pradesh, Maharashtra, Mysore, Rajasthan and U.P.

The Committee hope that the Ministry will persuade the remaining State and Union Territory Governments to adopt the procedure followed by the above-mentioned ten States in regard to maintenance of Community Assets.

#### H. Evaluation and Assessment

147. A programme of the magnitude of Community Development needs continuous review and evaluation to measure its impact and to identify deficiencies for timely correctives.

##### *Programme Evaluation Organisation*

148. The Committee have been informed in a written reply that when the Community Development Programme was started in 1952, the Programme Evaluation Organisation was set up simultaneously under the administrative control of the Planning Commission to make annual concurrent evaluation of the entire programme. Its main tasks were outlined as follows:—

- (1) Current appraising of progress being made towards accomplishing programme objectives;
- (2) Pointing out those extension methods which are proving effective and those which are not;
- (3) Helping explain why some practices are adopted while others are rejected by the villagers; and
- (4) Furnishing insight into the impact of the Community Development Programme upon rural economy and culture.

The first three Annual Reports of the Programme Evaluation Organisation dealt with administrative arrangements of the Community Development Programme, the achievements and shortcomings in creating the necessary social overheads. A number of studies were also conducted during this period with a view to obtaining an insight into the social aspects of extension methods. Group dynamics and leadership in the villages, training of village leaders were some of the topics studied. The Programme Evaluation Organisation also attempted an assessment of the impact of the Community Development Programme through bench mark surveys in selected blocks, which were to be repeated subsequently to measure the change that has been registered in the intervening period.

From the fourth year onwards, the Programme Evaluation Organisation began devoting more attention to assessing the extent of adoption and non-adoption of different improved practices and the

problems and difficulties in programme implementation. It also made limited studies of the working of village institutions like Panchayats and Cooperatives.

*Problem re-Oriented Studies.*

149. As the coverage of the Community Development Programme expanded, however it became difficult for the Programme Evaluation Organisation to maintain its concurrent countrywide evaluation. It also had increasing commitments in other fields. From 1960-61, therefore, there was a change in the orientation of the Programme Evaluation Organisation's working. It has increasingly devoted its attention to undertaking intensive problem-oriented studies of a few selected programmes of rural development within as well as outside the Community Development Programme. These studies have the object of providing not only an insight into the formulation, administration and impact of the programme, but also of throwing up suggestions for improvement in their working. Among the studies having direct relevance to Community Development, special mention may be made of studies on Rural Works and Applied Nutrition Programme.

Explaining the reasons for undertaking problem-oriented studies of a few selected programmes instead of concurrent evaluation of the entire Programme, the Ministry have stated as follows: —

“Only when the evaluation team consists of experts of the subject matters concerned and has the opportunity of a very detailed and careful study of selected areas of implementation, can the team really make operationally useful recommendations. There is, therefore, a strong case for the evaluation organisation to devote its attention increasingly to selective evaluation studies and make use of not merely the services of economists and statisticians, but experts from other disciplines also in undertaking such studies.

This does not, however, preclude the need or under-estimate the importance of other aspects of evaluation, namely, concurrent assessment of progress as well as measurement of programme achievements. These are essentially statistical undertakings, for which statistical data have to be obtained on a continuing basis.”

The Committee are not convinced with the argument advanced by the Ministry that evaluation studies should be conducted by experts on the subject matters concerned. The Committee feel that

evaluation studies could also be undertaken by men possessing practical experience of field conditions. The Committee suggest that besides selective evaluation studies, Government should conduct a comprehensive survey of impact of Community Development Programme once in five years, preferably synchronizing with the Plan period.

*Brochure on Highlights of the Programme*

150. The Administrative Intelligence Division of the Ministry of Community Development and Cooperation has been bringing out since 1961, twice every year, a brochure on 'Highlights of the Programme' one in January/February and the other in July. The brochure depicts the principal features and the progress under the Community Development, Panchayati Raj and Cooperation Programmes, through statistical statements, graphs, charts and maps. Asked as to why no issue of the brochure has been brought out during 1965, the Ministry has furnished in a written note the following information:—

“(i) Information on Community Development Panchayati Raj and Cooperation was received late from most States for February, 1965 issue. Whatever information was received, was suitably included in the Annual Reports 1964-65 (Statistical Statements) of both the Departments i.e. community Development and Cooperation;

(ii) Similarly, the information due to be printed in July, 1965 issue of the 'Highlights of the Programme' was suitably incorporated in the following publications:

(A) For Community Development Programme:

(a) Appraisal of Community Development Programme 1964-65 issued in July, 1965.

(b) State Tables 1964-65 issued in August, 1965.

(B) For Panchayati Raj:

Panchayati Raj at a Glance (1965 issue under revision. Draft forwarded to States for comments).

(C) For Cooperation:

(a) Cooperative Movement in India—Important Statistics 1963-64—Part I: Credit Sector (June 1965).

(b) Cooperative Movement in India—Important Statistics 1963-64—Part II: Non-Credit Sector (August, 1965).

For the above reasons, it was not felt necessary to issue separately the pamphlets (Highlights of the Programme) during 1965."

The Committee consider that the information contained in the brochure on 'Highlights of the Programme' is very informative and helpful in assessing the progress of the programme as a whole. They suggest that the publication of the brochure should be continued, irrespective of the fact that information may be available in several publications. The Committee feel that the brochure should be at least once in a year instead of half-yearly as at present.

### *Reports and Returns*

151. The Committee have been informed in a written reply that the Ministry have prescribed the following Reports and Returns for making appraisal of the programme:—

- (i) Monthly Review of the Community Development Programme in the States by State Development Commissioners.
- (ii) Quarterly Progress Report (from the Blocks).
- (iii) Quarterly review of the Community Development Programme from the State Ministers of Community Development.
- (iv) Annual Progress Report (from the Blocks in two parts).
- (v) Annual Statistics of Panchayati Raj .
- (vi) Annual expenditure statements.

The Committee have further been informed that the following measures are taken to ensure the correctness of Reports and Returns submitted by the States/Union Territories:

- (i) Clear specification of the (a) concept of each item in the periodical reports, (b) source from which requisite information is to be obtained and (c) agency to be used for this purpose.
- (ii) Training of the primary reporting and supervisory agencies at the Block level in the methods of collection and compilation of data.
- (iii) Test spot check by the Block Level Progress Assistant of the figures reported by the Village Level Workers; independent sample check by the District Statistical Officer and his staff.

- (iv) Review of the Block level Reports by the Panchayat Samiti.
- (v) Quality check of data during field visits by the staff of the State Administrative Intelligence Units and the Administrative Intelligence Division of the Community Development Ministry.
- (vi) Scrutiny of periodical returns by the State and Central Administrative Intelligence Units and rectification of discrepancies and errors observed by further reference to the Blocks.

The Committee suggest that the various returns and reports prescribed by the Central Government may be reviewed. The procedure for collection and compilation of the data may also be streamlined so that delays at all levels are avoided.

NEW DELHI;

ARUN CHANDRA GUHA.

*The 3rd April, 1966.*

*Chaitra 13, 1888 (Saka).*

*Chairman,*

*Estimates Committee.*

# APPENDIX I

(Vide Para 25)

*Allotment and coverage of Blocks according to States as on 1-1-65*

State/U. Territory	No. of Blocks into which de-limited	Pre-extension	No. of Blocks allotted				Population covered by (7) (lakh No.)	Village covered by (7) ('00 Nos.)	Area covered by (7) ('00 sq km.)
			Stage I	Stage II	Post Stage II	Total			
1	2	3	4	5	6	7	8	9	10
1. Andhra Pradesh .	445*	..	260	112	73	445	334	271	2753
2. Assam . . . .	160	8	78	47	27	160	118	257	1220
3. Bihar . . . .	575	..	265	273	37	575	452	677	1740
4. Gujarat . . . .	224	..	95	100½	28½	224	194	186	1870
5. Jammu & Kashmir .	52	..	10	40	2	52	32	66	1233
6. Kerala . . . .	142	..	94	30	18	142	162	16	389
7. Madhya Pradesh .	416	..	248	109	59	416	309	704	4435
8. Madras . . . .	375	..	90	223	62	375	303	141	1304
9. Maharashtra . .	425	..	255	118	52	425	328	359	3075
10. Mysore . . . .	268	..	154	84½	29½	268	217	264	1922
11. Nagaland . . .	16	1	9	3	3	16	4	8	165
12. Orissa . . . .	307	..	151	133	23	307	174	465	1558
13. Punjab . . . .	228	..	93	94	41	228	192	213	1222
14. Rajasthan . . .	232	..	106	88	38	232	189	322	3423
15. Uttar Pradesh .	899	..	484½	350	63	897½**	690	1126	2943
16. West Bengal . .	341	..	255	56	30	341	301	385	871
17. U. Territories .	133	9	61	49	15	134	47	209	1569
(i) A&N Islands .	5	1	2	2	..	5	0.6	4	83

\*Since re-delimited into 321 Blocks.

\*\*Only 1½ marginal Blocks remain to be taken up by Uttar Pradesh.



