

**ESTIMATES COMMITTEE  
(1959-60)**

**SEVENTY-FIFTH REPORT**

(SECOND LOK SABHA)

**MINISTRY OF COMMUNITY DEVELOPMENT**

Action taken by Government on the recommendations contained  
in the Forty-fifth Report of the Estimates Committee  
(First Lok Sabha) — C. P. A. Part IV.



**LOK SABHA SECRETARIAT  
NEW DELHI**

*March, 1960*

*Chaitra, 1882 (Saka)*

*Price : Re. 0.95 nP.*

## CORRIGENDA

to

SEVENTY-FIFTH REPORT OF THE ESTIMATES COMMITTEE ON ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE FORTY-FIFTH REPORT (FIRST LOK SABHA) OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF COMMUNITY DEVELOPMENT - CPA PART IV.

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- Page 4, Col. 3, line 2 from bottom, read 'enrolled' for 'rolled'
- Page 4, Col. 4, line 2, read 'Governments' for 'Government'
- Page 5, Col. 4, line 1, read, 'Quarterly' for 'Quaarterly'
- Page 6, Col. 3, line 3 from bottom, read 'Co-operative' for 'Cotoperative'
- Page 6, Col. 4, line 10, read '14/26-8-1958' for '14-26- 8-1958'
- Page 8, Col. 4, line 11, read 'notice' for 'rotice'
- Page 10, Col. 4, line 3, read 'been' for 'beer'
- Page 29, Col. 3, line 8, read 'campaigns' for 'compaigns'
- Page 29, Col. 4, line 4, read 'small' for 'samll'
- Page 42, Col. 4, line 8, read 'above' for 'iabove'
- Page 42, Col. 4, line 9, read 'import' for 'mport'
- Page 42, Col. 4, line 9 from bottom, read 'that' for 'tht'
- Page 42, Col. 4, lines 8-9 from bottom, read 'purchase' for 'puar-chase'
- Page 43, Col. 4, line 7 from bottom, read '26(8)2(iv)/57-PC' for '26(8)2(iv)/5 C'.

P. T. O.

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1959-60

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## SECRETARIAT

Shri H. N. Trivedi—*Deputy Secretary.*

Shri K. Ranganadham—*Under Secretary.*

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\*Elected w. e. f. 19th December 1959, *Vice* Shri Mathura Das Mathur resigned.

## INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Seventy-fifth Report of the Estimates Committee of the Second Lok Sabha on the Action taken by Government on the recommendations contained in the Forty-fifth Report of the Estimates Committee (First Lok Sabha) on the Ministry of Community Development —C.P.A. Part IV.

2. The Forty-fifth Report of the Estimates Committee (First Lok Sabha) was presented to Lok Sabha on the 19th March, 1957. The Government furnished their comments on the recommendations contained in this Report on the 10th September, 1957, except to the one recommendation relating to the Programme Evaluation Organisation (Planning Commission). As the replies in many cases were incomplete, the Ministry was asked to furnish more detailed and fuller replies. Thereupon, the Ministry furnished further comments to some recommendations on the 14th/26th August, 1958, and the Programme Evaluation Organisation (Planning Commission) on the 24th September, 1958. In addition, the Ministry furnished the latest position in respect of some recommendations on the 4th/6th February, 1959. The Study Group 'F' of the Estimates Committee examined the replies on the 1st September, 1959. Further particulars required by the Study Group on certain points were received from the Ministry on the 9th and 27th November and 26th December, 1959 and examined by the Study Group on the 30th January, 1960.

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

I. Report

II. Recommendations that have been accepted by the Government.

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

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

4. Analysis of the action taken by Government on the recommendations contained in the Forty-fifth Report of the Estimates Committee (First Lok Sabha) is given in Appendix IV. It would be observed therefrom that out of 47 recommendations made in the Report, 39 recommendations, *i.e.* 83 per cent of the recommendations have been fully accepted by Government, while 3 recommendations, *i.e.* 6·4 per cent have been accepted partly or with modifications. Of the rest, reply in respect of 1 recommendation *i.e.* 2·1 per cent has been accepted by the Committee while those in respect of 4 recommendations, *i.e.* 8·5 per cent have not been accepted by the Committee.

5. The Estimates Committee in Chapter I of their Sixty-third Report (Second Lok Sabha) stated that the Committee did not feel satisfied with the reply given by the Ministry to their recommendation contained in paragraph 103 of their Thirty-eighth Report (First Lok Sabha) on the Ministry of Community Development—C.P.A. Part I. The Ministry of Community Development and Co-operation in their letter dated the 29th December, 1959 have now furnished further information on the action taken by them in the matter, which is reproduced as Appendix III.

NEW DELHI,

H. C. DASAPPA,

*The* April, 7 1960.  
*Chaitra 18, 1882(s)*

*Chairman,*  
*Estimates Committee.*

## CHAPTER I

### REPORT

The Estimates Committee, in paragraph 43 of their Forty-fifth Report (First Lok Sabha) observed that in the Second Plan period the Ministry of Communications aimed at providing a post office to each group of villages within a radius of 4 miles and having a population of 2,000. In addition, post offices were to be provided at the Headquarters of all Community Development and NES Blocks. The Committee, therefore, recommended that the Ministry of Community Development should see that full advantage was taken of the development plan of the Ministry of Communications in providing post offices and other communication facilities in the villages in Community Development and NES Blocks. They further stated that at the Headquarters of a Block, facilities should invariably be provided for depositing money and its withdrawal.

The Ministry in September, 1957 replied that the matter had already been taken up with the Ministry of Communications to provide P & T facilities at all block headquarters and the facilities were being provided. Again in August, 1958, they further informed that the Directorate General of Posts and Telegraphs had been requested to provide postal facilities at all the Block Headquarters. They added that nearly 93% of the Block headquarters had postal facilities and 80% telegraph facilities and that efforts were being made to have a complete coverage. When further asked to furnish the reply regarding the facilities to be provided at the Headquarters of the Blocks for depositing money and its withdrawal, the Ministry stated that at that moment more than 95% of the existing Block headquarters were provided with postal facilities and that the postal facilities would be provided at all the block headquarters. *The Committee do not consider the reply as satisfactory as specific information in respect of provision of Savings Bank facilities at the Block Headquarters sought for has not been supplied even after replying thrice. They are of the view that greater care and attention should be given while furnishing information to the Committee.*

2. In paragraph 74 of their Forty-fifth Report (First Lok Sabha) the Estimates Committee desired that in the Community Development areas a rough assessment should be made of the extent of unemployment and under-employment in each village or in each Village Level Workers' circle so that in the light of the results of the survey the problem might be tackled in a planned way by fitting them in the programme of cottage industries and village craft in each Block.

In reply, the Ministry stated that the information regarding the employed and unemployed had been called for in the Basic Block Survey Reports. When asked to state whether the information called for in the Basic Block Survey Reports had been reviewed and what action had been taken thereon, the Ministry replied that with the expansion of the Programme, the Ministry had discontinued calling for the Basic Block Survey Reports. They added that the Block Reports were, however, prepared and maintained at the Block

and State level and that the position regarding preparation of these reports had considerably improved as almost all Progress Assistants were appointed in the different States by 31-3-59. *The Committee feel that this matter has not been dealt with systematically. As it is not clear from the further reply furnished by the Ministry whether the information was being compiled in Block Reports and whether attempts were being made in a planned manner to fit in persons in the programme of cottage industries and village crafts, the Committee reiterate the original recommendation and hope that early action will be taken in the matter.*

3. The Ministry has furnished additional information at the stage of factual verification in respect of recommendations Nos. 7, 8, 16 and 22 as given in foot-notes in Chapter IV and of recommendation No. 4 in Chapter III etc. No reasons for not furnishing the information earlier have been stated.



CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

| S. No. (as in App. IX to Report) | Reference to para. No. of the Report | Summary of recommendations/Conclusions | Government's reply |
|----------------------------------|--------------------------------------|--|--------------------|
|----------------------------------|--------------------------------------|--|--------------------|

|   |   |   |   |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
|---|---|---|---|

1      20 & 21      The Committee would like to point out that unless co-operative marketing is developed rapidly the efforts for improving the village industries will prove to be abortive.

Co-operative marketing of village industries products was considered by the Seminar of Village and Small Scale Industries held at Rajgir in February, 1957. The recommendations of the Seminar as also this recommendation have been brought to the notice of the State Governments for implementation.

*[Ministry of C.D. O.M. No. 26(8)/2 (iv)/57-PC, dated the 10-9-57].*

2 25 & 25 (i) The Committee note that the progress so far made in the development of co-operative organisations in the Project and N.E.S. areas has been uneven. The Committee, therefore, recommend that for the organisation of the Co-operative Societies the Ministry should:

(a) Lay down a definite minimum programme to be followed uniformly in all the blocks on the lines recommended by the State Co-operative Ministers' Conference and the Rural Credit Survey Committee, emphasising that the co-operatives as far as possible should be evolved out of the felt needs of the people themselves and should be able to stand on their own feet without too much of official patronage.

(b) Make necessary arrangements for the collection of data in respect of the following to assess the progress in the blocks as recommended by Fifth Development Commissioners' Conference held in May, 1956.

- (1) Number of new co-operative societies started;  
 (2) Number of new members rolled in new and existing co-operative societies;

The recommendation has been brought to the notice of the State Government for implementation.

A minimum programme for co-operation as laid down in the Sixth Development Co-missioners' Conference was communicated to the State Governments.

Information is being received at present, but with effect from 30-9-57, information will be collected in regard to (i) Total No. of co-operatives functioning and (ii) Total membership of co-operatives.

- (3) Amount of share capitalised from members;
  - (4) Names, quantity and value of agricultural commodities marketed through primary marketing societies; and
  - (5) Number of godowns constructed by co-operative societies.
- (c) Further information should also be collected in respect of the societies existing in the block areas prior to the start of Community Development Programme to facilitate comparison.

These have been included in the revised Quarterly Progress Report proforma sent to the State Governments with this Ministry's letter No. 16 (15)/57-PP dated 17-6-57.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-57].

Andhra Pradesh, Bihar, Kerala, Madhya Pradesh, Himachal Pradesh, Delhi, Tripura, Pondicherry, Andaman and Nicobar States Administration have agreed to implement these recommendations while Assam, Bombay, Uttar Pradesh and Manipur have accepted partially. Assam State is of the opinion that the enrolment must be voluntary and as such it is difficult to fix target of 50% or 75% of the families for inclusion in the Co-operatives.

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

- 3      25 (ii) (b)      The Committee recommend that a programme of co-operative education on the lines of that launched in Etawah Pilot Project U.P. should be chalked out for other Blocks also specially emphasising the need to transform the outlook of the people so that they do not indulge

The recommendation has been brought to the notice of the State Government for implementation.

3 25(ii)(b)

in any wasteful or extravagant expenditure on social and religious ceremonies and to inculcate the habit of thrift by popularising the National Savings Certificates Scheme in the Block areas.

[Ministry of C.D. O.M. No. 26(8)/2(w)/57, PC, dated the 10-9-57.]

Copies of 'Co-operative Member Education—A Pilot Project' published by the Director, Planning, Research and Action Institute, U.P. have been supplied to the State Governments to enable them to chalk out programme on lines similar to Etawah Pilot Project.

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

(Further information called for by the Committee.)

Please intimate (i) the latest position in the matter viz. whether the State Governments have adopted and prepared their programmes on the lines similar to Etawah Pilot Project and (ii) supply 10 copies of the publication entitled "Co-operative Member Education—A Pilot Project" for use of Members of the Committee.

