

**ESTIMATES COMMITTEE
(1967-68)**

TWENTY-FIFTH REPORT

(FOURTH LOK SABHA)

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

(DEPARTMENT OF COMMUNITY DEVELOPMENT)

**Action taken by Government on the recommendations
contained in the Ninety-eighth Report of the Esti-
mates Committee (Third Lok Sabha) on the Ministry
of Food, Agriculture, Community Development
and Cooperation (Department of Commu-
nity Development)—Part I Central
Programmes**



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TO

Twenty-Fifth Report of the Estimates Committee
(Fourth Lok Sabha) on the Ministry of Food,
Agriculture, Community Development and Co-
operation (Department of Community Development)

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(1967-68)

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STUDY GROUP 'E' OF ESTIMATES COMMITTEE

(1967-68)

CONVENER

Shri J. M. Lobo Prabhu

MEMBERS

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4. Shri Maharaj Singh Bharti
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11. Shri Yashwant Singh Kushwah
12. Shrimati Sangam Laxmi Bai
13. Shri Inder J. Malhotra
14. Shri Chintamani Panigrahi
15. Shri Rajdeo Singh.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Twenty-fifth Report on action taken by Government on the recommendations contained in the 98th Report of the Estimates Committee (Third Lok Sabha) on the Ministry of Food, Agriculture, Community Development and Cooperation (Department of Community Development) Part I Central Programmes.

2. The 98th Report of the Estimates Committee was presented to the Lok Sabha on 14th April, 1966. Government furnished replies indicating action taken on the recommendations contained in the Report on 27th December, 1966 and 31st May, 1967. The Study Group 'E' of the Estimates Committee (1967-68) considered the replies received from the Ministry at their sitting held on the 28th July, 1967. The draft Report was adopted by the Committee on the 7th December, 1967.

3. The Report has been divided into the following Chapters:—

I. Report.

II. Recommendations that have been accepted by Government.

III. Recommendations which the Committee do not desire to pursue in view of Government's reply.

IV. Recommendation in respect of which reply of Government has not been accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in the 98th Report of the Estimates Committee (Third Lok Sabha) is given in Appendix. It would be observed therefrom that out of 61 recommendations made in the 98th Report, 54 recommendations, i.e. 88.5 per cent have been accepted by Government. The Committee do not desire to pursue 6 recommendations, i.e. 10 per cent in view of Government's reply. Reply of Government in respect, of one recommendation i.e. 1.5 per cent has not been accepted by the Committee.

P. VENKATASUBBAIAH,

Chairman,

Estimates Committee.

NEW DELHI;

December 16, 1967.

Agrahayana 24, 1889 (Saka).

CHAPTER I

REPORT

The Estimates Committee are glad to observe that the recommendations contained in their Ninety-Eighth Report (Third Lok Sabha) on the Ministry of Food, Agriculture, Community Development and Co-operation (Department of Community Development)—Part I: Central Programmes have been generally accepted by Government. There is, however, one recommendation the reply to which has not been accepted by the Committee and which has been reiterated in Chapter IV of this Report.

2. While noting the action taken by Government on certain recommendations, the Committee desire that further information on the progress made in the implementation of some of the recommendations (included in Chapter II) may be furnished to the Committee before the end of the financial year.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Serial No. 1) Para No. 22

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

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

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

The Committee apprehend that in the present set-up with all-out drive and maximum emphasis on agricultural development, the idea

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

REPLY OF GOVERNMENT

There are three factors involved in Community Development, as indeed in other sectors of development: the objective to be achieved, the programme devised for securing the objective and the organisational and institutional agencies for implementing the programme. The basic objective of Community Development, as the Committee have observed, has always been to bring about an overall development of the Community with effective participation and, to the extent possible, the initiative of the people themselves, backed by the technical and other services necessary for securing the best from such initiative and self-help. While the objective remains, the programme, it is clear, varies, as it must, in relation to the pace of development and shifts in current priorities. Equally, the apparatus for implementation has to be modified over time to be in tune with the programme.