1	2	3	4	5	6	7	8	9	10
(ii) Dadra & Nagar Haveli . . .	2	..	..	2	..	2	0.6	1	5
(iii) Delhi . . .	5	..	..	2	3	5	3.0	3	15
(iv) Goa, Daman, & Diu	11	..	11	..	..	11	5.5	2.5	37
(v) H. Pradesh . . .	38	..	13	18	7	38	13.6	104	282
(vi) Manipur . . .	14	..	6	7	1	14	6.7	19	223
(vii) Tripura . . .	15	..	11	2	2	15	9.4	49	105
(viii) N.E.F.A. . .	41	8	18	13	2	41	3.4	22	814
(ix) Pondicherry . .	4	..	1	3	..	4	3.7	4	5
ALL INDIA . . .	5240@	18	2709½	1910½	600½	5238½	4046	5669	31692

@Excludes 79½ additional C.D. Blocks on account of Tribal Development Blocks.

## APPENDIX II

(Vide para 52)

*Statement showing the sanctioned staff and the staff in position of the  
(Department of Community Development) as on 1-11-1965.*

Sl. No.	Name of post	No. of posts sanc- tioned	No. of staff in position
1	2	3	4
1	Additional Secretary . . . . .	1	1
2	Joint Secretary (PR&P) . . . . .	1	1
3	Adviser (Health) . . . . .	1	1
4	Commissioner (Training) . . . . .	1	—
5	Deputy Secretary (RM&P) . . . . .	1	1
6	Deputy Secretary (Trg.) . . . . .	1	1
7	Deputy Secretary (PC) . . . . .	1	1
8	Director (A.I) . . . . .	1	1
9	Director (Agriculture) . . . . .	1	1
10	Director (Industries) . . . . .	1	1
11	Director (WP&RW) . . . . .	1	1
12	Director (SE) . . . . .	1	1
13	Under Secretary (PR&Prog.) . . . . .	1	1
14	Under Secretary (P.C.) . . . . .	1	1
15	Under Secretary (OT) . . . . .	1	1
16	Under Secretary (NT) . . . . .	1	1
17	Deputy Director (AI) . . . . .	1	1
18	Deputy Director (Ind.) . . . . .	1	—
19	Senior Research Officer . . . . .	1	(Kept in abeyance)
20	Research Officer . . . . .	1	1
21	Deputy Commissioner (PR) . . . . .	1	1
22	Special Officer (PR) . . . . .	1	1
<b>PROGRAMME SECTION</b>			
	Section Officer . . . . .	1	1
	Assistant . . . . .	5	5
	L.D.Cs. . . . .	3	3

1	2	3	4
<b>RURAL &amp; L.D. WORKS SECTION</b>			
Section Officer . . . . .		1	1
Assistant . . . . .		3	3
Economic Investigator Gr. I. . . . .		2	2
L.D.Cs. . . . .		4	2
<b>TRAINING I SECTION</b>			
Section Officer . . . . .		1	1
Assistant . . . . .		2	2
U.D.Cs. . . . .		3	3
L.D.Cs. . . . .		3	3
<b>TRAINING II SECTION</b>			
Section Officer . . . . .		1	1
Assistants . . . . .		3	3
L.D.Cs. . . . .		2	2
<b>TRAINING ACCOUNTS CELL</b>			
Accounts Officer . . . . .		1	1
Accountants . . . . .		3	3
Accounts Clerk . . . . .		3	3
L.D.Cs. . . . .		2	2
<b>COORDINATION (CD) SECTION</b>			
Section Officer . . . . .		1	1
Assistants . . . . .		4	3
U.D.Cs. . . . .		1	2
L.D.Cs. . . . .		3	3
<b>BUDGET SECTION</b>			
Accounts Officer . . . . .		1	1
Assistant . . . . .		3	3
Accountant . . . . .		1	1
Accounts Clerks . . . . .		2	2
U.D.C. . . . .		1	1
L.D.Cs. . . . .		3	3
<b>A.I. (C.D.) SECTION</b>			
Assistant Director . . . . .		1	1
Eco. Inv. Gr. I . . . . .		2	2
Eco. Inv. Gr. II . . . . .		5	5
Jr. St. Asstt. . . . .		5	4
U.D.C. . . . .		1	1
L.D.C.s . . . . .		2	2
Sr. Draftsman . . . . .		1	1
Jr. Draftsman . . . . .		2	2
Tracer . . . . .		3	3
Rota Print Operator . . . . .		1	1
<b>PANCHYATI RAJ SECTION</b>			
Section Officer . . . . .		1	1
Assistants . . . . .		3	1
U.D.C. . . . .		1	3
L.D.Cs. . . . .		3	3

## **APPENDIX III**

(Vide para 53)

### ***List of Coordination Committees with subject-matter Ministries at the Centre***

#### ***Ministry of Food & Agriculture***

1. Coordination Committee at Ministers' level (since replaced by the Agricultural Production Board).
2. Coordination Committee at Officers' level (since replaced by the Committee of Secretaries).

#### ***Ministry of Industry and Supply***

1. Coordination Committee for Small Industries at Ministers' level.
2. Standing Committee for Industrial Cooperatives (Officers' level).
3. Standing Committee for Small Industries in Community Development blocks (Officers' level).

#### ***Ministry of Education***

1. Coordination Committee at Ministers' level.
2. Coordination Committee at Officers' level.

#### ***Ministry of Information and Broadcasting***

1. Coordination Committee at Officers' level.

#### ***Ministry of Works and Housing***

1. Coordination Committee at Officers' level.

#### ***Ministry of Irrigation and Power***

1. Coordination Committee at Officers' level.

#### ***Ministry of Transport & Communication***

1. Coordination Committee at Officers' level.

#### ***Ministry of Railways***

1. Coordination Committee at Officers' level.

#### ***Ministry of Health***

1. Coordination Committee at Ministers' level.

# APPENDIX IV

(Vide para 76)

Statement showing the progress of expenditure and Employment in the blocks allotted under Rural Works Programme

(Expenditure in lakh)

(Employment in lakh man-days)

Series	No. of blocks allotted	1961-62		1962-63		1963-64		1964-65*	
		Expendi- ture	Employ- ment	Expendi- ture	Employ- ment	Expendi- ture	Employ- ment	Expendi- ture	Employ- ment
1	2	3	4	5	6	7	8	9	10
First Series	31	31.59	18.47	16.89	10.21	15.34	7.36		
Second Series	196	4.90	2.75	79.69	37.35	110.81	48.65		
Third Series	591	..	..	15.27	9.32	288.62	122.17		
Fourth Series	180	..	..	..	..	4.09	0.85		
TOTAL	908	30.49	21.22	111.85	56.88	418.86	179.03	570.88	190.44

\*Series-wise details for 1964-65 are still to be furnished by the States. The total expenditure for 1964-65 represents actual expenditure figures for all the States except Madras and Rajasthan for which only anticipated figures have been adopted. The total employment figure for 1964-65 does not include figures for Rajasthan, Madras, Gujarat, Jammu & Kashmir and Tripura.

# APPENDIX V

(Vide para 92)

State-wise allocations, expenditure and physical achievements under Local Development Works Programme during 1962-63 to 1964-65

Position as on Sept. '65.

(Rs. in lakhs)

Sl. No.	State	Allocations			Central grant released			Physical achievements* (1962-63 to 1964-65)		
		1962-63	1963-64	1964-65	1962-63	1963-64	1964-65	No. of water supply works completed	No. of water supply works in progress	No. of spillover works of other categories completed
1	2	3	4	5	6	7	8	9	10	11
1	Andhra Pradesh	41.00	32.50	32.00	23.570	63.640	55.780	4459	4490	143
2	Assam	15.00	12.00	12.00	1.700	17.840	8.650	4034	2252	1022
3	Bihar	59.00	47.50	20.00	Nil	Nil	..	4342	20102	262
4	Gujarat	22.00	17.50	18.00	16.574	12.000	17.320	324	812	23
5	Jammu & Kashmir	4.00	3.00	2.00	2.500	2.000	1.000	264**	62	..**
6	Kerala	20.00	16.00	12.00	16.877	17.000	10.000	320	1765	353
7	Madhya Pradesh	39.00	31.70	32.00	37.720	36.045	40.000	992	2503	360

8 Madras . . . . .	34.00	27.50	28.00	68.300	96.892	38.000	13208	25475	749
9 Maharashtra . . . . .	39.00	31.50	32.00	44.450	25.0007	42.000	548**	1858	148**
10 Mysore . . . . .	25.00	20.00	15.00	Nil	18.000	25.000	1172	6284	249
11 Orissa . . . . .	23.00	18.50	18.50	18.400	40.378	13.170	1886	6420	983
12 Punjab . . . . .	22.50	18.00	18.00	23.400	4.000	9.400	2331	6162	99
13 Rajasthan . . . . .	23.50	18.50	19.00	18.800	25.000	25.600	161	3192	1680
14 Uttar Pradesh . . . . .	89.40	71.50	71.00	110.000	77.000	66.347	16937**	64103	1699**
15 West Bengal . . . . .	37.50	30.00	15.00	5.600	10.000	13.500	8343	1359	23
16 Delhi . . . . .	0.50	0.40	0.40	@	@	..	114	..	..
17 Himachal Pradesh . . . . .	1.80	1.45	2.50	@	@	..	32	234	..
18 Manipur . . . . .	1.00	0.85	0.85	@	@	0.750	100	..	..
19 Tripura . . . . .	1.50	1.20	1.30	@	@	1.300	483	107	..
20 Pondicherry . . . . .	0.30	0.25	0.30	@	@	0.200	105	..	..
21 Laccadive Islands . . . . .	0.20	0.15	0.15	@	@	..	10	..	..