(L. S. Sectt. O.M. No. 79-ECII/59 dated 17-9-59)

The importance of Co-operative Education of the members of the Co-operative Societies has been impressed upon State Governments. A scheme under the auspices of the All India Co-operative Union is being executed by the State Co-operative Unions in all the States. Starting work in six districts in 1956-57, 137 districts have the scheme operating in 1958-59 and a

total of 1,45,253 persons of various categories have received this education as under :

| Category                             | No. of persons trained upto June, 1959 |
|--------------------------------------|--|
| Office-bearers . . . . .             | 4,159                                  |
| Managing Committee Members . . . . . | 18,202                                 |
| Members & Prospective Members        | 1,22,892                               |
|                                      | 1,45,253                               |

\*Seven copies of the new Scheme are forwarded herewith.

[*Ministry of C.D. & Co-operation O.M. No. 11(7)/59-CDN, dated the 27-11-59.*]

5      25(iv)      The Committee feel that a large portion of time of the V.L.Ws. is spent in the distribution of seeds and fertilisers with the result that they are left with comparatively less time for performing their important duties and functions. This work should be brought within the purview of the co-operative organisations relieving the V.L.Ws. to do the job for which they are meant.

The recommendation has been brought to the notice of the State Governments for implementation. This is one of the items of study referred to the Committee on Plan Projects. [*Ministry of C.D. O.M. No., 26(8)/2(iv)/57-PC, dated the 10-9-57*]

As a result of discussions held with State representative in connection with annual plans for 1958-59, it has been ascertained that about 80 to 90% of the time of V.L.Ws. is now being given to the work of agricultural production. Distribution of seeds and fertilisers has been taken away from them and is being gradually

and progressively passed on to the co-operatives.

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

6 25(v)

The Committee note with satisfaction that the great need for having co-operative societies for processing, marketing and supplies with adequate facilities for godowns and warehouses, has been taken due notice of by the Ministry of Food & Agriculture and a Central Co-operative Development and Warehousing Board has been set up to promote a speedy development of co-operatives with due regard to marketing, warehousing and purchase facilities under the Second Five Year Plan. With the encouragement of cottage industries and village crafts the necessity of marketing and purchase facilities will be great in the villages, and necessary arrangements should, therefore, be made through cooperative organisations to see that the cottage industries do not suffer for want of these facilities now as they have suffered in the past. The object of having a minimum of five large size multipurpose societies for each Block of 100 villages should be fulfilled in all the Blocks. The ultimate aim should be to create conditions similar to those

This is mainly the concern of the Ministry of Food and Agriculture and this has been referred to them. The recommendations of China delegation reports have been made available to the State Governments by the Ministry of Home Affairs. This recommendation has also been brought to the notice of the Development Commissioners for implementation.

[*Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-57.*]

So far Assam, Andhra Pradesh, Madhya Pradesh, Kerala, West Bengal and Manipur State Governments are taking action. Himachal Pradesh is setting up the requisite number of societies on Parwari circle basis. Punjab State intends to set up 3 large-sized multipurpose societies, per block instead of 5. Assam Govt. have set up a number of large sized societies, Primary marketing Societies and Apex marketing Societies. Kerala have set up 300 large sized societies with 75 godowns and 32 primary mar-

in China where both minimum prices and markets for agricultural products have been guaranteed.

ketung societies with 42 godowns are proposed to be set up. Madhya Pradesh have fixed up a target of 5 large sized societies per block. Punjab has fixed a target of 600 large sized societies at 3 per block. Manipur have forwarded the recommendation to State officials for implementation. Tripura have organised 12 large sized multipurpose societies for each block.

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

9 In any programme of development of villages, it is very necessary to make adequate provision for developing the means of communications by which villages can be made easily approachable for vehicular traffic throughout the year with special attention to the improvements of country carts.

27 The view is accepted. The implementation of the 'communications' programme in C.D./N.E.S. areas aims at achieving this objective.

10 [Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957.]

28 The Committee suggest that the C.P.A. should endeavour to see that the target laid down in the Nagpur Plan, viz., that no village in a well developed agricultural area should remain more than 5 miles from a main road, is achieved by the end of the Second Plan in the areas covered by the Community Development Programme.

11 It is hoped that with the programme of investment during the Second Five Year Plan on the construction of metalled roads, the target for road mileage proposed in the Nagpur Plan would be practically reached by 1960-61. This has also been referred to the Ministry of Transport for necessary action.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC dated the 10-9-1957.]

36 In view of the important role that the roads play in the social and economic development

11 This recommendation has been brought to the notice of the Development Commissioners for

11

36

of the areas, the Committee recommend that necessary action should be taken by the Block authorities to connect all villages in the Block with main roads and also all important villages in the Block with its headquarters by constructing at least kutchra approach roads as recommended by the Planning Commission and satisfactory arrangements should be made for the maintenance of such roads by specifically entrusting the responsibility to Panchayats or local bodies. The Committee also endorse the suggestion of the P.E.O. that there is a great need of research in the field of construction and maintenance of village roads in that any improvement which could be easily and cheaply adopted to prolong the life of roads and the introducing of labour saving devices in that field would be of a tremendous advantage.

*(Further information called for by the Committee)*

The number of States which are implementing the recommendation may be intimated.

*(Lok Sabha Sectt. O.M. No. 79-EC.II/59 dated 17-9-59).*

implementation. This was also discussed at the Sixth Development Commissioners' Conference and the recommendation has been brought to the notice of the State Governments.

*[Ministry of C.D. O.M. No. 26(8)/2(xv)/57-PC, dated the 10-9-57.]*

The recommendation consists of two points viz. (i) construction of inter-village link roads/aproach roads and (ii) entrusting the responsibility of maintenance to village Panchayats and local bodies. In view of the new role assigned to Panchayats under the Democratic Decentralisation, necessary provision has been made in the Panchayat Acts of almost all the



States for entrustment of the maintenance of village roads to Panchayats or higher level local bodies.

However, detailed information in respect of State Governments, is given below :

**Punjab :** After a road is constructed, its ownership would be decided immediately and transferred to the appropriate local body, if it is to be maintained by it. If it is to be maintained by P.W.D. the ownership may be got transferred to it. Assistance for the construction of pucca link roads will be given to a Panchayat or local body if it undertakes to maintain it.

**Orissa :** The arrangements made for maintenance of roads is that the village link roads are maintained by the Gram Panchayats. Grants are also made available to Panchayats for this purpose.

**Kerala :** Financial aid by way of grants is being rendered to Panchayats at present for the maintenance of roads.

**Andhra Pradesh :** The roads which are being constructed under C.D. programme are being entrusted to the Panchayats for maintenance. Wherever, Panchayats do not exist, this is entrusted to *ad hoc* bodies.

*Tripura*; Maintenance of roads is entrusted to the Territorial Council.

[*Ministry of C.D. & Co-operation O.M. No. 11(7)/59-CDN, dated 27-11-59.*]

The Sub-Committee of the Estimates Committee which visited the various Community Development and N.E.S. Blocks in the country noticed that the villages which were located on both sides of the pucca roads received more attention in the matter of development than those which were situated in the interior of the Block and were not connected with roads. The Committee feel that this tendency should not be allowed to continue as it is likely to create a feeling of frustration in those villages and all efforts should be made to connect the villages in the interior with approach roads in the first instance to avoid the possibility of lopsidedness in the progress within a Block.

The Committee feel that the development of rural transport should have a special place in the programme of Community Development as the economic development of villages to a large extent is dependent on the improvement in transport. The Committee, therefore, further recommend that special attention

The recommendation has been brought to the notice of the Development Commissioners for implementation.

[*Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-57.*]

Almost all the State Governments have prescribed minimum number of night half by the Gram Sevaks and Extension Officers. This will achieve what the Committee has in mind.

[*Ministry of C.D. and Co-operation O.M. No. 10(1)/58-PC, dated the 4/6-2-1959.*]

Noted.

[*Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-57.*]

This Ministry is in touch with the Building and

should be paid to the improvement of country carts and necessary research should be made in that direction to improve upon the existing pattern of country carts at a cheaper cost.

14 38 The Committee suggest that special efforts should be made to provide rubber tyres on bullock carts and hand carts. This improvement will prolong the useful life of the carts and will also reduce the maintenance cost of the village roads. In view of the huge programme of road construction that would be undertaken during the Second Plan, concrete proposals emanating from the Central Road Research Institute would be of immense value. The Committee suggest that the C.P.A. should maintain a very close liaison with the Institute for this purpose.

15 38—39 The Sub-Committee of the Estimates Committee that visited the Central Road Research Institute at Delhi found that useful research is being carried on the problems connected with road construction with a view to evolve new specifications which would reduce the cost and extend the use of indigenous materials.

Road Research Laboratory at Karnal and is also with the Central Road Research Institute at Delhi. Steps are being taken to transmit any useful findings that may be of interest to the Community Projects/N.E.S. workers.

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

The recommendation has been brought to the notice of the State Governments for implementation.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-57.]

This Ministry is in touch with the Building and Road Research Laboratory at Karnal and also with the Central Road Research Institute at Delhi. Steps are being taken to transmit any useful findings that may be of interest to the Community Projects/N.E.S. workers.

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

This Ministry is in touch with the Building and Road Research Laboratory at Karnal, and also with the Central Road Research Institute at Delhi. Steps are being taken to transmit any useful findings that may be of interest to the Community Projects/N.E.S. workers.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957 and letter No. 10(1)/58-PC, dated the 14/26-8-1958.]

The problem of the absorption of moisture by the different types of walls during rainy season is also being specially studied. The Committee suggest that the results of these experiments should be widely popularised in the villages so that the best types of moisture-resisting walls in various rainfall zones could be used extensively.

15 38-39

The Committee suggest that weather forecast messages received from the Meteorological Department should be fully explained by the Gram Sevaks to the farmers so that they may be able to take precautionary measures to the extent possible.

17 44

The Ministry has already issued necessary instructions to State Governments.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957.]

The State Governments are doing the needful.

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

The Committee suggest that the C.P.A. should take early steps in consultation with the States concerned to see that the terms for grant of loans are liberalised in all the States and that the powers for the grant of loans are sufficiently delegated.

18 55

The matter had already been taken up with the State Governments for quite some time now. In fact, some of the States had already liberalised their terms and others are doing so. The point was further emphasised at the Rajgir Seminar in February 1957. The recommendation has been brought to the notice of the State Governments for implementation.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC dated the 10-9-1957.]

The Committee would like the C.F.A. to exercise constant vigilance to ensure that the three objectives mentioned below, kept in view by the Village and Small Scale Industries Committee appointed in 1955 are realised early:—

- (1) to avoid, as far as possible, during the period of the Second Plan, further technological unemployment such as occurs specially in the traditional village industries;
- (2) to provide for as large a measure of increased employment as possible during the plan period through different village and small industries; and
- (3) to provide the basis for the structure of an essentially decentralised society and also for progressive economic development at a fairly rapid rate.

These points are being kept in view while formulating the programme for Cottage and Small Scale Industries.

[Ministry of C.D. O.M. No. 26(8)/2(4), 57-PC, dated the 10-9-1957].

The Ministry accepts the recommendations.

[Ministry of C.D. and Co-operation O.M. No. 10(1)/58-PC, dated the 4/6-2-1959.]