The dynamics of Community Development make such readjustments all the more necessary. The programme content and structure have, therefore, been kept constantly under review; even currently, this is being done in the light of the Fourth Plan priorities. The last Annual Conference on Community Development and Panchayati Raj and the Conference of State Ministers of Community Development and Panchayati Raj went into this in considerable detail; while they have stressed the need for a measure of flexibility in the operational arrangements and for new directions of approach and fresh emphasis on the programme priorities, the basic aim of Community Development, viz., comprehensive, integrated rural development through stimulation and promotion of local initiative, self-reliance and community action, it is recognised, must remain unaltered.

Having regard to the differing needs and conditions of local communities, the Community Development programme has always encompassed within its sectors a wide range of permissive activities, though agriculture has necessarily continued to occupy the foremost position. It is but proper that the priorities of the programme are redefined and set out as appropriate from time to time. Such restatement is indeed essential for clarifying a developing programme and putting it in focus for those in charge of implementation. Previous re-enunciations of the programme, as any hereafter, would be found, however, to be fully within the framework of the basic goal of Community Development. It happens thus that, in the policy for Community Development as endorsed by the last Annual Conferences, a distinction has been made between programmes of nationwide priority and coverage, like agriculture and family planning, which have to be universally applicable, and other programmes of local relevance, like welfare and amenities programmes, to be taken up in accordance with the local need and resources; certain important special programmes, which lend themselves particularly to effective handling by the Block organisation, including the people's institutions, such as programmes of applied nutrition, tribal development, rural manpower and youth, women and childrens' welfare, are also to be given greater content than in the past.

The organisational structure for promoting Community Development, it has to be appreciated, is itself as much a result of the process of growth and experience as the programme itself. To begin with, the extension service machinery had, at best, non-official support of nominated local groups in the shape of Advisory Block Development Committees. The present full-fledged three-tier Panchayati Raj structure is a culmination of this earlier arrangement, following, it would be recalled, the findings of the Balwantrai Mehta Committee which examined the issue expressly in the context of an evaluation of the Community Development programme, particularly with reference to the question of people's participation. The extension agency and responsible democratic institutions of the people now form part of an organic whole. Far from their being separate entities, the block staff and budget have to be at the disposal of the middle-level Panchayati Raj body; community development is the common endeavour of both elements in the one coordinated unit; this is so irrespective of the territory covered by the Block. The last Annual Conferences, while indicating the policy for Community Development, have understandably accorded the primacy due to the role of Panchayati Raj institutions and underlined the importance of the necessary functional linkage between them and the extension services. They envisage closer and more active involvement of panchayati Raj

institutions in the process of economic development and social advance, as it is through these institutions that the needed maximum mobilisation of human and material resources can be secured in the rural areas. Consequently, the Conferences wanted the full three-tier structure to be established in the States still without them, with commensurate functions, resources and responsibilities devolved at the appropriate levels. Indeed, they considered it necessary that the district level institutions should be further strengthened by being assigned greater executive responsibilities where they may be functioning essentially as advisory and coordinating agencies.

It would be seen that Government are in agreement with the Estimates Committee as to the need for clear enunciation of present policy on Community Development and have also taken steps towards its formulation. The policy recommended by the recent Annual Conferences is being finalised in further consultation with the States; the central purpose of developing community consciousness, cohesion and initiative and building up of people's institutions would remain in the forefront. The Department of Community Development at the Centre, and its counterparts in States, would continue, as before, to function as coordinating agencies for the Community Development programme.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P&B. dated 27-12-1966]