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TOTAL . . . . .	500.00	400.00	350.00	387.891	444.795	368.717	60165	147180	7827
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@ Amounts to Union Territories were released by the Ministries of Home Affairs and External Affairs through the respective area demands.

\* The physical achievements does not include figures for any State for the year 1964-65 as the consolidated annual expenditure statement has not been received from any State.

\*\* Does not include the physical achievements of 1963-64 as the annual expenditure statement has not been received yet.

# APPENDIX VI

(Vide para 94)

*Survey of drinking water facilities in rural areas (Statewise details) (1964-65)*

## I

State	Total No. of Blocks in the State	Coverage of the Blocks	Survey Villages (oo Nos.)	Sizable Hamlets (oo Nos.)	Village without hygienic drinking water supply (oo Nos.)	% of total Villages surveyed
I	2	3	4	5	6	7
1. Andhra Pradesh	445	445	232	129	113	49
2. Assam	160	101	140	92	41	29
3. Bihar	575	458	476	297	76	16
4. Gujarat	224	224	186	15	8	4
5. Jammu & Kashmir	70	N.A.	N.A.	N.A.	N.A.	N.A.
6. Kerala	143	142	56	..	14	25
7. Madhya Pradesh	416	416	625	151	160	26
8. Madras	375	375	148	291	29	20
9. Maharashtra	425	425	389	157	57	15
10. Mysore	268	268	264	54	42	16
11. Nagaland	17	16	8	1	3	38
12. Orissa	307	262	462	128	131	28
13. Punjab	229	229	213	..	16	8
14. Rajasthan	232	232	322	..	66	20
15. Uttar Pradesh	899	78	N.A.	N.A.	60	N.A.
16. West Bengal	341	N.A.	N.A.	N.A.	N.A.	N.A.
17. A.&N. Islands	5	2	1	..	0.2	20
18. Delhi	5	5	3	17	..	..
19. Goa, Daman & Diu	11	11	2	8	..	..
20. Himachal Pradesh	38	22	54	76	18	33
21. Manipur	14	N.A.	N.A.	N.A.	N.A.	N.A.
22. N.E.F.A.	41	20	11	26	3	27
23. Pondicherry	4	3½	3	..	..	..
24. Tripura	15	14	49	..	34	69
All India	5259	3748½	3644	1442	871.2	22*

(contd.)



## II

### *Survey of drinking water facilities in rural areas —(CONTD)* (Statewise details)

State	Sizeable hamlets without drinking water supply		Villages with inadequate drinking water supply		Sizeable Hamlet with inadequate water supply	
	(oo Nos)	per- cent of the total No. of hamlets surveyed	(oo Nos)	percent- age of the total No. of villages surveyed	(oo Nos.)	percent- age of total No. of hamlets surveyed
I	8	9	10	11	12	13
1. Andhra Pradesh	58	45	101	44	48	42
2. Assam	26	28	67	48	35	85
3. Bihar	43	14	239	50	138	18
4. Gujarat	2	13	35	19	2	25
5. Jammu & Kashmir	..	..	..	..	..	..
6. Kerala	..	..	38	68	..	..
7. Madhya Pradesh	79	52	127	20	46	29
8. Madras	70	24	46	31	66	23
9. Maharashtra	46	29	104	27	50	32
10. Mysore	19	35	75	28	13	24
11. Nagaland	..	..	2	25	0.5	50
12. Orissa	44	34	119	26	40	31
13. Punjab	N.A.	N.A.	20	9	N.A.	N.A.
14. Rajasthan	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
15. Uttar Pradesh	18	N.A.	80	N.A.	22	N.A.
16. West Bengal	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
17. A. & N. Islands	..	..	0.3	30	..	..
18. Delhi	..	..	1	33	..	..
19. Goa, Daman & Diu	3	38	1	50	4	50
20. Himachal Pradesh	21	28	9	17	14	18

(contd.)

I	8	9	10	11	12	13
21. Manipur	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
22. N.E.F.A.	11	42	1	9	4	15
23. Pondicherry	..	..	0.5	17	..	..
24. Tripura	..	..	4	8	..	..
All India	444	30*	1069.8	30*	482.5	32*

N.A. : Not available.

\*All India percentages have been calculated after excluding such figures where information for one of the connected items is not available.

*Concepts used in the survey*

*Villages :—*

The village for the purpose of the survey was the census village (1961)

*Sizable Hamlet :—*

A sizable hamlet (excluding main village) constituting a population of about 100 and above.

*Hygienic drinking water sources :—*

Include piped water supply, tubewells, handpumps, wells, conserved tanks.

# APPENDIX VII

(Vide Para 94)\*

Progress of construction of new drinking water wells in C.D. Blocks

(Nos. '00)

State	During First Plan	During Second Plan	During Third Plan					Grand Total [Cols. 2 to 8]
			1961-62	1962-63	1963-64	1964-65	1965-66 April 30-9-65	
1	2	3	4	5	6	7	8	9
1. Andhra Pradesh	25	159	35	42	54	41	18	374
2. Assam	47	54	28	14	13	8	7	171
3. Bihar	65	157	28	24	27	22	9	332
4. Gujarat	14**	73**	8	8	8	8	4	123
5. Jammu & Kashmir	..	11	2	2	2	2	1	20
6. Kerala	2	27	11	9	11	10	3	73
7. Madhya Pradesh	30	129	32	42	48	57	28	366
8. Madras	19	104	26	28	25	18	6	226

1	2	3	4	5	6	7	8	9
9. Maharashtra	..	..	18	21	30	30	14	113
10. Mysore . . .	10	66	23	23	18	18	8	166
11. Nagaland . . .	..	..	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
12. Orissa . . .	20	112	17	16	23	15	9	212
13. Punjab . . .	14	166	9	12	14	15	11	241
14. Rajasthan . . .	20	62	14	15	15	16	9	151
15. Uttar Pradesh .	100	580	111	128	132	105	45	1201
16. West Bengal .	16	96	15	13	24	12	3	179
Union Territories .	18	31	6	6	6	5	2	74
All India .	400	1827	383	403	450	382	177	4022

\*Concept prescribed : Sanitary wells for drinking purposes constructed according to specifications and blue prints available with the District Health Officer of the area to suit local conditions and soil. (Total activity to be reported irrespective of source of funds).

\*\*Information relates to Gujarat and Maharashtra.

# APPENDIX VIII

(Vide Para)\*

*Progress of renovation of old drinking water wells in C.D. Blocks*

(Nos. '00)

State	During First Plan	During Second Plan	During Third Plan					Grand Total [Cols.2 to 8]
			1961-62	1962-63	1963-64	1964-65	1965-66 (April to Sept. 65)	
1	2	3	4	5	6	7	8	9
1. Andhra Pradesh	120	536	48	50	51	40	15	860
2. Assam . .	43	121	24	14	18	10	9	239
3. Bihar . .	62	225	20	38	15	12	6	378
4. Gujarat . .	26**	102**	13	13	12	8	4	178
5. Jammu & Kashmir	1	12	3	5	2	2	1	26
6. Kerala . .	2	19	6	11	7	7	1	53

1	2	3	4	5	6	7	8	9
7. Madhya Pradesh	29	76	28	43	41	68	38	323
8. Madras . .	17	122	19	22	19	14	4	217
9. Maharashtra .	..	..	18	29	36	34	14	131
10. Mysore . .	37	99	19	23	26	10	10	224
11. Nagaland . .	..	..	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
12. Orissa . .	22	90	7	11	13	9	8	160
13. Punjab . .	34	99	28	37	41	42	22	303
14. Rajasthan .	20	81	10	10	9	25	9	164
15. Uttar Pradesh .	150	797	163	177	171	133	49	1640
16. West Bengal .	14	98	10	7	11	26	2	168
Union Territories .	23	125	3	11	10	24	8	204
All India . .	600	2602	419	501	482	464	200	5268

\*Concept prescribed : Renovation of wells implies improved of old insanitary drinking water wells making them sanitary and according to specifications prescribed by the District Health Officers.( Total activity to be reported irrespective of source of funds).

\*\*Information relates to Gujarat and Maharashtra.

## **APPENDIX IX**

*(Vide para 102)*

*Work programmes on which labour donations are being utilised.*

### **•1. Andhra Pradesh:**

Desilting of irrigation tanks, deepening of field channels, repairs to irrigation wells, sinking of new irrigation wells, soil conservation, reclamation of land, deepening of tanks for stocking fingerlings, plant protection work, digging compost pits, plantation of fruit and fuel trees.

### **2. Gujarat:**

Repairs of village approach roads, deepening of water tanks and other works relating to cleanliness in the villages, construction of soil conservation bunds etc.

### **3. Madhya Pradesh:**

Digging of field channels for irrigation projects, green leaf composting, contour bunding and mass bunding programmes.

### **4. Madras:**

Agricultural improvements, animal husbandry and fisheries, health and sanitation, social education, adult literacy and village industries.

### **5. Maharashtra:**

Excavation of field channels, minor irrigation, soil conservation, dry farming, tree planting, compost pits, bunding, waste land cultivation, digging of wells, repairs to drinking water wells, desilting of tanks, construction and repairs of village roads, installation of pumping sets, etc.

### **6. Mysore:**

Land reclamation, development of village pastures, plantation of fodder/fuel trees, contour bunding, drainage and flood protection measures, levelling, bunding and terracing, construction and renovation of minor irrigation works, construction of field channels, digging of compost pits, intensive development of poultry, development of fisheries, construction of roads, construction and renovation of drinking water wells.