20 68 The Committee feel that there is a shortage of trained technicians in the country and the arrangements made so far are not enough to meet the requirements of trained technical teachers and craftsmen. The Committee therefore, suggest that the services of the existing training schools attached to various big factories in public sector at Perambur, Sindri, Chittaranjan and also in the Defence Industries which have got modern machinery should be utilised to the fullest extent. Further, there are people technically trained who have retired from the army. They can be profitably absorbed in training jobs in the block areas. The Committee were glad to learn from the representatives of the Ministry that the Small Scale Industries Board had set up a committee with the representatives of various Ministries to go into the entire question of requirements of artisans of various broad categories for small scale industries and to recommend as to what extent those people could be trained by extending the facilities in the existing industrial undertakings and by opening new centres. The Committee hope that the recommendations of that Committee will be implemented without undue delay.

This suggestion will be suitably explored with a view to implementation.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated 1/10/9-1957]

A comprehensive circular has been issued by this Ministry to all the State Governments in consultation with the Ministries of Labour and Employment and Commerce and Industry. It was envisaged in the circular that the Committee would be appointed jointly by the Ministries of Labour and Employment, Commerce and Industry and Community Development to draw up suitable syllabi for training programme of rural Artisans and reorganisation of training-cum-production centres in CD Blocks. It was also mentioned in the circular that experienced technical persons from State Governments, Khadi Commission and All India Khadi Boards will be invited to serve on this Committee. The proposed committee is being constituted very shortly. The following are the terms of reference of the Committee:

1. The Committee will draw up and recommend a syllabus for each of the various rural industries which are important for development in Community Development Blocks.

2. The Committee will recommend a follow-up programme for establishing artisans who will undergo training in these rural Artisans Training Centres in their respective trades in the villages.
3. The Committee will also recommend any measures to be undertaken to make the rural artisans training programme in the blocks purposeful and effective.
4. The recommendations of the Syllabus Committee will be referred to the Ministry of Community Development for final decision in consultation with the Ministry of Labour and Employment and the Ministry of Commerce and Industry.

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

*(Further information called for by the Committee)*

Please state if the Committee has since been constituted and if so, whether they have brought out any report and drawn up a syllabus as contemplated in the reply. Ten copies of the report may be supplied for information of the Committee.

*(Lok Sabha Sectt. O. M. No. 79-BCIII/59, dated the 17-9-1959).*

20 68

| S. No. | Name of Committee                                | Report or interim report | No. of copies sent |
|--------|--|--------------------------|--------------------|
| 1      | Technical Training Committee.                    | Report                   | 3 copies.          |
| 2      | Apprentice Training Committee.                   | Report                   | 7 copies.          |
| 3      | Rajnath Committee on Training of Rural Artisans. | Interim Report.          | 5 copies.          |

[Ministry of C.D. & Co-operation O.M. No. 11(7)/59-CDN—dated 9-11-1959]

The recommendation is accepted. Great emphasis is being laid on the development of co-operatives in the villages to help the village artisans. Great emphasis on this aspect is also laid by the various Boards who channelise most of their assistance to the village artisans through Co-operative Societies [Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC/dated the 10-9-1957]

So far as the question of improving the skill of village artisans is concerned the Committee feel that unless satisfactory arrangements are made for the marketing of the goods produced by village craftsmen and providing them with necessary credit facilities, improvements in the village industries and crafts cannot be sustained and there is every danger of the village artisans again relapsing into the previous state. The Committee, therefore, recommend that the development of village industries and village crafts should be followed side by side with the development of co-operatives in the villages to look after the needs of the village craftsman especially in the matter of organisation, finance, guidance, equipment and marketing.

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69



76 The Committee feel that bee-keeping is not only important in that it provides additional employment and income but also because it increases agricultural production by facilitating pollination in field crops. The Committee, therefore, recommend that the Ministry should take more interest in the development of agriculture in the Block areas wherever there are good possibilities for its development by encouraging and training the farmers and other people in the villages in proper methods of bee-keeping.

This Ministry has already included this item in the minimum programme to be carried out by the States.

[*Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC dated 10-9-1957.*]

79 The Committee suggest that in view of the financial potentiality of sericulture, the Ministry may consider the desirability of extending the rearing of silk worms to other Blocks where the climatic conditions are not unfavourable.

Reference was already made to the Central Silk Board for making bulk allocation of funds for the Pilot Projects and Community Development areas. The Board has promised necessary financial assistance after a preliminary survey. Necessary information regarding sericulture has been included in the pamphlet "Handbook on Cottage Industries" now under print.

[*Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated 10-9-1957*]

(*Further information called for by the Committee*)

Please supply a few copies of the Pamphlet "Handbook on Cottage Industries" for use of Members of the Committee.  
(*Lok Sabha Sectt. O.M. No. 79-ECII/59, dated the 17-9-1959.*)

10 copies of the publication "Handbook on Cottage and Small Scale Industries—Vol. I & II" are sent herewith.\* The publication is, however, under revision and copies of the revised pamphlet will be sent later.

[*Ministry of C.D. & Co-operation O.M. No. 11(7)/59-GDN, dated 9-11-1959.*]

\*Not included in the Report.

A pamphlet on brick-kilns was prepared and circulated to all States. The subject was further discussed in a number of Inter-State Regional Seminars and as a result Co-operatives for brick-kiln have come up in Bihar, Punjab, Rajasthan and Bhopal. The idea of manufacturing of bricks on the pattern of U.P. experiment is propagated from time to time by the touring officers of this Ministry.

[*Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC dated the 10-9-1957.*]

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The matter has been referred to the Council of Scientific & Industrial Research for comments and further details.

[*Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957*]

The C.S.I.R. have been requested to expedite their reply.

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

The C.S.I.R. has designed a low cost wind mill. It has been brought to the notice of the State Governments.

[*Ministry of C.D. and Co-operation O.M. No. 11(7) 59-CDN, dated the 9-11-1959.*]

The Committee feel that in view of the importance of *pucca* bricks for construction of village drains, lanes, seakage pits, bath-rooms, urinals, houses and other sanitary conveniences and above all to provide additional employment to landless labour in villages, more attention should be paid to the brick-kiln industry in the Block areas. The Committee, therefore, recommend that vigorous steps should be taken by the C.P.A. to develop brick-kiln industry on co-operative basis in all the Blocks under the N.E.S. on the same lines as in U. P.

The Committee feel that if suitable wind mills for rural areas could be designed by the Council of Scientific and Industrial Research at reasonable costs, they will be of great help in the rural areas in promoting cottage industries. The Committee, therefore, recommend that efforts in this direction should be intensified so as to achieve concrete results.

(*Further information called for by the Committee.*  
Kindly obtain the latest position from the C.S.I.R. and furnish the same for the information of the Committee.)

(*Lok Sabha Sectt., O.M. No. 79-EC/II/59, dated the 17-9-1959.*)

- 27 The Committee regret to note that in spite of the emphasis laid on the importance of adequate and accurate records by the Programme Evaluation Organisation in their two consecutive reports, not much progress was made in this direction.
- 88 The position regarding the records and returns has improved. The Estimates Committee has itself acknowledged the improvement in this regard in the next paragraph of their report.  
[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957.]
- 28 The Committee are glad to note that the importance of standardisation and proper maintenance of records has at last been fully realised and that the C.P.A. has brought out a Draft Manual on Administrative Intelligence in December, 1955, wherein an effort has been made to standardise the records, returns and reports to be prepared at various levels. The Committee hope that no further time will be lost in implementing the various suggestions incorporated in the Draft Manual.
- 89 Noted.  
[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957.]
- 29 The question of integration of the Administrative Intelligence Units in the State headquarters with the State Statistical Bureaus has also been taken up with the State Governments in pursuance of the recommendations of the Calcutta Seminar on Administrative Intelligence. The matter
- 95 The Administrative Intelligence Units have been set up in all the State headquarters excepting Jammu and Kashmir, Tripura and Pondicherry.
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- 95 The Administrative Intelligence Units have been set up in all the State headquarters excepting Jammu and Kashmir, Tripura and Pondicherry.
- 95 The Committee recommend that the work of setting up proper machinery for the collection and collation of the necessary data for the proper assessment of the Community Development Programme at various levels (*viz*, State, District, Project and Block) should be finalised as early as possible.

was taken up with the Central Statistical Organisation and placed before the Joint Conference of the Central and State Statisticians. The Conference recommended that Administrative Intelligence Units should be under the administrative control, check and guidance of the State Statistical Bureaus. The staff suggested for an average unit of 200 Blocks is: one Assistant Director, two Investigators, one Clerk and one Peon. The Central Statistical Organisation has agreed to bear the Centre's share (50%) of the expenditure on the Administrative Intelligence Units for C.D. and N.E.S. Programme from the year 1957-58 onwards. Suggestion for the appointment of District Statistical Officers for assessing the progress under the Plan schemes is under the consideration of the Central Statistical Organisation. At the Block headquarters provision has been made in the NES Block budget for the appointment of one Progress Assistant. The State Governments are going ahead with the appointments of the Progress Assistants. Arrangements for the training of the Progress Assistants are also under way.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC,  
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[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC,  
dated the 10-9-1957.]

The Administrative Intelligence Units for handling the work relating to Community Development programme have been set up in all the States excepting Jammu and Kashmir. These Units have also been integrated with the State Statistical Bureaus in the States of Andhra Pradesh, Assam, Bombay, Madhya Pradesh, Mysore, Madras, U.P. and Himachal Pradesh. The question regarding the integration of the Administrative Intelligence Units in other States with the State Statistical Bureaus is under consideration of the States concerned.

The C.S.O. (Cabinet Secretariat) is assisting the State Governments in setting up District Statistical agencies. The position in this regard was reviewed by the Abu Conference held in May, 1958 and it was recommended that District Statistical Officers should be in position in all Districts by the end of 1959.

Provision has been made for one Progress Assistant in the permanent staffing pattern of a Block during the Second Five Year Plan. The position regarding the appointment and training of Progress Assistants was reviewed by the Abu Conference and it was recommended that the recruitment of Progress Assistants in all the Blocks allotted should be expedited and that the training programme should be so phased that trained personnel would be in position before 30th September, 1959 in at least 75% of the Blocks in existence on 1st April, 1958.

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

- 30 97 The Committee suggest that some of the officials of the Progress and Planning Branch attached to the Headquarters, should occasionally visit the Statistical Offices in various States to see that statistics are being compiled according to the instructions laid down. Similarly, the officials of the Statistical Offices in the States should check and supervise the statistics compiled by the V.L. Ws to ensure accuracy.
- Noted.  
[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957.]  
Action is being taken as suggested.  
[Ministry of C.D. Letter No. 10(1)/58-PC, dated the 14/26-8-1958.]
- 31 99 The Committee regret to note that the suggestion of C.P.A. to State Governments that the latter should undertake a survey of the project areas as a first step to the formulation of actual schemes of Community Development has not been implemented fully by all the State Governments. The Committee suggest that special efforts should be made for the implementation of this suggestion by all the State Governments at a very early date.
- Noted.  
[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957.]  
This is being done.  
[Ministry of C.D. and Co-operation O.M. No. 10(1)/58-PC, dated the 4/6-2-1959.]
- 32 100 The Committee suggest that the items indicated in Appendix XI of their 38th Report may be suitably incorporated in the Block Survey Report proforma.
- Noted.  
[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957.]



The various records and proforma including the Block Survey Report Proforma were reviewed by the 6th Joint Conference of Central and State Statisticians held in December, 1957, at the instance of this Ministry. The Conference set up a Working Group for the subject, which is constantly reviewing the various proformae.