Recommendation (Serial No. 2) Para No. 25

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

REPLY OF GOVERNMENT

The Community Development Programme rests on the premises of integrated total approach to rural development, deployment of extension services over manageable area units and a coordinated field agency functionally linked up with the Panchayati Raj organisation on the one hand and the various development departments and their field machinery on the other. Consistent with this approach, and in keeping with certain basic requirements as to the population

and area units to be served, the extension services to be provided and the coverage of Panchayats etc., it is recognised that suitable adjustments could be made in the operational size of the block—the middle level organisation in the three-tier Panchayati Raj system which has been accepted as the institutional pattern for local development administration. The need for a measure of flexibility in determining the operational size of the blocks was accepted even recently at this year's Annual Conference on Community Development and Panchayati Raj. Andhra Pradesh recognised the boundaries of blocks and reduced their number in 1964. More recently, Uttar Pradesh and Madhya Pradesh have formulated schemes for re-organisation of blocks and consequent reduction in their number. The Centre's concurrence to such proposals has generally been accorded, taking all relevant factors, including administrative efficiency and economy, into account.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P&B. dated 27-12-1966]

COMMENTS OF THE COMMITTEE

A report on the economy effected may be sent after a year.

Recommendation (Serial No. 3) Para 26

The Committee observe from the statement furnished by the Ministry that uniformity in providing funds for the post Stage II blocks has not been maintained by the States and the agreed provision of Rs. 1 lakh per year per block has not been adhered to by most of them. The Committee also note that contributions of some of the States have been far below the agreed amount of Rs. 1 lakh and have been as low as Rs. 6,000 to Rs. 13,000. The Committee apprehend that such shortfalls in the allocation of funds might have adversely affected the implementation of the programme assigned to the Blocks.

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

REPLY OF GOVERNMENT

The successive Annual Conferences on Community Development and Panchayati Raj have stressed the need for an annual provision

of at least Rs. 1 lakh for every post-stage II block, exclusive of establishment expenditure and departmental funds flowing through these blocks, so as to enable continuance of the pace of development in the block. This has been repeatedly taken up with the States. The matter will be still pursued with those States, where this agreed amount provision is still not being made.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B, dated 27-12-1966.]

Recommendation (Serial No. 5) Para No. 39

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

REPLY OF GOVERNMENT

During the Second Plan, Rs. 187.12 crores were spent as against the allocation of Rs. 200 crores on Community Development. Shortage of trained and skilled extension staff was only one of the reasons for the short-fall in expenditure. Adequate emphasis had been laid on training and wide range of training programmes had been developed. Besides Panchayati Raj Training Centres for which Panchayati Raj provided the *raison d'etre*, the majority of the training institutions were set up before the Second Plan period was over. Most of the non-institutional training programmes like training of Gram Sahavaks' short-term courses for members of Mahila Mandals etc., were started during this period. Indeed, the report of the U.N. Evaluation Mission on Community Development which has made complimentary references to Community Development Training, was given during the Second Plan period (November, 1958—April, 1959).

The difference in the level for performance of the States between the First and the Second Plan periods is on account of the number of Blocks taken up.

In the appraisal of the progress of Community Development programme in the States, made at the time of the Annual Plan discussions, Annual Conferences, as well as during discussions by the officers of the Department when they visit the States, concrete steps for corrective action where required are always suggested to strengthen the programme. The observations of the Estimates Committee will be borne in mind in taking similar follow-up action in future.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B, dated 27-12-1966.]

Recommendation (Serial No. 6) Para No. 40

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

REPLY OF GOVERNMENT

Though there was considerable shortfall in expenditure on Community Development during the Third Plan in some States, mainly owing to tight resources position, the utilisation of funds for the community as a whole was not unsatisfactory—the shortfall being less than 5 per cent. The need for providing the required outlay for community development programme in the annual plan and its full utilisation is repeatedly stressed on the State Governments during the annual plan discussions. However, particularly after the 1962 emergency, wherever the size of the annual plan had to be curtailed, the axe tended to fall rather heavily on the Community Development outlays. This was especially so in those States where resources position was not bright. The efforts to secure maximum performance in all the States would, however, be continued.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O. M. No. 39-1-66-P & B, dated 27-12-1966.]

Recommendation (Serial No. 7) Para No. 41

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

REPLY OF GOVERNMENT

The Government agree with the observations of the Estimates Committee.