**7. Orissa:**

Laying out compost pits, renovation of tanks, soil conservation works, improvement of primary school buildings, construction of village roads, plantations in waste land allotted to the Village Volunteer Force, digging of wells, digging of field channels.

**8. Punjab:**

Digging of drains in certain flood affected areas, measures for increasing agricultural production.

**9. Rajasthan:**

Land reclamation, development of village pastures, plantation of fodder and fuel trees, contour bunding, drainage and flood protection measures, levelling and bunding, construction and renovation of minor irrigation works, construction of field channels, digging of compost pits, intensive development of poultry and fisheries.

**10. Uttar Pradesh:**

Construction of drains, guls, public roads, wells, community buildings, culverts, afforestation and digging of compost pits.

**11. West Bengal:**

Construction of compost pits, repairs of village roads, reclamation of land, clearing of jungles, repairs of embankments, repairs to school buildings and libraries, re-excavation of khal.

**12. Goa:**

Land reclamation, development of village pastures, minor irrigation works.

**13. Himachal Pradesh:**

Tree plantation, construction of cattle ponds, repairing of cattle ponds, poultry units, compost pits, land reclamation, contour bunding, drainage and flood protection measures, levelling and terracing, minor irrigation works, construction of village roads, etc.

**14. Pondicherry:**

Digging of compost pits, desilting of field channels and village tanks, construction of latrines, reclamation of waste lands, raising of kitchen gardens and construction of roads.

**15. Tripura:**

Minor irrigation channels, land reclamation, construction of new village roads, digging of compost pits, re-excavation of field channels, flood protection measures, plantation of village trees, etc.



## **APPENDIX X**

*(Vide para 109)*

### **A. Orientation and Study Centres/Tribal Orientation and Study Centres.**

1. Nilokheri, District Karnal (Punjab).
2. Rajendranagar, Hyderabad-30 (Andhra Pradesh).
3. Bakshi-ka-Talab, Lucknow (Uttar Pradesh).
4. Udaipur (Rajasthan).
5. Lalita Mahal Road, Mysore.
6. P. B. Junagadh (Gujarat).
7. Kalyani, District Nadia (West Bengal).
8. Jabalpur (Madhya Pradesh).
9. P. O. Mahal, Ranchi (Bihar).
10. Gopa Bandhu Nagar. Bhubaneswar (Orissa).
11. Poona.

### **B. Social Education Organisation Training Centres**

1. Bakshi-ka-Talab. Lucknow (Uttar Pradesh).
2. Gargoti, District Kolhapur (Maharashtra).
3. Gandhigram. District Madurai (Madras).
4. Sriniketan, District Birbhum (West Bengal).
5. Udaipur (Rajasthan).
6. Nilokheri (Punjab).
7. Belurmath. District Howrah (West Bengal).
8. Sri Ramakrishna Vidyalaya P.O., Distt. Coimbatore (Madras).
9. Mukhya Sevika Unit, Coimbatore-11 (Madras).
10. Kasturbagram P. O. Indore (Madhya Pradesh).
11. Allahabad Agricultural Institute, Allahabad.
12. Village and Post Office Samlala, Distt. Baroda (Gujarat).
13. Laxmisagar, Bhubaneswar (Orissa).

## APPENDIX XI

(Vide para 109)

*Statement showing particulars of the training Centres and duration of Training.*

Description of the Training Centre (figure in bracket give the number of Training Centres)	Category of persons trained	Duration of Training	No. of trained during the year 1964-65	Total trained
1	2	3	4	5
1. National Institute of Community Development (1)	Senior Officials and selected non-officials like M. Ps. and M.L.As.	1 month	148	1326
2. National Institute of Community Development (Instruction Wing) (1)	(a) Instructors at the Training Centres.	4½ months	21	182
	(b) DPOs and SDOs.	1½ months	47	362
3. Orientation and Study Centres (12)	(a) BDOs, EO's and non-officials (Orientation Training).	4 weeks	1398	9465
	(b) BDOs, (Job Training).	7 weeks	418	3936

	(c) BDOs, District Officers, non-officials (Study Course).	3 weeks	586	3168
4. Tribal Orientation and Study Centres (4)	BDOs, EOs, (Ag.) SEOs, and Mukhya Savikas.	3 months	167	270
5. Social Education Organiser's Training Centres (8)	(a) SEOs (Job Course).	6 months	169	4234
	(b) Principals of Teachers' Training Colleges.	3 days	316	1451
	(c) Teacher Education of Training Colleges.	1 month	582	1858
	(d) Combined functionaries (from UP, Punjab, Rajasthan and Kerala).	3 months	189	358
6. Mukhya Savika Training Centres (10)	Mukhya Savika (Job Course).	10½ months	215	1641
7. Small Industries Services Institutes (4)	Extension Officers (Industries).	4 months	319	3478
8. Khadi Gramodyog Vidyalayas (4)	Do.	8 months		
9. Integrated Training Centres (2)	Do.	1 year	One Centre started working on 1-12-64. at Rajendranagar (Hyderabad) and another is expected to start at Nilokheri on 1-4-1965.	

1	2	3	4	5
10. Gram Sevak Training Centres (100)	Gram Sevaks	2 years	8674	70275
11. Gram Sevika Training Centres (44)	Gram Sevikas	1 year	1801	7579
12. Rural Institutes of Higher Education (10)	Higher Training of Selected Gram Sevaks.	2 years for Diploma in Rural Services	140	397
13. Agricultural Colleges (4)		2-3 years for B.Sc. (Agr.)	65	137
14. Orientation Training Centres for Health Personnel (3)	Medical Officers, Sanitary Inspectors and others.	8 weeks	217	3531
15. C.I.P.R. (1)	Principals/Instructors of P.R.T. Cs.	3 months	83	283
16. Panchayati Raj Training Centres (102)	Institutional:			
	(a) Sarpanches, Up-Sarpanches and Panchayati Samiti Members.	1 week	@11391	@79419

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@Figures are upto 30th September, 1964 and do not include Assam, Orissa, West Bengal, Andhra Pradesh and Tripura.  
 @@Figures from Andhra Pradesh for 1963-64 not included.

(b) Nyaya Panches and Women Members of Panchayat Samitis and Zila Parishad, and

(c) Part-time Panchayat Secretaries and Nyaya Panchayat Secretaries.

	Peripatetic Panches	3 days	*29235	**114802
17. Gram Sevaks Training Centres (100) and S.E.O.T.Cs. (8).	Youth Workers	12 days	***810	10667
18. Block Camps (11272)	Gram Sahayaks	3-5 days	+83,000	61.3 lacs
19. Regional Training Institutions for training in Applied Nutrition (3)	(a) Public Health Instructors of Gram Sevak Training Centres.	30 days	26	48++
	(b) Nutrition Instructresses of Gram Sevika Training Centres M. S. T. Cs.	30 days	33	43++
	(c) Other Instructors of G. S. T. Cs, M. S. T. Cs. and SEOTCs.	15 days	183	27++

\*Figures are upto 30th September, 1964 and do not include Assam, Orissa, West Bengal, Andhra Pradesh and Tripura.

\*\*Figures from Andhra Pradesh for 1963-64 not included.

\*\*\*Figures upto September, 1964.

+ Figures are for the period July, 1963 to September, 1964 and include Punjab, N. E. F. A. and Manipur upto 31-3-1964 only.

++ Includes personnel trained previously at the Provincial Hygiene Institute, Lucknow.

## APPENDIX XII

(Vide para 110)

*Statement indicating allotment of seats in Orientation courses (State-wise) during 1964-65.*

S. No.	Name of the State	Number
1	Andhra Pradesh . . . . .	149
2	Assam . . . . .	87
3	Bihar . . . . .	276
4	Gujarat . . . . .	121
5	Jammu & Kashmir . . . . .	22
6	Kerala . . . . .	170
7	Madhya Pradesh . . . . .	181
8	Madras . . . . .	126
9	Maharashtra . . . . .	466
10	Mysore . . . . .	221
11	Orissa . . . . .	184
12	Punjab . . . . .	214
13	Rajasthan . . . . .	205
14	Uttar Pradesh . . . . .	180
15	West Bengal . . . . .	193
16	Nagaland . . . . .	10
17	Delhi . . . . .	4
18	Himachal Pradesh . . . . .	18
19	Manipur . . . . .	13
20	Tripura . . . . .	21
21	A.N. Islands . . . . .	..
22	Pondicherry . . . . .	5
23	NEFA . . . . .	50
24	Others . . . . .	..
<b>TOTAL . . . . .</b>		<b>2916</b>

## APPENDIX XIII

(Vide para 110)

*Statement showing the number of seats allotted in Study courses at O&SCs during 1964—65 (State-wise).*

Sl. No.	Name of the State	Number
1	Andhra Pradesh . . . . .	77
2	Assam . . . . .	79
3	Bihar . . . . .	115
4	Gujarat . . . . .	78
5	Jammu & Kashmir . . . . .	20
6	Kerala . . . . .	53
7	Madhya Pradesh . . . . .	81
8	Madras . . . . .	71
9	Maharashtra . . . . .	147
10	Mysore . . . . .	75
11	Orissa . . . . .	104
12	Punjab . . . . .	144
13	Rajasthan . . . . .	113
14	Uttar Pradesh . . . . .	135
15	West Bengal . . . . .	113
16	Himachal Pradesh . . . . .	18
17	Manipur . . . . .	10
18	Tripura . . . . .	10
19	Pondicherry . . . . .	..
20	NEFA . . . . .	8
21	Nagaland . . . . .	9
22	Delhi . . . . .	5
TOTAL . . . . .		1465