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

Six copies of the revised Block Level Reports recommended by the Working Group are sent herewith. The Reports in the revised schedules have been introduced in the States with effect from April, 1959.

[*Ministry of C.D. and Co-operation O.M. No. 11(7)/59-CDN, dated the 9-11-1959.*]

The recommendation has been passed on to the Programme Evaluation Organisation for consideration.

[*Ministry of C.D. O.M. No. 26(8)(2)(iv)/57-PC, dated the 10-9-1957.*]

The recommendation was passed on to the Programme Evaluation Organisation for consideration. Their reply regarding action taken is still awaited.

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

[*Further information called for by the Committee*]

Please supply a few copies of the review reports of the Working Group for the information of the Committee.

(*Lok Sabha Sectt. O.M. No. 79-ECII/59, dated the 17-9-1959.*)

The Committee would suggest that the machinery of the Programme Evaluation Organisation may, if necessary, be strengthened further to enable it to undertake some surveys like the 'Bench Mark Survey.'

The requirements of Report Surveys of the Bench-Mark Type have been kept in view in framing reorganisation proposals.

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

34 103

The Committee feel that it is essential that the various records and reports prepared by V.L.Ws. are properly scrutinised, analysed and tabulated at appropriate levels.

The recommendation of the Estimates Committee has been forwarded to the State Government for necessary action.

[Ministry of C.D. O.M. No. 26 (8)/2(iv)/ 57-PC dated the 10-9-1957.]

The State Governments are taking necessary action.

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

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In regard to item X of the proforma for the Quarterly Progress Report of the Blocks "Progress Indicators", the Committee suggest that the items on the lines indicated in Appendix XI of their 38th Report may also be incorporated so as to make these indicators more exhaustive.

Action to revise the Progress Indicators in the Quarterly Progress Report proforma is being taken in the light of the recommendation of the Estimates Committee.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/1957-PC, dated the 10-9-1957.]

The Abu Conference on Community Development approved of the revised schedules for block quarterly and block Annual Progress Reports recommended by the working group on Commu-

nity Development Statistics convened by the Central Statistical Organisation (Cabinet Secretariat). The revised schedules are being introduced.

[*Ministry of C.D. and Co-operation O.M. No. 10(1)/58-PC, dated the 4/6-2-1959.*]

The Committee find that the annual reports of the Community Projects Administration are very sketchy and do not give sufficient detailed information. They recommend that the annual reports should henceforth follow the pattern of the revised proforma for the Quarterly Progress Reports. Similarly, it would prove useful as well as informative if each State Government compiles figures on various items of work Block-wise, indicating the district in which the Block is situated.

The Committee feel that a satisfactory method of physical assessment of the achievements should have been evolved earlier to facilitate comparative analysis of progress at different levels with a view to giving clear idea of work done in different blocks in different States. They suggest that the recommendations of the Sub-Committee referred to above should now be implemented with the least possible delay.

Noted. Revision of the method of assessment adopted previously is under consideration.

[*Ministry of C.D. O.M. No. 26(8)/(iv)/57-PC, dated the 10-9-1957.*]

The revision of the method of assessment adopted previously is under consideration of a Working Group set up by the C.S.O. (Cabinet Secretariat) at the instance of this Ministry.

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

*(Further information called for by the Committee)*

37 112

Please intimate the latest position in the matter as the revision of method of assessment of achievements was under consideration in August, 1958 when the reply was furnished.

*(Lok Sabha Sectt. O.M. No. 79-ECII/59, dated the 17-9-1959).*

The methodology of assessment of achievements presently being followed is to compare the achievements in the different States on a per-block per-quarter basis. An appraisal is also made on the basis of these statistics, keeping in mind the connected economic factors for different States under different fields of activity.

*[Ministry of C.D. and Co-operation O.M. No. 11(7)/59-CDN, dated the 9-11-1959.]*

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With the limited data available at their disposal the Committee have attempted a comparative review of the performances of various States, as given in Appendix II. The Committee suggest that more detailed review of this type should be prepared and circulated to the State Governments by the C.P.A.

Noted.

*[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC, dated the 10-9-1957.]*

*(Further information called for by the Committee)*

Please state as to what action has been taken to prepare more detailed review for circulation to State Governments as suggested by the Committee.

*(Lok Sabha Secretariat O.M. No. 79-ECII/59, dated the 17-9-1959).*

This is being done in the revised quarterly progress reports prepared by the Ministry.

*[Ministry of C.D. and Co-operation O.M. No. 11(7) 59-CDN, dated the 9-11-1959.]*

The Committee are of the opinion that there is great scope for popularising the small savings movement in villages and suggest that this item may be included as one of the aims of the Community Development Programme and the village Panchayats should be encouraged to take active interest in organising the small savings campaigns in their areas on the lines suggested by the Fifth Development Commissioners' Conference. The Committee also suggest that the results achieved should be indicated in the Annual Report of the C.P.A.

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In pursuance of the recommendations of the Fifth Development Commissioners' Conference, the State Governments have been requested to launch a small savings drive in their States and popularise this movement. The Ministry of Transport and Communications have also been requested to provide postal facilities at all block headquarters for facilitating the deposits. The movement has been intensified in coordination with the National Savings Commissioner.

[*Ministry of C.D. O.M. No. 26(8)/2(iv)/PC, dated the 10-9-1957.*]

The State Governments have been requested to launch a small savings drive in their States for popularising this movement. They have further been asked to select 2 to 4 Pilot Projects for intensifying the Small Savings movement. The Ministry of Transport and Communications are providing postal facilities at all block headquarters for facilitating the deposits. The movement has been intensified in coordination with the National Savings Commissioner.

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

Noted.

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The Committee find from the Manual of Social Education issued by the C.P.A. that one of the items in syllabus in the first test (stage) in social education recommended by the Ministry of Education, Government of India, is "Evils of drinking".

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123

The Committee are of the opinion that the Social Education Organisers should lay greater stress than hitherto, on the eradication of various social evils such as drinking country wine, incurring heavy expenditure during social functions, addiction to Ganja, tobacco, opium, gambling, committing crimes like cutting others' crops or damaging it by letting one's own cattle graze it or stealing away others' cattle and the like.

[Ministry of C.D. O.M. No. 26(8)/(10)/57-PC dated the 10-9-1957.]

30

In the revised job chart proposed for consideration following item is included :—

*To organise mass campaign against existing social evils:*

- (a) Child marriage
- (b) Untouchability
- (c) Drinking habits
- (d) Use of narcotics such as Gania, opium etc.

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

The Committee regret to note that although over 9 years have elapsed since India achieved independence, the question of having Hindi names which will catch the imagination of the people and which will convey something of the significance of the activities to the rural people has not yet been seriously thought of. The Committee feel that there might be many suitable names in Sanskrit and Buddhist literature or in Kautilya's works. The Ministry can also enlist the help of people who are in touch with the ancient culture and background and who will be able to suggest something which people can readily accept and understand. The Committee suggest that the C.P.A. should take early steps, in consultation with the Education Ministry to evolve suitable terminology in Hindi for replacing the existing English phrases which are not understood by the villagers, and which, therefore, do not catch their imagination.

The matter has been taken up with the Ministry of Education.

[*Ministry of C.D. O.M., No. 26(8)/2(iv)/57-P, dated the 10-9-57.*]

The Committee feel that efforts should be made in giving orientation training to the B.D.Os., with the help of Sarva Seva Sangh in the philosophy of Bhoodan movement in the training centres for B.D.Os., so that

This is being done.

[*Ministry of C.D. O.M., No. 26(8)/2(iv)/57-PC, dated the 10-9-57.*]

The Education Ministry has already set up a Committee to evolve suitable terminology in Hindi.

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

44

they may be of assistance in re-distribution of land and in creating an atmosphere for Bhoodan in their Blocks. The Committee recommend that the Ministry should seriously consider this aspect and take suitable action in that direction.

This is being done at B.D.O. Training Centres.

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

45

While noting the efforts made so far to disseminate information about the Community Development Programme, the Committee offer the following suggestions :

- (1) Each State may be requested to bring out a small publication in the regional language, indicating the progress made in different directions in the rural areas during the First Five Year Plan, and the target aimed at during the Second Plan.

The pamphlet should bring out in simple language the role that each village has to play in making the programme a success and thus in giving a concrete shape to Gandhiji's concept of "Ram Raja"

The suggestion is being conveyed to the Development Commissioners.



(ii) The Ministry should prepare some films of its own depicting special features of different areas where good work has been done and such films can be exchanged between different parts of the country with a view to keeping the people aware of the progress in different parts.

(iii) The various publications depicting the activities of the Community Development Programme should be made available for sale at railway book-stalls.

The production of films is the responsibility of the Ministry of Information and Broadcasting. The Ministry of Community Development will approach the Ministry of Information and Broadcasting on the lines of the recommendation of the Estimates Committee. We shall assist the Films Division of the Ministry of Information and Broadcasting to the maximum extent in indicating the best locations for preparing films on specific features of the programme in different areas.

Only the priced publications can be made available at the railway book-stalls for sale. The Director, Publications Division will be advised of the recommendations made by the Committee and requested to take action accordingly.

[Ministry of C.D., O.M. No. 26(8)/2(iv)/57-PC,  
dated the 10-9-57.]

(i) A circular has been issued to all the State Governments to this effect. The Government of Uttar Pradesh have already brought out 7 pamphlets, the Government of Bombay 1 pamphlet, and the Tripura Administration have brought out 5 pamphlets in regional languages indicating the progress made in different directions. We have requested the Governments of U.P. and Tripura to bring out one pamphlet according to the recommendation of Estimates Committee. Governments of Bihar/Mysore/Andaman and

45 137

Nicobar Islands have intimated that the recommendation has been noted for implementation and that suitable action is being taken. Government of Assam have intimated that an attempt is being made to publish such a pamphlet, and copy will be sent to the Government of India.

(ii) Films are produced by the Ministry of I.&B. for this Ministry. We suggest titles, provide synopsis for films and help in selecting suitable sites for shooting in different States. 28 prints of all the films produced except the film "Food for Soil", have so far been supplied free to the Development Commissioners. 56 prints of all the films produced during the Second Five Year Plan period will be supplied free to Development Commissioners, Social Education Organisers Training Centres.

(iii) All priced publications including those depicting the activities of Community Development programme are supplied to Railway book-stall agents by the Publications Division.

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

46 139

The Committee suggest that the C.P.A. should evolve a suitable plan for the absorption of the

The administrative organisation which the Ministry of Community Development has advised the

newly created development machinery into the normal administrative set up of the country so that the advantages gained thereby do not prove to be ephemeral.

State Governments to build up is as under :—

- (i) Development Commissioner should not create a separate Department of his own but should treat himself as Head of the team of several welfare departments, and should ensure that there is co-ordinated and unified approach in the implementation of the programme.
- (ii) Similarly co-ordination at the District, Sub-Divisional and Block level will be brought about by the District Officer, Sub-Divisional Officer and the Block Development Officer respectively.
- (iii) The Technical Officers should belong to the different development departments but for purposes of co-ordination would be under the supervision of the General Administrative Officer at the appropriate level.
- (iv) The Village Level Workers should be treated as a part of District Administration and not of any separate Department.