The outlay of Rs. 227.52 crores for Community Development in the Fourth Plan was worked out on the basis of the full requirement on the schematic pattern of the Stage I and Stage II blocks that would be in operation during the Plan period. During 1966-67, however, in view of the constraints imposed by emergency conditions, the size of the annual plan of the States was contracted and correspondingly the outlay approved for Community Development for the country as a whole was only Rs. 41.21 crores as against the full schematic requirements of Rs. 74.79 crores. Considering this and taking into account the overall resources position, it has since been decided to limit the outlay on Community Development for the Fourth Plan to about Rs. 190 crores. It will be ensured, during the successive annual plan discussion, that this outlay is fully provided for and utilised by all the States.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B, dated 27-12-1966.]

Recommendation (Serial No. 10) Para No. 52

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

REPLY OF GOVERNMENT

A review of the staff position, consequent on the amalgamation of the erstwhile Ministries of Community Development and Cooperation and Food and Agriculture has been initiated. Certain re-organisation measures bringing the Training Divisions of the Departments of Agriculture and Community Development under a unified set up have been devised and are being implemented; this is expected to result in more streamlined functioning and also some savings. There is no present intention, however, to merge the two Departments together; they are already functioning under the same Secretary. The need for avoiding duplication and overlapping of work will continue to be kept in view.

[Ministry of Food, Agriculture, Community Development & Cooperation (Deptt. of Community Development) O.M. No. 39/1/66-P & B, dated 27-12-1966.]

COMMENTS OF THE COMMITTEE

The Committee would like to be apprised of the economy in staff and expenditure effected in unified set-up, before the end of the current financial year 1967-68.

Recommendation (Serial No. 11) Para No. 53

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

REPLY OF GOVERNMENT

The entire question of the various Coordination Committee with the other Central Ministries has been reviewed. The position now is as under:—

Coordination Committee for Applied Nutrition Programme:

This is constituted by the Ministry of Food, Agriculture, Community Development and Cooperation (Deptt. of Community Development) and the meetings are conveyed every quarter regularly.

1. *Agriculture:*

Agriculture Production Board (Minister's level).

2. *Industries:*

(a) Coordination Committee for small industries (Minister's level).

(b) Standing Committee for small industries in Community Development Blocks.

(c) Standing Committee for Industrial Cooperatives.

3. *Works and Housing, Transport and Railways:*

(a) Coordination Committee with the Ministry of Works and Housing.

(b) Coordination Committee with the Ministry of Transport.

(c) Coordination Committee with the Ministry of Railways.

The recommendation of the Estimates Committee have been brought to the notice of the concerned Ministries/Departments.

4. *Education:*

(a) Coordination Committee with the Ministry of Education (Minister's level).

(b) Coordination Committee with the Ministry of Education (Officer's level).

It has been decided not to continue these Committees and the Ministry of Education have been informed accordingly.

5. *Health, Information and Broadcasting and Irrigation and Power.*

(a) Coordination Committee with the Ministry of Health.

(b) Coordination Committee with the Ministry of Information and Broadcasting (Officer's level).

(c) Coordination Committee with the Ministry of Irrigation and Power (Officer's level).

These Committees have not been formally constituted and are *ad hoc* in character. They meet only as and when there is need.

So far as meetings of the Coordination Committees at State Level are concerned, the recommendation has been brought to their notice for compliance.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B, dated 27-12-1966.]

Recommendation (Serial No. 12) Para No. 54

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

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

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

REPLY OF GOVERNMENT

The activities encompassed within the Community Development Programme are State Subjects and a coordinated approach to the programme and its implementation is evolved by mutual consultation and agreement between the Centre and the States. The forum of Annual and other Inter-State Conference, Study teams and visits to individual States for discussions with the State authorities and the field personnel are utilised for the purpose. Accepted and approved lines of action are followed up with the States and the programme trends and field problems are regularly reviewed in the Ministry for effecting adjustments or modifications, where required. Consistent with the priorities of programmes of nation-wide importance, the States have a measure of flexibility in choosing from the wide range of persuasive activities visualised under the Block schematic budget, depending upon the needs of the area and the supplementary local resources that can be mobilised. The recent Annual Conference on Community Development and Panchayati Raj has

also emphasised that, as a corollary to the flexible programme pattern, the States should have discretion to adapt the operational arrangements to the local conditions. Major deviations in the programme or organisational pattern are, however, not made without consultation with the Ministry and its concurrence.