## APPENDIX XIV

(Vide para 110)

*Statement showing number of persons trained in Orientation courses during 1964-65 (Centre-wise).*

Sl. No.	Centre	First course	Second course	Third course	Fourth course	Total
1	2	3	4	5	6	7
1	Mysore . . .	72	36	..	30	138
2	Nilokheri . . .	36	22	..	34	92
3	Junagadh . . .	43	47	..	34	124
4	Hyderabad . . .	73	66	54	58	251
5	Ranchi . . .	40	46	..	34	120
6	Bakshi-ka-Talab .	35	43	37	42	157
7	Jabalpur . . .	55	63	..	46	164
8	Kalyani . . .	37	34	..	33	104
9	Udaipur . . .	30	17	..	9	56
10	Bhavanisagar . . .	38	44	..	45	127
11	Bhubaneswar . . .	..	36	..	29	65
TOTAL		459	454	91	394	1398



## APPENDIX V

(Vide para 110)

*Statement showing the number of persons trained in Study courses at  
O & SCs during 1964-65 (Centre-wise)*

Sl. No.	Name of the centre	First course	Second course	Third course	Total
1	2	3	4	5	6
1964-65					
1	Bakshi-ka-Talab, Lucknow . . .	18	27	24	69
2	Jabalpur . . .	20	23	18	61
3	Mysore . . .	19	21	18	58
4	Junagadh . . .	26	17	36	79
5	Rajendranagar . . .	21	29	10	60
6	Nilokheri . . .	16	26	32	74
7	Udaipur . . .	6	8	20	34
8	Bhavanisagar . . .	15	..	..	15
9	Kalyani . . .	24	16	12	52
10	Ranchi . . .	29	12	12	53
11	Bhubaneswar . . .	..	11	20	31
TOTAL :		194	190	202	586

## APPENDIX XVI

### Summary of Conclusions/Recommendations

Serial No.	Reference to para No. of the Report	Summary of Conclusions/Recommendations
I	2	3
I	22	<p>While the Committee note that the basic objective of the Community Development Programme launched in 1952, namely, to secure the fullest development of the material and human resources of the area and thereby raise the rural community to higher levels of living with active participation, and as much as possible on the initiative of the people themselves has remained unaltered over the years, they feel that there have been different interpretations of and variations in emphasis in the programme of community development. On different occasions different definitions and phraseologies have been used, making it all the more confusing to comprehend what the programme stands for. To some community development connotes a new administrative structure between the Tehsil or the Sub-Division and the Police Station, to others it is an extension agency and to a third set of people it is an institution of the people for the building of community. Previously community development was considered to be the objective and extension service the machinery, now the professed objective continues to be community development but the machinery is <i>Panchayati Raj</i> supported by extension agency.</p>

The Committee feel that there is need for a clear enunciation of the basic objectives of the Community Development Programme as also of *Panchayati Raj* so that there may not be any confusion in the minds of the people as to the relative functions of the two separate agencies namely, Community Development and *Panchayati Raj*.

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The Committee hope that the Government would take steps to clearly and unequivocally state the objectives of the programme without loss of time so that it may be possible to adjudge the future achievements of the programme in the light of the objectives laid down. This matter has acquired greater urgency consequent on the merger of the Ministry of Community Development and Cooperation with the Ministry of Food and Agriculture.

The Committee apprehend that in the present set-up with all-out drive and maximum emphasis on agricultural development, the idea of community development—not appropriately attended to so long—may now get lost in the enthusiasm for increased agricultural production. They consider that there is an equal urgency for a programme “to develop the spirit of the community life” and “to bring about a coalition between the people’s representatives and the people’s servants” to provide a base for democracy and national integration. They, therefore, hope that in the zeal for increasing agricultural production, this basic aspect of the programme will not be allowed to be diluted and lost. The Committee further hope that if necessary, the Government will consider the question of finding a suitable alternative abode and set-up for the unit to fulfil the two objectives mentioned above.

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The Committee note that the entire country has been covered by community development blocks and in most of them the intensive period is over. The Panchayati Raj institutions have been set up to provide popular institutional base for the block organisation. The Committee suggest that it may be examined whether it would be feasible to undertake a gradual delimitation of the existing blocks with a view to enlarging the area of existing blocks and reducing their number so as to achieve economy in administration.

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The Committee observe from the statement furnished by the Ministry that uniformity in providing funds for the Post Stage II Blocks has

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not been maintained by the States and the agreed provision of Rs. 1 lakh per year per block has not been adhered to by most of them. The Committee also note that contributions of some of the States have been far below the agreed amount of Rs. 1 lakh and even been as low as Rs. 6 thousands to Rs. 13 thousands. The Committee apprehend that such shortfalls in the allocation of funds might have adversely affected the implementation of the programmes assigned to the Blocks.

The Committee suggest that the Central Government may take up with the States the question of providing an agreed amount of funds in respect of Post Stage II Blocks so that the development programme does not suffer on this account.

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While agreeing that the classification of Blocks recommended by the working group set up in November, 1963, by the Ministry may be necessary for the purpose of intensive agricultural development, the Committee feel that the Government should guard against the risk of ignoring the agricultural potential of the Blocks of the second category—which form the majority of the Blocks. The Committee would like to stress that the solution of India's food problems should not be based only on the production of foodgrains but should cover production of other food items, e.g. animal husbandry, dairies, poultry, fishery, etc. It, therefore, follows that if any Block can grow some foodstuffs other than foodgrains to the advantage of the nation, it must be encouraged and helped to do so.

The Committee also feel that while it is reasonable that scarce inputs like fertilizers or pesticides should be concentrated, for the time being, in the areas selected for intensive cultivation, the non-intensive areas should also be provided with the services of administrative and technical personnel for the development of pre-requisites of agricultural production, e.g. irrigation, flood control, soil conservation, etc.

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While the Committee appreciate the difficulties which stood in the way of total utilisation

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of Plan allocations during the First Five Year Plan when the programme was in the formative stage, they feel that performance results, should have been better in the Second Five Year Plan. The Committee realise that training which is an important part of the programme, takes some time to get into full operation. But at the same time, the Committee cannot help feeling that this programme of training for community development should have been taken up with a sense of urgency particularly when funds were allotted for a minimum frame of development in rural areas. The Committee further note that there is considerable difference in the performance of different States both in the First Plan and the Second Plan. The Committee feel that the Ministry should have taken energetic steps to make the State Governments realise the urgency of the programme and put their best efforts for its implementation.

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The Committee note that the pace of utilisation of funds on all-India basis was accelerated during the Third Plan. They also note that there was a wide disparity in the performance of different States. The short-fall was as high as 24.14 per cent in case of Bihar. The Committee feel that the Ministry of Food, Agriculture, Community Development and Cooperation should see that development of no area lags behind due to non-utilisation of funds.

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The Committee would stress the need for preparation of realistic estimates on the basis of resources position of the States and a stricter watch on the performances in the various fields so that no part of funds set apart for community development remains unutilised.

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The Committee regret their inability to accept the view advanced by the Ministry that except the building of schools and dispensaries, the rest of the programme of schematic budget cannot be laid down in terms of physical targets.

The Committee feel that other items, mainly for agricultural development like irrigation facilities, soil conservation, drainage, etc. are also

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liable to be laid down in terms of physical targets. These should have been done as annual targets for each block. The Committee also note that the formulation of the programme reveals a lacuna in that no rate of annual progress in total and per acre yield of grains and other agricultural products was over fixed or demanded.

The Committee apprehend that the policy followed, i.e. "Appraisal is laid down on the basis of achievements in terms of resources"—inevitably results in purposeless expenditure of funds particularly towards the end of the financial year.

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The Committee are unhappy to note that no meeting of the Central Committee constituted in 1952 has been held since 7th December, 1962. They feel that in order to review the progress made in the Community Development and to give directions on policy matters of an all-India character the Central Committee should have met at least twice a year. The Committee also suggest that the desirability of constituting a small steering committee which could meet more frequently and take decisions on behalf of the Central Committee may be considered.

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The Committee feel unhappy that many surplus posts were created and filled up in the Department of Community Development. They think that there is yet scope for further reduction in the staff. Now that the Ministry of Community Development and Cooperation has been amalgamated with the Ministry of Food and Agriculture, the Committee recommend that a review of the staff position of the composite Ministry should be undertaken with a view to locating surplus staff and also avoiding duplication and over-lapping of work.

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The Committee regret to note that most of the Co-ordination Committees have been constituted only after 1960, i.e. after a period of eight years from the inception of the Programme. Some of these Committees have met only once in two years. Even the Co-ordination Committee with

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the Ministry of Education at the officers level met only twice during the last three years. The Committee would urge that the Co-ordination Committees should meet at regular intervals to discuss the problems arising out of the implementation of rural development programmes so as to ensure speedy and effective implementation of these programmes, both at the Central and State levels.

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The Committee suggest that the coordination and supervision of the Ministry over the activities of the Community Development Programme to various States should be more effective if the programme is to progress steadily and uniformly in every part of the country. Wherever there is any slackening of efforts or a proposal to radically alter the Community Development programme set up in any State, the Ministry should not only detect it promptly but also take swift measures to correct the deviation.