After the completion of scheduled programme of work each development block, whether of the Community Project or N.E.S. type, will continue to retain on a permanent basis the personnel of National Extension Service. The Central Government has undertaken to provide financial assistance up to 50% of the recurring expenditure

on personnel up to the end of the Second Five Year Plan. The N.E.S. provides the permanent future administrative set-up of the country. The basic objective is to transform the existing General Administrative Services into Development Services and not to create a separate development service. The machinery of General Administration is being reorganised and re-oriented in order that it may handle effectively the programme of development of a welfare State. The only structural change that is taking place is the addition of one or two missing links at the end of the chain in the form of Block Development Officer and the V.L.W. The multipurpose V.L.W. is being regarded as the last link in the administrative chain and is treated as a part of the District Administration. It is intended that above the village level, the Technical Officers should belong to the regular cadre of the different development departments and are subject to supervision for purposes of coordination of the General Administrative Officer. The post of Block Development Officers are regarded as additions to either the State Civil Service or the Subordinate Civil Service Cadre.

Inter-services promotion and transfers are being encouraged and the V.L.W. as also Technical

Officers are being considered for promotion not only to the post of Block Development Officer, but for holding posts normally filled by officers of one or other of the General Administrative Service cadre. The benefits derived by the newly created development machinery are therefore intended to be made permanent.

Efforts are being made in this direction but it is still an ideal which we have to continuously strive for.

[*Ministry of C.D., O.M. No. 26(8)/5(iv)/57-P.C. dated the 10-9-57.*]

In the same way it would be advisable to give serious consideration to the question as to what should be the minimum size of a village and what permanent facilities in the form of local self Government, people's participation in developmental activities and other modern amenities such as, electricity, schools, hospitals or dispensaries, maternity welfare etc. are to be provided. A clear conception of a village unit and all round efforts to stabilise it by giving all the modern amenities that are normally available in towns and cities with a view to avoid the continuous emigration of village population to towns and cities appears to be necessary.

139 & 140 { Abu Conference on Community Development has recommended that Panchayats should be formed in every village. This is being followed up separately with the State Governments.

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

*(Further information called for by the Committee)*

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In view of the later development and general acceptance of democratic decentralisation, please indicate the latest position in regard to the recommendation.

*(Lok Sabha Sectt. O.M. No. 79-ECII/59, dated the 17-9-1959).*

At the 4th meeting of the Central Council of Local Self Government it was recommended that steps should be taken to constitute Panchayats so as to cover the entire rural area of the country. All State Governments are expected to implement this recommendation by the end of the 2nd Plan period.

A statement indicating the State-wise position in respect of the stage of legislation, Democratic Decentralisation is enclosed. (Appendix I).

[Ministry of C.D. & Cooperation, O.M. No. 11(7)/59-CDN dated 9-11-59.]

CHAPTER III

REPLIES OF GOVERNMENT THAT HAVE BEEN ACCEPTED BY THE COMMITTEE

| S. No.<br>(as in App.<br>IX 45th<br>Report) | Reference<br>to para<br>No. 2. | Summary of recommendations/<br>Conclusions  | Government's Reply  |
|---|--------------------------------|---|---|
| 1   | 2                              | 3   | 4   |
| 4   | 25(iii)                        | <p>In regard to credit facilities the Committee suggest that the following recommendations of the Fifth Development Commissioners' Conference should be implemented :</p> <p>(a) Both the taccavi and co-operative credit should be expanded as far as possible and the State Governments should ensure that there is no duplication in the advance of loans from co-operatives and Government sources.</p> | <p>These recommendations have been brought to the notice of the State Governments for implementation.</p> <p>[<i>Ministry of C.D., O.M. No. 26(8)/2(w)/57-PC dated the 10-9-57.</i>]</p> <p>The question of liberalising the rules relating to loans was discussed with representatives of various State Governments. During the meetings held in December, 1957, January 1958, creditworthiness of purpose is being considered</p> |

- 4 25(iii) (b) Rules and regulations relating to tac-  
cavi should be examined and liberal-  
ised as far as possible with a view to  
providing adequate credit to the so-  
called non-creditworthy applicants. [Ministry of C.D. letter No. 10(1)/58-PC dated  
the 14/26-8-58.]

- (c) Uniformity in the rates of interest  
charged by the Co-operative Societies  
should be brought about.

Further, the recommendations of the Rural  
Credit Survey Committee to extend loans  
for creditworthy purposes as distinguished  
from creditworthy persons should be made  
widely applicable to the grant of loans for  
productive purposes and in the field of  
agriculture co-operative credit and co-  
operative marketing should go hand in hand  
as rightly recommended by the Programme  
Evaluation Organisation.

*(Further information called for by the Committee)*

\*At the stage of factual verification the following information was furnished by the Ministry vide their letter No. 11(5)/60-CDN dated the 30th  
March, 1960 to be substituted for "Uniformity in rates of interest is not yet achieved":

"It is not possible to achieve uniformity in rate of interest as this will depend upon the resources, the business link-over, the extent of Deposits etc.  
of the Co-operative Societies."



Kindly (i) furnish the reply to part (a) of the recommendation as it has not been given, and (ii) intimate the latest position in respect of the other two parts of the recommendation. The rules under which the creditworthiness of the applicants is determined may also be intimated.

(*Lok Sabha Sectt., O.M. No. 79-ECII/59 dated 17-9-59*).

39 119 The Committee suggest that an expert Committee of 2 or 3 persons should be appointed to go into the question of the imported equipment from a broader angle and recommend rationalised distribution of the same according to the needs of the areas concerned. The feasibility of revising the agreement suitably by negotiation might also be examined.

The policy in regard to co-operation has undergone a complete change since the National Development Council Resolution of 9-11-1958, in which a new picture of rural development to be brought about through the 3 village institutions *i.e.*, the Panchayat, the Cooperative and the Village School, has been envisaged. Providing credit on a liberal scale to agriculturists through co-operatives has been emphasised in this new policy. \*In the integrated credit scheme efforts are being made to liberalise the rules governing loans including loans to non-creditworthy persons. The co-operative policy as enunciated by the National Development Council is under implementation by the various State Governments.

[*Ministry of C.D. & Cooperation, O.M. No. 11(7)/59-CDN, dated the 27-11-59.*]

The basic items of equipment that are at present being supplied to each Community Development Block are as follows :

|  | <i>Quantity</i> |
|--|-----------------|
| 1. Jeeps                               | 2               |
| 2. Cinema Trailer Set                  | 1               |
| 3. Hand Camera                         | 1               |
| 4. Battery Operated Public Address Set | 1               |

\*At the stage of factual verification the following information was furnished by the Ministry *vide* their letter No. 11(5)/60-CDN dated the 30th March, 1960 to be added before the words "In the integrated":

"The Resolution also envisages that except for distress taccavi which will continue to be given by Government taccavi for normal production should progressively be channelised through co-operative societies."

In addition to the above, we are also proposing to give one Road Roller to each group of 4 Community Development Blocks. The 2 million dollars allotted for the supply of equipment to the 200 Community Development Blocks to be started during the period 1957-58 has been found to be just sufficient for importing the basic items of equipment on the above scale. Thus there is no scope for the import of any other equipment for these Blocks.

The items of basic equipment mentioned above are considered necessary for all the Community Development Blocks irrespective of the area in which they are situated. As such, there is, perhaps, no need for modifications in the list to suit any particular area. The appointment of an expert committee will not therefore serve any purpose.

It may also be mentioned, in this connection, that the various State Governments are free to purchase any other items of equipment suited to the special conditions in the area concerned for the Community Development Programme under 'Rupee' expenditure within their block budget provisions.

[Ministry of C.D. O.M. No. 26(8)/2(10)/57-PC  
dated the 10-9-57.]

*(Further information called for by the Committee)*

Kindly furnish the information regarding the revision or simplification of the agreement, if it has since been achieved.

As the Dollar aid has been discontinued since 1957 and as no further equipment will be imported, supply of equipment will not be made to the States. As such there is no need to investigate the possibility of rationalised procurement of equipment, according to the needs of the different areas.

*(Lok Sabha Sectt. O. M. No. 79-EC II/59, dated the 17-9-1959).*

*[Ministry of C.D. and Co-operation O.M. No. 11(7)/59-CDN dated 9-11-59.]*

129

The Committee understand from the C.P.A. that the entire question of work-load of the Village Level Worker was under examination and as such the Committee recommend that the views of different persons on the subject should be given full consideration and the work-load of Gram Sevaks should be so fixed that he may be able to discharge his duties effectively instead of wasting his time and energy in doing things which are of minor importance. One way of doing that, in the opinion of the Committee, is that the work in connection with distribution of seeds and fertilizers in the villages which is at present done by the V.L.Ws, should be entrusted to the Panchayats and Co-operatives

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The matter has been talked over in Seminars and the Ministry is quite conscious of this fact. As regard supply of cycle to V.L.Ws. every V.L.W. is required to keep a cycle of his own and in some States loans are sanctioned for this purpose.

*[Ministry of C.D., O.M. No. 26(8)(iv)/5 C dated the 10-9-57.]*

The COPP Study Team went into this question and its recommendation has been accepted, while revising the programme. The State Governments have discretion in varying the number of Gram Sevaks according to the needs of the area.

[Ministry of C.D. and Co-operation O.M. No. 10(1)/58-PC, dated 4/6-2-1959.]

43 129 in the villages wherever they exist. This will enable the V. L. Ws. to devote more time to extension work. The feasibility of reducing the number of villages under the charge of a V. L. W. should also be examined. The Committee also suggest that the feasibility of providing a cycle to the V.L.W. to improve his mobility should also be examined.

47 145-146 The Committee are glad to observe that the Deputy Chairman of the Planning Commission, while addressing the Fifth Development Commissioners' Conference in May, '56, has indicated certain criteria which can serve as a useful guide and which are reproduced below :

- (f) "Has the Extension Movement given a plan of improvement to every family in the countryside and is it assisting these families to implement their plans? Every family should make the optimum use of irrigation facilities, consolidation of holdings, contour bunding, increased employment opportunities, cottage industries, available social

Noted.

[Ministry of C.D. O.M.No. 26(8)/2(iv)/57-PC dated 10-9-57.]

services (especially in education and health) and so on.

(ii) Is every family made fit to become a member of at least one co-operative society in its own right? An essential point is how the sections of the community which are not represented on a co-operative because they do not satisfy the tests of credit-worthiness can be rehabilitated and made credit-worthy. More broadly, is the Extension Movement benefiting the poorest sections of the villages and not only the stronger and more privileged classes? Are its services to all on an equitable basis?

Noted.

[*Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC dated 10-9-57.*]

Every family is fit to become a member of at least one Co-operative Society. State Governments are trying to implement this by bringing about higher coverage of people and villages under Co-operative movement. In some States like Madras, Bihar, Bombay and Punjab credit worthiness of purpose is being considered in giving loans. Other States appear to be cautious and reluctant to some extent.

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

47 145-46 (iii) To what extent do the families in a village utilise a portion of their time for voluntary work for the benefit of the community? The aim should be to have permanent works of public benefit like village forests, improvement of grazing grounds, drinking water, wells, roads, school buildings etc. constructed with people's participation and maintained by the village community.

(iv) Is there an active women's and youth movement in the village?

Noted.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC.  
dated 10-9-57.]

Noted.

[Ministry of C.D. O.M. No. 26(8)/2(iv)/57-PC,  
dated 10-9-57.]

The Youth movement at the village level has been formally established as a result of the training that is being imparted to the village school teachers and functional Gram Sahayaks. There is also a proposal to associate women with functional Gram Sahayaks training and this will, in turn, help to build up a women's movement. Mahila Mandals started under Social Education Programme serve as the nucleus of the movement.