The Annual and other Conferences, important as they are for working out agreed policies and lines of action, cover a wide range of subjects relating to the programme of Community Development, and not necessarily to any one given project. The Conferences, however, have been, and will continue to be held, where necessary, in the States at convenient venues.

Government fully recognise that there should be maximum economy in expenditure on tours. To this end, the tour programmes of officers are carefully screened before the necessary approval is accorded. Care is also taken to ensure that the tour programmes are drawn up in a rational, coordinated manner and all unnecessary movement avoided. A close watch is continuously kept on the trend of expenditure and every effort made to economise by restricting tours to the absolute minimum. The propositions, however, that a ceiling be imposed on each officer's tour expenditure and details of the tours and the expenditure included in the Ministry's Annual Report, do not seem feasible. The need for a particular tour stems from the exigency of work, which itself depends on the business handled by an officer from time to time, and the developing circumstances. The real solution would appear to lie in the Controlling Officer exercising strict watch and approving only such tour programmes as are absolutely indispensable. This is already being done. The purpose of effecting economy in T.A. expenditure is scarcely likely to be served by publicising the tour statements in the Annual Reports.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B, dated 27.12.1966].

Recommendation (Serial No. 13) Para No. 55

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

REPLY OF GOVERNMENT

The States which have not yet accepted the recommendation of the Working Group, have again been addressed to implement it.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B, dated 27.12.1966].

COMMENTS OF THE COMMITTEE

The Committee desire that the names of the States which have accepted and implemented the recommendations of the Working Group may be communicated to the Committee and the position about the remaining States may also be furnished.

Recommendation (Serial No. 15) Para No. 61

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

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

REPLY OF GOVERNMENT

The criteria for selection of blocks under Applied Nutrition Programme has already been laid down to ensure uniformity in selection.

One of the criteria specifically lays down that priority should be given to economically and nutritionally backward areas.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B, dated 27.12.1966].

Recommendation (Serial No. 16) Para No. 62

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

REPLY OF GOVERNMENT

The release of equipment to the States has been reviewed by the Coordination Committee on Applied Nutrition Programme and it has been decided that a sub-committee should review the whole position, indicate the time schedule and draw up a list of equipment to be supplied to the States so as to ensure uniformity in supply and effective implementation of the programme.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B, dated 27.12.1966].

Recommendation (Serial No. 17) Para No. 63

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

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

REPLY OF GOVERNMENT

The recommendation is acceptable. It is a part of the existing policy that there should be a measure of flexibility in utilising UNICEF assistance for Yuvak and Mahila Mandals in Applied Nutrition Blocks. Instructions are also being issued to the State Governments to maintain a follow-up of the activities of the organisation receiving assistance.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) Q.M. No. 39/1/66-P & B, dated 27.12.1966].

Recommendation (Serial No. 19) Para No. 72

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

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

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

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

REPLY OF GOVERNMENT

Instructions have already been issued that the State Governments, where District level Coordination Committees have not yet been constituted, should do so and that these Committees should meet regularly. It has also been suggested to the State Governments that

the proceedings of the District Level Coordination Committees should form part of the agenda of the State Level Coordination Committee's meetings.

The Medical Officer and the staff attached to the Primary Health Centres in the Blocks are already associated in the implementation of the programme, particularly in the preparation of the list of beneficiaries, organisation of feeding programme and nutrition education.

Since the responsiveness and the competence of the village and the associate organisations viz. Yuvak and Mahila Mandals is a key factor in the successful implementation of the programme including organisation of supplementary feeding of vulnerable groups, the State Governments have been advised to select only those blocks where they are assured of the keen and energetic interest of such organisations. Further the programme has been devolved on the Panchayati Raj institutions in all the States, where such institutions exist.