The Committee note that Centre-State co-ordination is sought to be achieved through periodical conferences and field visits by officers. The Committee suggest that venues of such conferences should be held near project areas considered suitable from the point of view of keeping contact with rural areas.

The Committee would further suggest that a ceiling on expenditure to be incurred on tours to be undertaken by each officer of the Ministry should be fixed and details of such tours together with expenditure incurred should be included in the Annual Report of the Ministry.

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The Committee suggest that the Central Government should persuade the State Governments to implement the recommendation of the "Working Group on Inter-departmental and Institutional coordination for Agricultural Production" so that the Departments of Agriculture and the Community Development are put under unified control in all the States.

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The Committee feel that the problem of co-ordination is particularly important at the District level as it is here that the formative stages of

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planning and execution of the Programme have to be gone into. The Committee suggest that the appropriate authorities at the District level should play a more active and realistic part in the co-ordination of the activities of various development Departments so far as the programme of Community Development is concerned. The Block Development Officers should also maintain effective liaison with other officers of the Block on the one hand and the Panchayat Samatis on the other.

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The Committee apprehend that the Applied Nutrition Programme has not been introduced with adequate planning and the provision of the necessary pre-requisites. The Committee hope that Government will look into this matter and see that the implementation of the programme does not suffer on account of the uneven procedures adopted by various State Governments in regard to selection of blocks etc.

The Committee are in agreement with the above views of the Annual Conference on Community Development and Panchayati Raj that in the selection of additional blocks first preference should be given to economically and nutritionally backward areas on the basis of physical and human resources of the area.

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The statement furnished by the Ministry indicates the release of equipment given by U.N.I.C.E.F. to the States is *ad hoc* and does not follow any uniform standard or scale. The Committee suggest that for the effective implementation of the programme, some definite pattern of assistance should be worked out in consultation with the UNICEF.

The Committee also suggest that it may be ensured that there is no delay in the receipt of equipment and supplies so that the expansion of the programme does not suffer.

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The Committee are of the opinion that some measure of flexibility should be allowed to the States in the utilisation of UNICEF assistance so



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that programmes of work for blocks could be drawn according to local requirements.

The Committee feel that while selecting Yuvak and Mahila Mandals for assistance, their past performances should also be kept in view and even after selection, a close and constant watch should be kept over their activities as also the maintenance of proper accounts, muster rolls, etc.

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The Committee feel that the funds for Applied Nutrition Programme to be channelled through the Block agencies should be provided in the Block budget, according to a schematic pattern as has been done for the Community Development Programme.

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The Committee note that while at the State level coordination in regard to the implementation of the Applied Nutrition Programme is more or less well-achieved through the Coordination Committees set up, such coordination is lacking at the District level. The Committee would stress the need for setting up of District level Coordination Committees in such of the States where they have not been set up so far. It is also imperative that these Committees should meet regularly if the programme is to show the desired results. It is also necessary to activate the Primary Health Centres which have a crucial role to play, both for formulating and implementing the technical content of the programme.

The Committee are glad to note that Panchayats have played a very useful role in carrying out the programme in Madras. The Committee hope that they would also play an increasingly useful role in other States. The Committee would suggest that before entrusting a particular job relating to Applied Nutrition Programme to women and youth mandals, it should be ensured that they have the necessary determination and the spirit of service so that the resources are put to proper use. It should also be ensured that they are fully equipped to do that job administratively, financially and technically.

The Committee are distressed to note that many of the feeding centres in U.P. had to be

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closed down, one of the reasons advanced being inability of the Mahila Samitis to maintain proper accounts. The Committee hope that proper guidance would be provided to the Mahila Samitis so that they may discharge their responsibility satisfactorily. The Committee suggest that the Mukhya Sevikas and the Gram Sevikas should guide and assist the Mahila Mandals in regard to study of nutrition, distribution of food, maintenance of accounts and records, evolution and preparation of proper menus, proper cooking method, etc. They suggest that provision should be made in the Fourth Plan for introducing mobile units in the States for demonstrations on the value of nutritious and balanced diet.

The Committee further suggest that the State Governments may be advised to take remedial steps in the light of the suggestions made by the Programme Evaluation Organisation in their Report on Current Evaluation of the Applied Nutrition Programme. 1964-65.

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The Committee suggest that as measures towards self-sufficiency, the Government may examine the feasibility of utilising the Panchayat Organisation for the development of orchards, horticulture, pisciculture, poultry etc. on conventional or cooperative lines, and also of utilising the cooperation of educational institutions to develop orchards and horticulture within their compounds, so that at least the mid-day meal scheme may be implemented to some extent on a self-supporting basis.

The Committee further suggest that the co-operation of the Yuvak and Mahila Mandals, as also of some progressive farmers should be sought to boost up the programme of developing orchards, poultry and animal husbandry as complement to normal agriculture.

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The Committee consider that school garden programme is not only a production programme but also an important educational programme. The Government should therefore, encourage school gardens in as many schools as possible by providing necessary good fruit plants, seeds, facilities for sinking tubewells, etc. The stipulation

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regarding the minimum size of land for the garden should be made more flexible and assistance under the programme extended to smaller-sized gardens also.

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The Committee are of the view that as far as possible, the schemes which involve higher type of technical know-how should not be selected under Rural Works programme and wherever such a scheme is chosen in any area, it should be integrated with similar schemes under regular programme.

The Committee feel that since the ultimate object of Rural Works programme is to provide for the maximum utilisation of the rural man-power, the schemes selected under it should be labour-intensive, with high employment generation and low material and machine contents.

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The Committee are of the opinion that the system of releasing funds in instalments and the lack of clear indication or assurance about the continuity and extension of sanctions are bound to affect the smooth execution of works under the Programme. The Committee further feel that the best arrangement for release of funds by the State Governments would be to intimate the entire allocation at the beginning of the financial year and to authorise the executing authorities to incur the expenditure within the amount of allocation from their general funds.

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The Committee feel that Government should ensure that identification of the areas for the implementation of the Rural Works Programme in the Fourth Plan is made strictly according to the prescribed indicators for the purpose so that only the areas where un-employment and under-employment position is acute are actually selected and the real aim of the rural works programme is achieved.

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The Committee note from the statement furnished by the Ministry that in certain States the minimum wage under rural man-power programme is even less than Re. 1.00. They feel that the wage should not be less than Re. 1.00 per day

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and suggest that each State should be asked to examine this question in the light of all relevant factors and determine at what amount the minimum wage should be fixed in the State.

They further urge that the provision of the minimum wages should be undertaken at regular intervals as is required under the Minimum Wages Act, 1948.

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The Committee are unhappy to note that while the programme as a whole was estimated to involve a total outlay of Rs. 150 crores and capable of providing employment to 2.5 million persons by the end of the Third Plan period, the total amount provided for the programme over the Third Plan period would only be Rs. 18 crores approximately and the impact of the programme on rural unemployment situation is stated to be only peripheral. The Committee hope that in view of the serious problem of rural unemployment, the programme will be given the due and declared importance in future plans.

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The Committee note with distress that the percentage of employment generated to expenditure incurred has fallen in most of the States and in some the fall has been rather considerable. They would urge that the detailed studies proposed to be conducted should be taken up as early as possible and the factors responsible for such fall, be identified.

The Committee understand that no attempt has been made for a systematic employment planning over a period either in terms of population or area. They feel that unless such a plan is drawn up, the variations in employment generated from year to year may be difficult to avoid.

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The Committee appreciate the importance of the skill-formation programme as it will enable a proportion of rural workers to move out from agriculture to other sectors of employment and improve their scope of employability. They would therefore emphasise that the necessary arrangement—including the provision of funds for the implementation of the programme should

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		<p>be made at an early date. The Committee would further, like to stress that the programme should be drawn up in such a way that it helps in retaining the trained skilled youngmen, as far as possible, in the rural areas and does not result in their large scale migration to urban areas.</p>
29	86	<p>The Committee suggest that the Central Government may from now onwards co-ordinate with the State Governments in order to work out the details of the actual works programme that will be implemented during the Fourth Plan period in the selected blocks.</p>
30	87	<p>The Committee are of the opinion that the execution of Rural Manpower Works may be entrusted to Panchayati Raj institutions on the basis of their past performance. Wherever the institutions have not taken deep roots, the work may be entrusted to them only after providing them with adequate personnel and technical support so that the projects may not suffer.</p> <p>The Committee, in this connection, would like to state that the subject of Rural Works Programme was examined by them in detail during 1963-64 and they made a number of recommendations in their 55th Report, presented in April, 1964. The Committee hope that Government would take due notice of the recommendations made in that Report and implement them as early as possible.</p>
31	89	<p>The Committee feel that since Local Development Works Programme is now confined to only drinking water wells, the programme needs to be redesignated in conformity with scope of its working.</p>
32	93	<p>The Committee feel that the procedure adopted to States, which have shown satisfactory results and of reducing the allocations of those States which have not come up to the level of expenditure expected of them, is not conducive to the progress of Local Development Works inasmuch as it is ultimately the poor villager who suffers in the process due to lapses on the part of the</p>

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defaulting State. The Committee feel that the question of non-utilisation of the allocations by the defaulting States should be taken up with them.

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It is one of the primary functions of a Welfare State to take adequate steps against the outbreak of preventable epidemics—cholera being one such disease. As cholera is a water-borne disease, the Committee feel that adequate provision of drinking water in the cholera-endemic areas is of prime importance. The Committee suggest that the programme of drinking water in such areas, should, therefore, be pursued vigorously.