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

(vi) Have all the improvements in individual and communal life become part of the permanent life of the village and not mere temporary phase?

(vii) Is the Extension Service in close and continuous touch with the most up-to-date research and agricultural teaching?

(viii) Is there economy and efficiency in the operation of the Extension Service, avoiding duplication, delay and overlapping of administration? Every progress report should give answers to those questions."

Noted.

In view of the fact that the instructions have been issued that every progress report should give answer to these questions, the Committee recommend that in future Annual Reports of the C.P.A. should devote a special chapter in which answers to these questions should be given clearly and in detail State-wise and for the country as a whole. The Committee are sure that if satisfactory answers to these questions are forthcoming, it would not be difficult to implement the directive principles of State policy laid down in the Constitution and to realise the ideal of welfare State.

(Further information called for by the Committee.)

47 145-46 Please furnish the replies in respect of items (i), (iii) and (v) to (vii) of the recommendations.

(Lok Sabha Secretariat O.M. No. 79-EC. II/59 dated 17-11-1959).

The suggestions of the Estimates Committee for inclusion of items in the progress reports called for by the Ministry from the States were considered, *inter-alia*, by the Mussoorie Conference of Development Commissioners held in April, 1957. Thereafter the schedules for quarterly and annual progress reports were again examined by the Technical Working Group on Community Development statistics. The Working Group felt that only such items should find a place in the Block Level Reports which lend themselves to reliable objective reporting at the Block level. The type of information suggested by the Estimates Committee cannot be obtained through an objective statistical report at periodical intervals.

It may be mentioned that the revised block level reports prescribed by the Working Group were also examined and approved by the Sixth Joint Conference of Central and State Statisticians held in December, 1957 and also the Annual Conference on Community Development held at Mount Abu in May, 1958.

[Ministry of C.D. & Co-operation O.M. No. 11(7)/59-CDN dated 26-12-1959.]



CHAPTER IV

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

| S. No.<br>(as in App.<br>IX to 45th<br>Report. | Replies to<br>para No. | Summary of Recommenda-<br>tions/Conclusions  | Government's Reply   | Comments of the Committee  |
|--|------------------------|--|--|--|
| 1  | 2                      | 3  | 4  | 5  |
| 7  | 25(vi)                 | A Sub-Committee of the Estimates Committee which visited Development Blocks in Orissa State, noticed that 19 Gram Panchayats around Rourkela where a big steel plant was being set up, had organised a co-operative society for marketing the daily necessities of life in the new township. The Gram Pan- | The recommendation has been brought to the notice of the Development Commissioners for implementation. [Ministry of C. D. O. M. No. 26 (8)/2 (iv)/57-PC dated 10-9-57] | The reply furnished on the question calling for intimation of the position in the remaining States is hardly relevant and is wholly unsatisfactory. It looks as though no serious attention has been paid to the actual information called for.* |

\*At the stage of factual verification the following information was furnished by the Ministry vide their letter No. 11(5)/60-CDN dated the 30th March, 1960 :

"In Mysore no co-operative societies of Panchayats have come up for catering to the needs of urban people. In Madras, Stores societies supply the consumer goods both in rural and urban areas. Panchayats do not come into picture. There does not appear to be much scope to repeat the experiment of Rourkela in the State. U.P. Government is still considering this. The recommendation however does not apply to Andaman-Nicobar and Pondicherry administrations, as there are no Panchayats. Bihar Government have requested Orissa Government to let them have details of working of these societies. They have accepted to follow them in principle. The Ministry is of the opinion that the present co-operative law in most of the States does not provide for organisation of co-operatives by Panchayats, nor can Panchayats become members of the Cooperatives. The Panchayats and Co-operatives have distinct roles to play in the village society and hence the point may not be pursued further."

7 25(vt)

chayats had purchased shares worth Rs. 7,500 in the Co-operative Society to which they also advanced a loan of Rs. 18,000 from their Gram Fund. With this amount the Panchayat Co-operative Society had started four stalls in the new township of Rourkela which supplied general merchandise, grocery, vegetables and fruits, meat and eggs to the township. The different Panchayats procured from the villages vegetables, fruits, eggs, rice and pulses etc. at convenient centres for supply to the Co-operative Society stalls at Rourkela. The Panchayats were also encouraging local production of the commodities required by the stalls for which loans were being advanced to the villagers with the result that some big vegetable and poultry farms had already

of co-operatives is limited to natural persons and other co-operatives. Gram Panchayats are not eligible for membership of co-operatives. This is to prevent overlapping of functions. No action has therefore been taken in this direction. Madhya Pradesh Government are organising Co-operatives around Bhilai Steel Project area on the lines suggested by Estimates Committee. Tripura Administration has agreed to implement the recommendation in due course. Kerala Government do not think the recommendation can be implemented with any certainty of success in rural areas. They are, however, organising farming Societies and labour contract Societies in the State. West Bengal have advised the officers to implement the recommendation. Himachal Pradesh feel

been set up. The Panchayats were also considering in consultation with the development authorities to promote dairy farming in the villages so that milk and milk products could also be supplied to the co-operative stalls at Rourkela. In this way the Panchayats were not only increasing their sources of revenues but also encouraging development of food supplies, poultry and dairy products in the villages. This example may with advantage be followed in other blocks wherever there are possibilities of its successful working.

*(Further information called for by the Committee.)*

Please intimate the position in respect of the remaining States.

*(Lok Sabha Sectt. O.M. No. 79-ECII/59, dated 17-9-59)*

that the undeveloped Panchayats in their areas will not be in a position to implement this recommendation.

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

The question of the respective rules and mutual relation between the three basic institutions of the village, *viz.* the Panchayat, the Co-operative and the School was discussed at the Annual Conference on Community Development held at Mysore in July, 1959 and the following recommendation was made : —

“ For development of village community, local

7 25(vi)

institutions must be developed and strengthened, namely the Panchayat, Co-operative and the School, along with associate organisations like Mahila Mandals, Youth Mandals, etc. Panchayat should function as a unit of Local Government and help people to organise themselves economically, socially and culturally. Panchayat should take promotional interest in Cooperatives and utilise the school for social and cultural development.

Co-operatives can further production programmes which are essentially economic. Procuring adequate and timely supplies, arranging credit, storage, processing and marketing of produce etc. can best be attended to by Co-operatives.

The village school should be linked with the Community

for cultural and social development.”

The above recommendation has been communicated to all State Governments for implementation.

[*Ministry of C.D. and Cooperation*  
*O. M. No. 11(7)/59-CDN*  
*dated 9-11-59.*]

8 25(vii) The Committee feel that in a country, like India with great pressure on land and with farmers of poor means and small holdings, cooperative farming has great possibilities. Whenever the land has been reclaimed or the Government lets out the land for the purpose of farming, it should be made obligatory as a rule that the farmers should do the work on a co-operative basis so as to serve as a model to others to take up farming on a similar line.

[*Ministry of C.D. O.M. No.*  
*26(8)/2 (iv)/57-PC dated*  
*10-9-57.*]

The Committee do not want to pursue the point further. They, however, wish to state that the Ministry has not replied to the second part of the recommendation that whenever land has been reclaimed or the Government lets out the land for the purposes of farming, it should be made obligatory as a rule that the farmers should do the work on a cooperative basis.\*

\*At the stage of factual verification the following information was furnished by the Ministry *vide* their letter No. 11(5)/60-CDN dated the 30th March, 1960 :

(i) With a view to develop cooperative farming on sound lines, the Government of India appointed a Working Group of Cooperative Farming in June, 1959 to help the formulation of an action programme. The recommendations of the Working Group are under active consideration of the Government and a decision will soon be taken.

(ii) As regards the second part of the recommendation it may be mentioned that the policy in regard to the disposal of surplus land or Government land is to allot such lands to displaced tenants, small farmers and the cultivators, preferably on co-operative basis.”

8 25(vii)

The Ministry of Agriculture are organising 1,000 Cooperative Farming Societies this year.

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

*(Further information called for by the Committee.)*

Please furnish (i) the total number of Cooperative Farming Societies established so far among those organised during the year 1958 (out of 1,000 proposed) and (ii) information regarding preparatory measures taken, viz., formation of service cooperatives etc. for expanding the schemes of cooperative farming.

*(Lok Sabha Secretariat O.M. No. 79-EC 11/59 dated the 17th September, 1959).'*

(i) \*According to the information so far received from 13 States/Union Territories 549 Cooperative Farming Societies have been established during the Co-operative Year 1958-59 (1st July, 1958 to 30th June, 1959). The number of Cooperative Farming Societies established in Assam, Bihar, West Bengal, Madras, Jammu and Kashmir and Himachal Pradesh have not so far been received from the State Governments.

(ii) According to the supplementary programmes finalised during August, 1959, 23,068 existing small sized societies

are to be reorganised as Service Cooperatives and 15,727 new Service Cooperatives are to be organised during the year 1959-60.† The primary functions of the village co-operative is the provision of short and medium term credit, supply of agricultural and other production requirements and the marketing of agricultural produce.

[Ministry of C.D. and Co-operation O. M. No. 11(7)/59 C.D.N. dated 26-12-1959.]

16

43

The Committee recommend that the Ministry of Co-operation O. M. No. 11(7)/59 C.D.N. dated 26-12-1959.]

The matter has already been taken up with the Ministry

Please see para 1 of Chapter I.\*

\*At the stage of factual verification the Ministry requested *vide* their letter No. 11(5)/60-CDN dated the 30th March, 1960 that Paragraph (e) be substituted as under:

(i) According to the information so far received from States (except Jammu and Kashmir) and Union Territories 744 co-operative farming societies of different types have been organised during the cooperative year 1958-59".

†(b) the following be added after the words 'year 1959-60' :

"State Governments have taken necessary steps to organise these societies. About 15,000 of these had been organised upto end of November 1959".

\*\*At the stage of factual verification the following information was furnished by the Ministry *vide* their letter No. 11(5)60-CDN dated the 30th March, 1960 :

"In this connection we have already addressed to the Development Commissioners *vide* our letter No. 6(6) 58-Prq. I dated May 24, 1958 (copy enclosed—*vide* Appendix II) laying down the policy of D.G.P. & T. regarding extension of savings bank facilities at the head quarters of the blocks. The revised policy permits the opening of Savings Bank at experimental post offices and states that post offices at the head quarters of panchayat areas and National Extension Service Blocks should as far as possible be vested with Savings Bank powers.

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[Ministry of C.D. and Co-operation O. M. No. 11(7)/59 C.D.N. dated 26-12-1959.]

16

43

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munity Development should see that full advantage is taken of the development plan of the Ministry of Communications in providing post offices and other communication facilities in the villages in Community Development and N.E.S. Blocks.

At the headquarters of the Blocks, facilities should invariably be provided for depositing money and its withdrawal.

of Communications to provide P & T facilities at all block headquarters and the facilities are being provided.

[*Ministry of C.D., O.M. No. 26(8)/2(iv)/57-PC dated 10-9-57.*]

The Directorate General of Posts & Telegraphs has been requested to provide postal facilities at all the Block Headquarters. Nearly 93% of Block Headquarters have postal facilities and 80% telegraph facilities. Efforts are being made to have a complete coverage.

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

(*Further information called for by the Committee*)

Kindly furnish the reply regarding the facilities to be provided at the headquarters of the Blocks for depositing money and its withdrawal.

At the moment more than 95% of the existing block headquarters are provided with postal facilities. The postal facilities will be provided at all the block headquarters.



22 74 areas. The services of university students, village teachers and other honorary workers could have been enlisted for that work without much expense. The Committee, therefore, recommend that action on these lines should be taken and the problem tackled in the light of the results of the survey in a planned way by fitting the unemployed and under-employed persons in the programme of cottage industries and village crafts in each Block.

*(Further information called for by the Committee)*

Please intimate the latest position in the matter viz., whether the information called for in the Basic Block Survey Report has since been reviewed and if so, what further information the Ministry has discontinued calling for Block-wise reports. The Block reports are, however, prepared and maintained at

ther action has been taken  
in the matter.

(*Lok Sabha Sectt., O. M. No.  
79-ECII/59, dated 17-9-1959*)

the Block and State Level.  
The position regarding pre-  
paration of these reports has  
considerably improved as  
almost all Progress Assistants  
were appointed in the differ-  
ent States by 31-3-1959.

[*Ministry of C.D. and Cooperation,  
O.M. No. 11(7)/59-CDN  
dated 9-11-1959*]

NEW DELHI;

April 7, 1960.

Chaitra 18, 1882 (S).

H. C. DASAPPA,  
*Chairman,  
Estimates Committee.*

## APPENDIX I

(Enclosures to Recommendation No. 46)

### I. Statement showing the State-wise position in respect of the stage of legislation regarding Democratic Decentralisation.

| Name of State       | State of legislation regarding Democratic Decentralisation  |
|---------------------|---|
| 1. Andhra Pradesh . | The State Government have already enacted the necessary legislation (The Andhra Pradesh Panchayat Samithi and Zilla Parishads Act, 1959) and have started its enforcement.  |
| 2. Assam]]          | The Assam Panchayat Bill has been passed by the State Legislature. The question of according President's assent is under the consideration of the Ministry of Home Affairs.   |
| 3. Bihar .          | The Bihar Panchayat Raj Amendment Bill to the existing Bihar Panchayat Raj Act has been passed by the State Legislature and is awaiting Governor's assent.  |
| 4. Bombay . . .     | The Bombay Village Panchayat Act has been enforced since 1-6-59.  |
| 5. Jammu & Kashmir  | The Jammu & Kashmir Panchayat Act has been enforced since 1-4-59.   |
| 6. Kerala . . .     | The Kerala Panchayat Bill and the Kerala District Councils Bill have been referred to the Select Committees who had not yet considered them.  |
| 7. Madhya Pradesh   | The Rural L.S.G. Committee's Report is under consideration of the State Government.   |
| 8. Madras . . .     | President's assent has been given to the Madras Panchayat Bill, 1958.<br><br>The Mysore Village Panchayats and Local Boards Bill has been passed by the State Legislature and has been accorded President's assent. |
| 10. Orissa . . .    | The Orissa Zilla Parishads Bill has been introduced in the State Legislature.   |
| 11. Rajasthan . . . | The Rajasthan Panchayat Samithis and Zilla Parishads Bill (1959) has been given President's assent and is expected to come into force from October 1959.  |

| Name of State   | State of legislation regarding Democratic Decentralisation   |
|-----------------|--|
| 12. Punjab      | Scheme for re-organisation of Rural Local Government has been drawn up and the details are being worked out.   |
| 13. U.P.        | President's sanction has been given to introduce the U.P. Zilla Parishads Bill (1959) in the State Legislature. The State Legislature referred the Bill to the Select Committee which is considering it. |
| 14. West Bengal | Panchayats are being set up. Stage of higher formations of Local Government will be reached later.   |

*\*II. Statement showing the State-wise position about the stage of Legislation on Panchayati Raj (Democratic Decentralisation).*

| Sl. No. | State          | Position   |
|---------|----------------|--|
| 1.      | Andhra Pradesh | The Andhra Pradesh Panchayat Samithis and Zilla Parishads Act, 1959 has been enforced with effect from 1st November, 1959.<br><br>The Andhra Pradesh Village Panchayats Bill, 1959 which envisages uniform legislation for the entire State is before the State Legislature. |
| 2.      | Assam          | The Assam Panchayat Act, 1959 has been enforced with effect from 1-10-1959.  |
| 3.      | Bihar          | The Bihar Panchayat Raj Amendment Act seeking to amend the existing Act has been passed by the State Legislature. A committee with the State L.S.G. Minister as Chairman has been appointed to recommend to Government the most suitable form of organisation.               |
| 4.      | Bombay         | The Bombay Panchayat Act 1958 which was enforced on 1-6-59 provides for Panchayats at the village level and Panchayats Mandals at the District Level.  |

\*Latest information furnished at the stage of factual verification vide Ministry's letter No. 11(5)/60-CDN, dated the 30th March, 1960.

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| Sl. No. | State           | Position  |
|---------|-----------------|---|
| 5.      | Jammu & Kashmir | The J. & K. Panchayat Act has been enforced since 1-4-59.   |
| 6.      | Kerala          | The Kerala District Councils Bill and the Kerala Panchayat Bill were under the consideration of the Select Committees when the State Legislature was dissolved. However Powers have been transferred to 146 Panchayats within the framework of existing laws, to plan and implement the development programmes. |
| 7.      | Madhya Pradesh  | The Rural L.S.G. Committee in its report recommended a three tier system. The State Govt. is finalising legislation accordingly which is expected to be introduced in the State Legislature shortly.  |
| 8.      | Madras          | The Madras Panchayat Act 1958 has been enforced on 1-1-1960. The Madras District Councils Act 1958 has been brought into force with effect from 1-12-59.  |
| 9.      | Mysore          | The Mysore Village Panchayats and Local Boards Act, 1959 which envisages a three tier system of Panchayati Raj came into force with effect from 1-11-59.  |
| 10.     | Orissa          | The Orissa Zilla Parishad Act, 1959 envisaging Panchayat Samitis and Zilla Parishads at the Block and District levels respectively, is expected to be implemented during 1960.  |
| 11.     | Punjab          | The Punjab Govt. propose to introduce a bill in respect of Panchayati Raj in the current budget session. A Bill amending the Punjab Gram Panchayat Act and applying the amended Act to the entire State (repeating the PEPSU Panchayat Act) is already before the State Legislature.                            |
| 12.     | Rajasthan       | The Rajasthan Panchayat Samithis and Zilla Parishads Act 1959 has come into force on 2-10-59.   |
|         | Uttar Pradesh   | The U.P. Govt. is likely to introduce legislation favouring a statutory three tier system.  |

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| Sl. No. | State            | Position  |
|---------|------------------|---|
| 14.     | West Bengal      | . Panchayats are being set up. Stage of higher formations of Local Govt. will be reached later. |
| 15.     | Delhi            | . The Delhi Panchayat Act has been enforced.  |
| 16.     | Manipur-Tripura  | . The U.P. Panchayat Raj Act 1947 has been applied to these two territories.                    |
| 17.     | Himachal Pradesh | . The recommendations of the Balwantrai Study Team are under consideration.                     |

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## APPENDIX II

(Enclosure to recommendation No. 16)

No. 6(6)/58-Prg. I

GOVERNMENT OF INDIA

### Ministry of Community Development

*New Delhi the 24th May, 1958/fayaistha 3, 1880.*

From

Shri G. V. S. Mani, I.A.S.,  
Under Secretary to the Govt. of India.

To

The Development Commissioners,  
All State Governments and  
Union Territories.

SUBJECT :— *Small Savings—Provision of Savings Bank facilities to Post Offices in Rural Areas.*

Sir,

In continuation of this Ministry's letter of even number dated May 14, 1958, I am directed to enclose a copy of letter No. F. 126-3/54 dated the 30th April, 1957 from D.G.P. & T., New Delhi to all Heads of circles regarding the extension of Savings Bank facilities to Post Offices in rural areas, and especially to headquarters of Blocks.

Since it is considered that extension of this service would materially help the Small Savings drive, full advantage may kindly be taken to see that the savings bank facility is extended to all Post Offices in C.D. areas, and the Postal Department may be approached to extend this facility wherever necessary.

Yours faithfully,

Sd: G. V. S. MANI.

Copy to Directorate with reference to their U.O. No. 25-3/58-PLG, dated the 16/17th May, 1958.

Sd : G. V. S. MANI,  
*Under Secretary to the Govt. of India.*

*Copy of letter No.F. 126-3/54 dated 30-4-57 from the D.G.P. & T. New Delhi to all Heads of Circles and copy to (i) Ministry of Finance (N. S. Branch) (ii) National Savings Commissioner, Simla.*

**SUBJECT : —***Extension of Savings Bank facilities to Post Offices in rural Areas.*

With a view to encouraging the habit of thrift among the rural population, the question of liberalising the orders regarding grant of S.B. powers in post offices in rural areas has been under the consideration of the Government. Under existing orders, S.B. powers cannot be granted to a post office which is not permanent and since most of the post offices in rural areas are in an experimental stage, it has not been possible to extend the S.B. system to these areas. The position has been carefully reviewed by the Government and taking all factors into consideration and with particular reference to the fact that the P.O.S.B. is to take a leading role in the mobilisation of country's economy for the 2nd Five Year Plan, the Government have decided to permit the grant of S.B. powers to experimental post offices. It has also been decided, as a matter of policy, that post offices at the headquarters of Panchayats, Community Project Areas and National Extension Blocks should, as far as possible, be vested with S.B. powers. In vesting the post offices with S.B. powers the Heads of Circles should, however, see that

- (i) the Branch Postmaster placed in charge of the post office has a sound financial standing and is suitable to do the work ;
- (ii) arrangements for the safe custody of the cash and remittance of cash to and from the office are satisfactory ;
- (iii) there is a demand for the facility in the area, or there is a fair chance of the facility proving useful or popular ;
- (iv) there is fair chance of the permanency of the office in case the office is in an experimental stage.

The D.G. desires that the powers to grant S.B. powers to post offices vested in the Heads of Circles should be exercised liberally and the proposals received for the grant of S.B. Powers decided expeditiously.

## APPENDIX III

(Vide Introduction)

*Copy of letter No. 21/131/59-TI dated the 29th December, 1959 from the Ministry of Community Development and Co-operation (Deptt. of Community Development), Government of India, to the Chairman, Estimates Committee.*

I am directed to invite a reference to paragraph 103, printed at page 32 of the Report cited above. A Press Release appearing in the *Hindustan Times* dated the 24th Nov., 1959 (relevant extract enclosed), indicates that the Estimates Committee did not feel satisfied with the reply given by the Ministry of Community Development & Co-operation, to their recommendations that the Ministry of Community Development & Co-operation (previously Community Projects Administration) in consultation with the Programme Evaluation Organisation should systematically contact Universities and other Institutes of Social Sciences capable of undertaking research in social problems and seek their assistance. The Committee have reiterated that in the context of important social changes taking place in the country the Ministry of Community Development & Co-operation should seek active co-operation of all the Institutes of Social Sciences for research work.

2. It is regretted that the recommendations of the Estimates Committee could not be implemented earlier as the Agency for fulfilling this task, was still in the making at that time. As the Committee are aware, this Ministry have since established a Central Institute of Study & Research in Community Development at Mussoorie. It was intended that this Institute would do the research work in collaboration with the Universities and other research organisations.

3. In its first meeting held on the 15th and 16th October, 1959 at Dehradun, the Advisory Board of the Central Institute (extract enclosed) have recommended that research work in regard to fundamental or basic studies in Community Development programme should be taken up by the Universities and other research organisations and research in respect of studies of current problems arising from the operation of the programme should be taken care of by the Central Institute and the Orientation and Social Education Organisers Training Centres. It was also recommended by the Board that a study in the broad field of "Communication" should be entrusted to the Universities.