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From the information furnished [para 94 of the report] the Committee note that 4,02,200 new drinking water wells have been constructed and 5,26,800 old drinking water wells have been renovated during the three Five Year Plan periods. The Committee, however, regret to note that still 22 per cent of the villages which have been surveyed, are without any hygienic drinking water supply and 30 per cent of the total number of villages surveyed have inadequate drinking water supply. The Committee also note that about 30 per cent of the hamlets which are part or Mohallas of big villages have either no supply or inadequate supply of hygienic drinking water. As the supply of drinking water is of utmost importance not only for men but also for cattle, the Committee feel that the programme of providing drinking water in rural areas should have been conducted with an intensive drive and energy. The Committee feel distressed that even in such a vital matter, the Government have failed to enthuse the States so as to utilise the amounts sanctioned for this purpose.

The Committee suggest that the desirability of spending available funds on wells to be put up in scarcity areas instead of diffusing it over all areas may be examined.

The Committee urge that the programme of providing drinking water facilities in the scarcity areas in the light of the survey that is already in operation should be taken up on an urgent basis so that this basic necessity of human life

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becomes available expeditiously at least in the villages where wells can be sunk.

The Committee are given to understand that while conducting the survey, the Ministry took into account the fact that wells would be provided in villages with at least a minimum population of 100. The Committee feel that this limit of 100 persons in a village may mean great hardship to a fairly large number of people, particularly in backward areas and difficult terrain, where the population is sparse. The Committee think that lower density of population in certain areas is often due to lack of adequate supply of water. The Committee therefore suggest that the question of providing drinking water well in a village irrespective of the fact whether it has a population of 100 or not, may be examined and some relaxation may be made in respect of deserving cases. The Committee further suggest that wells may be sunk at some central place in the village so that it is within the easy reach of the majority of the beneficiaries.

In view of the fact that discrimination is sometimes made in the use of the wells against scheduled castes and scheduled tribes people, the Committee suggest that strict instructions should be issued that all communities be allowed to use the water from the wells sunk in the villages, and digging of wells exclusively for the use of particular castes should be completely discouraged. It should also be ensured by all State Governments that the provisions of the Untouchability Offences Act, 1955 are vigorously enforced in this regard.

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The Committee regret to note that while the Third Plan Report emphasised that along with the districts, the block should serve as a unit of planning and development and that proposals for the Third Plan should be drawn up by the States on the basis of district and block plans, no positive step was taken by Government in this regard. With the present stage of progress in conducting the preliminary techno-economic survey for formulating comprehensive integrated district plans, it is doubtful if the benefits of the results could be of any use in the formulation of the next Plan. The Committee also note that there has been much delay in the completion of the survey and that the suggested village

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schedule was forwarded to the State Governments as late as 26th September, 1965. The Committee would stress the need for the early completion of the survey in the selected districts so that the planning techniques evolved in the pilot districts could be extended to other districts for adoption.

The Committee feel that the training centres of the Department of Community Development functioning in the States can play a significant role in the preparation of comprehensive district plans. They can assist in carrying out of surveys and evaluation studies in the mapping of trends of social change and in the identification of factors which influence economic growth. The Committee, therefore, suggest that the feasibility of involving training centres in the preparation of district plans may be examined. The Committee also suggest that an attempt should be made to train local leaders in the concept and techniques of local planning so that they could render effective help in the formulation of area level plans.

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The Committee are unhappy to note that Government launched an ambitious scheme of Village Volunteer Force and Defence Labour Bank without ensuring the necessary motivating force to sustain it after the emergency recedes to the background. The Committee are inclined to agree with the observation of the National Institute of Community Development in their Study on Village Volunteer Force and Defence Labour Bank that special efforts have to be made to fight apathy and inertia on the part of the village people and that there is need for constant watch against the danger or ritualisation of the scheme.

The Committee further note that the State Ministers of Community Development and Panchayati Raj have not been able to accept the recommendation of the Committee on Co-ordination of Village Volunteer Force and Defence Labour Bank Programme (1963) of giving matching grant by way of financial assistance to Panchayats, where at least 25 per cent of the able-bodied adults of the village become members of the Village Volunteer Force by



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donating a minimum of twelve days free labour per annum. Thus the Committee feel that the scheme has little prospect of being implemented without any financial incentive, the scheme is likely to degenerate into something like a system of 'begar'.

The Committee are also unhappy to note that only 21 per cent of the labour donated has been utilised. The Committee note with apprehension that the donated labour has in some cases gone to the benefit of affluent villagers and not for the creation of community assets.

Hence, from the point of its performance so long and from the point of view of the lack of enthusiasm of the State Governments, the Committee feel that the Government should make a thorough review of the scheme to decide whether to continue the scheme and, if so, to make it more realistic and effective.

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The Committee feel that the Dalpatis should be elected by the volunteers themselves as was contemplated in the original scheme. This will instil some confidence in the volunteers besides leaving little scope for exploitation of labour of the volunteers in the name of the Village Volunteer Force.

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The Committee are distressed to note that there has been a wide gap between the number of the seats allotted and actually utilised in various Training Courses during the last three years. As non-utilisation of the training capacity constitutes a national loss, the Committee would recommend that the suggestions made by the Regional Workshops as well as the Annual Conference on Community Development should be actively pursued with the State Governments and necessary steps taken to bridge the gap between the intake capacity and the actual admissions. In this connection, the Committee would suggest that Government may examine whether it would not be desirable to have a uniform scale of stipends in all the States. The Committee also recommend that the Government may critically review the training schemes so as to make them more useful to the trainees in the discharge of their duties.

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39      111      The Committee would stress the need for periodical revision of the syllabi for the different courses to suit changing circumstances. They would suggest that, as far as possible, there should be a uniform pattern of courses for the training of Social Education Organisers in as much as the functions of this class of functionary are not expected to differ from State to State.

The Committee feel that syllabus of any training course should be so framed as to suit the persons and purposes.

40      112      While appreciating the need for giving due weightage to agriculture in the training programmes of the various Training Centres in the context of the pressing need for augmenting agricultural production, the Committee cannot overemphasise the imperative necessity of developing the community sense which is the basic objective of the Community Development Programme. The Committee hope that the syllabus Committee will keep this in view and make suitable modifications in the courses of study.

41      113      The Committee note that the duration of training for certain Orientation courses has been curtailed keeping in view the backlog of persons still to be trained. The Committee hope that consequent on the curtailment of the training period there will not be scaling down of the standard and content of training. The Committee also hope that a comprehensive review of the training programme will be made at an early date and pending such a review, it will be ensured that the sources are made intensive so as to cover all the items within the condensed period.

42      114      The Committee feel that the whole scheme of training of rural artisans is somewhat unrealistic inasmuch as no survey has been conducted to assess the requirements of the skills of the trained artisans for industrial development programmes. The scheme has also not been evaluated. The Committee suggest that early steps should be taken to do the needful. The

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Committee consider that this is essential even for the continuation of the scheme—not to speak of its further expansion.

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The Committee suggest that the feasibility of imparting training in the Integrated Industries Training Centres to such of the Extension Officers as were trained in the old pattern may be examined.

The Committee note that the number of 3,601 Extension Officers (Industries) to be trained by the end of the Third Plan period falls short of the target of 5,400. The Committee suggest that efforts should be made for intensive utilisation of the existing capacities. If necessary, the intake capacity of the existing centres may also be augmented.

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The Committee are unhappy at the considerable shortfall in regard to the training of associate women workers and are not convinced with the argument that national emergency had an adverse effect on the programme. The Committee feel that the emergency should have provided an impetus for the acceleration of the programme. In fact the need to train youth workers and leaders for guiding and stimulating youth organisations was never so great as during the days immediately following the declaration of emergency. The Committee recommend that a proper evaluation of the training imparted to youth and associate women workers should be made without delay by Programme Evaluation Organisation.

It may also be examined whether this training can be given by peripatetic groups of trainers so as to obviate the necessity of keeping the trainees away from their families for a long period and also to avoid the expenditure which the State Governments have to bear on account of their messing charges. They further feel that the scheme should be reviewed in the light of the suggestions to be made by the Programme Evaluation Organisation.

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45	117	The Committee are not able to appreciate the utility of the training imparted to non-officials as it is doubtful if they engage themselves in Community Development work after training. The Committee suggest that an independent appraisal about the utility of the training imparted to all categories of non-officials, including Members of Legislatures, may be made.
46	118	In view of the fact that Village Level Worker has to organise agricultural extension and supplies and help the Village panchayats and cooperatives to draw up and implement the agricultural production plans, the Committee feel that there is a vital need for intensifying his training. The Committee suggest that, in the context of the present need for increasing agricultural production, it may be examined whether the existing arrangements for giving higher training to the Village Level Workers are adequate.
47	119	The Committee commend for early implementation the High Level Team's recommendation as it is based on the consideration of inter-institutional facilities, library service, staff requirements etc. with which no training centre is completely equipped.
48	120	The Committee consider that given the co-operation of the State Governments and other organisations, it should be possible for the Government to give a practical shape to the recommendation made by the High Level Team on Training.
49	124	While the Committee appreciate the steps taken by the Ministry for review of work done at the various training centres, they feel that it would be desirable to have an independent critical evaluation of the training schemes which are in operation. They suggest that a full and thorough evaluation may be made by a team of eminent educationists and social workers so that the training schemes may be reorganised to make them more helpful to the objectives of the Community Development Programme. The Committee also suggest that the question of location or

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opening of new training institutions and also the continuance of the existing training centres may also be examined by the team suggested above.