4. This recommendation of the Advisory Board, which accepts that of the Estimates Committee, is being implemented by the Principal of the Central Institute of Study and Research in Community Development, Mussoorie, under the general guidance of the Research Committee set up by it. Therefore with the establishment of the Research Wing of the Institute, the recommendation of the Estimates Committee will now be implemented by the Central Institute in direct contact with the Universities and other Institutions of Social Sciences. In fact the Universities of Patna and Baroda are already contemplating to start research work and their detailed proposals are awaited. Steps are also being taken to set up "Study Wings" at all the Training Centres to take up specific problems for study and field research.

5. I am therefore directed to bring these developments to your notice and to the notice of the other members of the Estimates Committee.





## APPENDIX IV

(Vide Introduction)

*Analysis of the Action taken by Government on the recommendations contained in the Forty-fifth Report of the Estimates Committee (First Lok Sabha)*

|    |  |     |
|----|--|-----|
| 1. | Total number of recommendations made . . . . .   | 47  |
| 2. | Recommendations accepted fully by Government ( <i>vide</i> recommendations in Chapter II)  |     |
|    | Number . . . . .   | 39  |
|    | Percentage to total . . . . .  | 83  |
| 3. | Recommendations accepted by the Government partly or with modifications ( <i>vide</i> recommendations Nos. 4, 43, and 47 in Chapter III)                           |     |
|    | Number . . . . .   | 3   |
|    | Percentage to total . . . . .  | 6.4 |
| 4. | Recommendations not accepted by Government but replies in respect of which have been accepted by the Committee ( <i>vide</i> recommendation No. 39 in Chapter III) |     |
|    | Number . . . . .   | 1   |
|    | Percentage to total . . . . .  | 2.1 |
| 5. | Recommendations replies to which have not been accepted by the Committee ( <i>vide</i> recommendations in Chapter IV)  |     |
|    | Number . . . . .   | 4   |
|    | Percentage to total . . . . .  | 8.5 |

**LIST OF AUTHORISED AGENTS FOR THE SALE OF PARLIAMENTARY  
PUBLICATIONS OF THE LOK SABHA SECRETARIAT, NEW DELHI-1**

| Agency Name and address<br>No. of the Agent.                                  | Agency Name and address<br>No. of the Agent.   | Agency Name and address<br>No. of the Agent.  |
|---|--|---|
| 1. Jain Book Agency, Connaught Place, New Delhi.                              | 26. The International Book Service, Deccan Gymkhana, Poona-4.                        | 50. Chanderkant Chiman Lal Vora, Gandhi Road, Ahmedabad.                                  |
| 2. Kitabistan, 17-A, Kamla Nehru Road, Allahabad.                             | 27. Bahri Brothers, 188, Lajpat Rai Market, Delhi-6.                                 | 51. S. Krishnaswamy & Co., P.O. Teppakulam, Tiruchirappalli 1.                            |
| 3. British Book Depot, 84, Hazratganj, Lucknow.                               | 28. City Booksellers, Sohan-ganj Street, Delhi.                                      | 52. Hyderabad Book Depot, Abid Road, (Gun Foundry) Hyderabad.                             |
| 4. Imperial Book Depot, 268, Main Street, Poona Camp.                         | 29. The National Law House, Near Indore General Library, Indore.                     | 53. M. Gulab Singh & Sons (P) Ltd., Press Area, Mathura Road, New Delhi.                  |
| 5. The Popular Book Depot (Regd.), Lamington Road, Bombay-7.                  | 30. Charles Lambert & Co., 101, Mahatma Gandhi Road, Opp. Clock Tower, Fort, Bombay. | 54. C. V. Venkatachala Iyer, Near Railway Station, Chalakudi. (S.I.)                      |
| 6. H. Venkataramiah & Sons, Vidyanidhi Book Depot, New Statue Circle, Mysore. | 31. A. H. Wheeler & Co. (P) Ltd., 15, Elgin Road, Allahabad.                         | 55. The Chindambaram Provision Stores, Chidambaram.                                       |
| 7. International Book House, Main Road, Trivandrum.                           | 32. M. S. R. Murthy & Co., Visakhapatnam.  | 56. K.M. Agarwal & Sons, Railway Book Stall, Udai-pur (Rajasthan).                        |
| 8. The Presidency Book Supplies, 8-C, Pycroft's Road, Triplicane, Madras-5.   | 33. The Loyal Book Depot, Chhipi Tank, Meerut.                                       | 57. The Swadesamitran Ltd., Mount Road, Madras-2.   |
| 9. Atma Ram & Sons, Kashmere Gate, Delhi-6.                                   | 34. The Good Companion, Baroda.  | 58. The Imperial Publishing Co., 3, Faiz Bazar, Darya-ganj, Delhi-6.                      |
| 10. Book Centre, Opp. Patna College, Patna.                                   | 35. University Publishers, Rail-way Road, Jullundur City.                            | 59. The High Commission of India Establishment Deptt. Aldwich, London, W.C.-2.            |
| 11. J. M. Jaina & Brothers, Mori Gate, Delhi-6.                               | 36. Students Stores, Raghunath Bazar, Jammu-Tawi.                                    | 60. Current Book Stores, Maruti Lane, Raghunath Dada Street, Bombay-1.                    |
| 12. The Cuttack Law Times Office, Cuttack-2.                                  | 37. Amar Kitab Ghar, Diagonal Road, Jamshedpur-1.                                    | 61. International Consultants Corporation, 48C, Mared-pally (East), Secundera-bad, (A.P.) |
| 13. The New Book Depot, Connaught Place, New Delhi.                           | 38. Allied Traders, Motia Park, Bhopal.  | 62. K. G. Aseervandam & Sons, Cloughpet, P. O. Ongoli, Guntur Distt. (Andhra).            |
| 14. The New Book Depot, 79, The Mall, Simla.                                  | 39. E.M. Gopalkrishna Kone, (Shri Gopal Mahal), North Chitrai Street, Madura.        | 63. The New Order Book Co. Ellis Bridge, Ahmedabad.                                       |
| 15. The Central News Agency, 23/90, Connaught Circus, New Delhi.              | 40. Friends Book House, M. U., Aligarh.  | 64. The Triveni Publishers, Masulipatnam.   |
| 16. Lok Milap, District Court Road, Bhavnagar.                                | 41. Modern Book House, 286, Jawahar Ganj, Jabalpur.                                  | 65. Deccan Book Stall, Fergu-son College Road, Poona-4.                                   |
| 17. Reeves & Co., 29, Park Street, Calcutta-16.                               | 42. M. C. Sarkar & Sons (P) Ltd., 14, Bankim Chatterji Street, Calcutta-12.          | 66. Jayna Book Depot, Chap-parwala Kuan, Karol Bagh, New Delhi-5.                         |
| 18. The New Book Depot, Modi No. 3, Nagpur.                                   | 43. People's Book House, B-2-829/1, Nizam Shahi Road, Hyderabad Dn.                  | 67. 'Bookland' 663, Madar Gate, Ajmer (Rajasthan).  |
| 19. The Kashmir Book Shop, Residency Road, Srinagar, Kashmir.                 | 44. W. Newman & Co. Ltd., 3, Old Court House Street, Calcutta.                       | 68. Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi.              |
| 20. The English Book Store, 7-L, Connaught Circus, New Delhi.                 | 45. Thacker Spink & Co. (1938) Private Ltd., 3, Esplanade East, Calcutta-1.          | 69. Makkala Pustaka Press, Bel-landira, Gandhinagar, Bangalore-9.                         |
| 21. Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.                    | 46. Hindustan Diary Publishers, Market Street, Secundera-bad.                        | 70. Gandhi Samriti Trust, Bhavnagar.  |
| 22. International Book House Private Ltd., 9, Ash Lane, Bombay.               | 47. Laxmi Narain Aggarwal, Hospital Road, Agra.                                      | 71. People's Book House, Opposite Jaganmohan Palace Mysore-1.                             |
| 23. Lakshmi Book Store, 42, M. M. Queensway, New Delhi.                       | 48. Law Book Co., Sardar Patel Marg, Allahabad.                                      |   |
| 24. The Kalpana Publishers' Trichinopoly-3.                                   | 49. D. B. Taraporevala & Sons. Co. Private Ltd., 210, Dr. Naoroji Road, Bombay-1.    |   |
| 25. S. K. Brothers, 15A/65, W. E.A., Karol Bagh, New Delhi-5.                 |  |   |

LIST OF AUTHORISED AGENTS FOR THE SALE OF PARLIAMENTARY PUBLICATIONS OF THE LOK SABHA SECRETARIAT, NEW DELHI-1—(Contd.)

| Agency No. | Name and address of the Agent   | Agency No. | Name and address of the Agent  | Agency No. | Name and address of the Agent   |
|------------|---|------------|--|------------|---|
| 72.        | 'JAGRITI' Bhagalpur-2. BIHAR.   | 79.        | Universal Book Company, 20, Mahatma Gandhi Marg, Allahabad.                | 86.        | The Krishna Book Depot. Publishers, Booksellers, Stationers & New Agents, Main Bazar, Pathankot (E.P.). |
| 73.        | The New Book Company (P) Ltd., Kitab Mahal, 188-90, Dr. Dadabhai Naoroji Road, Bombay.          | 80.        | Madhya Pradesh Book Centre, 41, Ahilya Pura, Indore City (M.P.).           | 87.        | Dhanwantra Medical & Law Book House, 1522, Lajpat Rai Market, Delhi-6.                                  |
| 74.        | The English Book Depot, 78, Jhoke Road, Ferozepore Cantt.                                       | 81.        | Mittal & Co. 85-C, New Mandi, Muzaffar Nagar, (U.P.).                      | 88.        | The United Book Agency, 48, Amritkaur Market, New Delhi.  |
| 75.        | Minerva Book Shop 9, Jor Bagh Marke, New Delhi-3.   | 82.        | Firma K. L. Mukhopad-<br>yay, 6/1A, Banchharam<br>Akrur Lane, Calcutta-12. | 89.        | Pervaje's Book House,<br>Booksellers & News Agents<br>Koppikar Road, Hubli.                             |
| 76.        | People's Publishing House,<br>Rani Jhansi Road, New<br>Delhi-1.                                 | 83.        | Freeland Publications (P)<br>Ltd., 11-A/16, Lajpat Nagar,<br>New Delhi.    | 90.        | B. S. Jain & Co., 71,<br>Abupura, Muzaffernagar<br>(M.P.).  |
| 77.        | Shri N. Chaoba Singh,<br>Newspaper Agent, Ramla<br>Paul High School Annexe,<br>Imphal, Manipur. | 84.        | Goel Traders, 100-C, New<br>Mandi, Muzaffar Nagar<br>(U.P.).               | 91.        | Swadeshi Vastu Bhandar,<br>Booksellers, Jemnagar.   |
| 78.        | Minerva Book Shop, The<br>Mall, Simla-1.  | 85.        | Mehra Brothers, 50-G,<br>Kalkaji, New Delhi-19.                            | 92.        | Bhogilal L. Fanna, Book-<br>stall Contractor, Railway<br>Junction, Rajkot.                              |
|            |   |            |  | 93.        | Sikh Publishing House<br>(P), Ltd., 7-C, Connaught<br>Place, New Delhi.                                 |