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The Committee note that the main objectives of the National Institute are to provide high level orientation in the philosophy and methods of Community Development and Panchayati Raj to key officials and non-officials and to promote a programme of study and research focussed on planned change through Community Development. They, however, regret to note that between 1963 and 1965 (upto 31-8-1965) only 310 officials and 99 non-officials have been trained in Orientation Courses for Key Personnel. The Committee are also unhappy to learn that utilisation in respect of the Instructors Course in the Instruction Wing of the National Institute of Community Development is only 60 per cent.

The Committee cannot over-emphasise the importance of full utilisation of the intake capacity in order that the Institute, which has been set up at considerable cost, is able to function usefully.

The Committee note that in pursuance of its objectives, the Institute has been maintaining liaison with universities and other training centres in regard to their research activities, and also undertaking research programmes of their own after getting the clearance from the Research Sub-Committee. While the Committee commend the efforts made to involve the universities in the study and research on Community Development, they are unhappy at the meagre contribution of the universities in this direction. The Institute has sponsored research studies only in eight universities. Out of the nine project reports published so far, seven are from the National Institute of Community Development and the remaining two are from the Indian Institute of Public Opinion. No project report received from the universities has been published so far. The Committee hope that the Sub-Committee of the National Council of Study and Research in Community Development will make concerted efforts to see that a larger number of projects are entrusted to the universities, who

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should be provided with necessary facilities for conducting research on the subjects entrusted to them.

The Committee note that the subject of Community Development has been included in the curricula of only 21 universities. The Committee would urge that the University Grants Commission/Inter-University Board may make an assessment as to how far the inclusion of the subject of Community Development in the curricula of the 21 universities has benefited the students in their study of the socio-economic conditions of the country. The question of inclusion of the subject of Community Development in the curricula of the remaining universities may be considered in the light of the above assessment and also in the light of the present shift of emphasis mainly on agricultural production. The Committee feel that consequent on the almost exclusive attention paid to agriculture and change in the complexion of the Community Development programme as a result thereof and the need for reducing non-Plan and non-development expenditure, there is an urgent need for subjecting training and research programmes of the National Institute of Community Development to evaluation by an independent team. The Committee also suggest that the question of continuance or modification of the existing research and training programmes in order to make them more purposeful and realistic may also be examined by the independent evaluation team suggested above.

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The Committee feel that the National Institute of Community Development have failed in attracting suitable research scholars from universities and other research institutions. The Committee hope that the Institute will investigate the reasons for lack of response and take suitable remedial measures.

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The Committee note that since the inception of the scheme in 1958 the Ministry have produced and distributed 166 books for neo-literates. They also note that there has been a continuous drop in production since 1963-64. The Committee consider the performance highly unsatisfactory and feel that in the context of the present shortage of food and the need to step up agricultural

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production there is a greater need to accelerate the production of agricultural literature in non-technical language not only for the use of grass-root workers but also for progressive villagers who should in fact, be encouraged by the Block Staff in reading such literature.

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The Committee regret to note that during the last 8 years, since the introduction of the scheme, the Ministry have not been able to utilise more than 25 per cent of the budgeted amounts and that there have been heavy shortfalls to the tune of 91 per cent and 87.6 per cent in the utilisation of funds for basic and cultural literature for neo-literates during 1964-65 and 1965-66 respectively. The Committee are distressed that in spite of repeated failures in utilisation of the budgeted amount year after year, the Ministry did not try to make any realistic assessment of its capacities to spend on its actual needs.

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The Committee note that there has been a wide variation in the Budget estimates for the scheme of "Bhoodan and Gramdan Literature" during the last four years. They also note that there has been a shortfall in utilisation of funds to the extent of 56 per cent during the year 1964-65. The Committee would urge that budget estimates should be framed more realistically and shortfalls in expenditure avoided as far as possible.

The Committee feel that the Scheme of "Bhoodan and Gramdan Literature" concerns more appropriately the Sarva Seva Sangh or other similar organisation. They suggest that, the question of continuance of the Scheme, as an integral part of the Community Development Programme, should be re-examined by the Government. In case it is considered desirable to continue the Scheme, the Committee hope that effective liaison will be kept with the organisations concerned with Bhoodan and Gramdan for the formulation and implementation of the Scheme.

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The Committee are doubtful about the utility of the scheme of Photographic Competitions for Community Development work and suggest that the question of continuance of the scheme may be re-examined.

The Committee note that the Ministry has been holding Seminars on current problems relating to Community Development and Panchayati Raj. But they are not sure that the recommendations emerging from the Seminars are being properly utilised. The Committee hope that Government will take steps for utilising the same for formulating the revised/future lines of action on various problems connected with the Community Development Programme.

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The Committee commend the schemes of prize competition for village level workers and villages as these provide much needed incentives to the workers and villages to strive for better performance. They would suggest that in addition to the certificate a token prize either in cash or in kind should be awarded to the best village level worker at the district level also. The Committee also suggest that the prizes for the best village should preferably be in the form of community facility created/improved.

The Committee hope that the Ministry will persuade the remaining states and Union Territory Governments to adopt the procedure followed by the Andhra Pradesh, Assam, Gujarat, Bihar, Madras, Madhya Pradesh, Maharashtra, Mysore, Rajasthan and U.P. States in regard to maintenance of Community Assets.

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The Committee are not convinced with the argument advanced by the Ministry that evaluation studies should be conducted by experts on the subject matters concerned. The Committee feel that evaluation studies could also be undertaken by men possessing practical experience of field conditions. The Committee suggest that besides selective evaluation studies, Government should conduct a comprehensive survey of the impact of Community Development Programme once in five years, preferably synchronising with the Plan period.

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The Committee consider that the information contained in the brochure on 'Highlights of the Programme' is very informative and helpful in assessing the progress of the programme as a whole. They suggest that the publication of the



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		brochure should be continued irrespective of the fact that information may be available in several publications. The Committee feel that the brochure should be at least once in a year publication instead of half-yearly as at present.	
61	151	The Committee suggest that the various returns and reports prescribed by the Central Government may be reviewed. The procedure for collection and compilation of the data may also be streamlined so that delays at all levels are avoided.	

## APPENDIX XVII

### *Analysis of Recommendations in the Report*

#### I. CLASSIFICATIONS OF RECOMMENDATIONS:—

A. Recommendations for improving organization and Working:—

Serial Nos. 1, 4, 12, 13, 14, 19, 20, 41, 49, 61.

B. Recommendations for effecting Economy:—

Serial Nos. 10, 14, 19.

#### II. ANALYSIS OF MORE IMPORTANT RECOMMENDATIONS DIRECTED TOWARDS ECONOMY:

S. No	S. No. as per Summary of Recommendations (Appendix XVI)	Particulars
1	2	3
1	10	The Committee feel unhappy that many surplus posts were created and filled up in the Department of Community Development. They think that there is yet scope for further reduction in the staff. Now that the Ministry of Community Development and Cooperation has been amalgamated with the Ministry of Food and Agriculture, the Committee recommend that a review of the staff position of the composite Ministry should be undertaken with a view to locating surplus staff and also avoiding duplication and overlapping of work.
2	14	The Committee feel that the problem of coordination is particularly important at the District level as it is here that the formative stages of planning and execution of the Programme have to be gone into. The Committee suggest that the appropriate authorities at the District level should play a more active and realistic part in the co-ordination of the activities of various development Departments so far as the programme of Community Development is concerned. The Block Development Officers should also maintain effective liaison with other officers of the Block on the one hand and the Panchayat Samitis on the other.

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3	19	<p>The Committee note that while at the State level coordination in regard to the implementation of the Applied Nutrition Programme is more or less well-achieved through the Coordination Committees set up, such coordination is lacking at the District level. The Committee would stress the need for setting up of District level Coordination Committees in such of the States where they have not been set up so far. It is also imperative that these Committees should meet regularly if the programme is to show the desired results. It is also necessary to activate the Primary Health Centres which have a crucial role to play, both for formulating and implementing the technical content of the programme.</p> <p>The Committee are glad to note that Panchayats have played a very useful role in carrying out the programme in Madras. The Committee hope that they would also play an increasingly useful role in other States. The Committee would suggest that before entrusting a particular job relating to Applied Nutrition Programme to women and youth mandals, it should be ensured that they have necessary determination and the spirit of service so that the resources are put to proper use. It should also be ensured that they are fully equipped to do that job administratively, financially and technically.</p> <p>The Committee are distressed to note that many of the feeding centres in U.P. had to be closed down, one of the reasons advanced being inability of the Mahila Samitis to maintain proper accounts. The Committee hope that proper guidance would be provided to the Mahila Samitis so that they may discharge their responsibility satisfactorily. The Committee suggest that the Mukhya Sevikas and the Gram Sevaks should guide and assist the Mahila Mandals in regard to study of nutrition, distribution of food, maintenance of accounts and records, evolution and preparation of proper menus, proper cooking method, etc. They suggest that provision should be made in the Fourth Plan for introducing mobile units in the States for demonstrations on the value of nutritious and balanced diet.</p> <p>The Committee further suggest that the State Governments may be advised to take remedial steps in the light of the suggestions made by the Programme Evaluation Organisation in their Report on Current Evaluation of the Applied Nutrition Programme, 1964-65.</p>