In the Applied Nutrition Programme, the Yuvak and Mahila Mandals are expected to perform all/or any of the following functions:—

1. Management of community gardens.
2. Management of village fisheries.
3. Management of poultry units.

The Yuvak and Mahila Mandals may take up one or more of the above activities. In addition, the Mahila Mandals are also expected to provide the agency for organising supplementary feeding to nursing and expectant mothers and pre-school children.

In order to enable the Yuvak and Mahila Mandals to undertake these activities, facilities provided include free supply of seeds and fertilizers, backed by additional support from the Block budget or other sources to the extent possible, chicks and fingerlings, subsidised feed and financial assistance for meeting the recurring cost of feeding programme, kitchen equipment and accessories etc. Yuvak and Mahila Mandals are also given awards, with special assistance from UNICEF, for undertaking economic activities. In some States, financial assistance is also given to provide a local habitation to the Mahila Mandals.

Administrative and technical guidance is given by the appropriate Block staff for the Youth and Women's Organisations, in particular

staff support is provided to the Mahila Mandals by the Mukhya Sevikas and the increased strength of Gram Sevikas.

The recommendation that the Mukhya Sevikas and Gram Sevikas should assist the Mahila Mandals in maintaining accounts, distributing food, spreading nutrition education and evolving improved feeding and better cooking methods is accepted. Indeed, these are among the most important functions of these functionaries in the programme blocks. It is precisely for the purpose of giving intensive guidance and assistance to the Mahila Mandals in all their activities that additional Gram Sevikas have been provided in the ANP blocks. Recently, a small group has been set up by the Department of Community Development to suggest measures for nutrition education and improvement of local food.

As for introducing mobile units in the States for demonstration of the value of nutritious and balanced diets during the 4th Plan, it may be mentioned that the Department of Food are already running 4 Mobile Nutrition and Extension vans in Bombay, Calcutta, Madras and New Delhi. Ten additional vans are expected to be commissioned during the current year in different States. In addition, provision has been made in the 4th Plan for another 15 vans.

The State Governments have already been advised to take remedial action on the suggestions made by the Programme Evaluation Organisation in their Report on current evaluation of the Applied Nutrition Programme 1964-65.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O. M. No. 30-1-66-P & B. dated 27-12-1966.]

Recommendation (Serial No. 20) Para No. 73

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

The Committee further suggest that the cooperation of the Yuvak and Mahila Mandals, as also of some progressive farmers

should be sought to boost up the programme of developing orchards, poultry and animal husbandry as complement to normal articulture.

REPLY OF GOVERNMENT

The recommendations have been accepted and the State Governments have been asked to implement them.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 30/1/66-P. & B., dated 27-12-1966.]

COMMENTS OF THE COMMITTEE

The progress report about the action taken by the State Government in enlisting the co-operation of the Yuvak and Mahila Mandals and progressive farmers may be furnished to the Committee after a year.

Recommendation (Serial No. 21) Para No. 74

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

REPLY OF GOVERNMENT

(i) It is correct that the school garden programme is not only a production programme but also an educational one. In fact, this is the basis of the applied nutrition programme. The school gardens are established according to planops and with the development of the programme more villages will be covered and, in turn, more school gardens will be established. The establishment of school gardens is, however, beset with one difficulty and that is the availability of land.

(ii) The size of the garden provided in the planops is only a minimum which is necessary at least to start with, but the same has not been insisted upon, as it depends on the availability of land. So far as assistance is concerned, it is available to gardens of all sizes.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B., dated 27-12-1966.]

COMMENTS OF THE COMMITTEE

Progress of school garden programme may be sent after a year.

Recommendation (Serial No. 22) Para No. 78

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

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

REPLY OF GOVERNMENT

The Government agree with the recommendation of the Estimates Committee. In the Ministry's policy letter on Rural Manpower Programme of January 17, 1966, it has been impressed upon the States that while schemes to supplement regular departmental programmes, including those for agricultural production, specially in the present context, can and should be taken up under the Rural Manpower Programme according to the need; the aims of the programme could only be served through community works resulting in creation of community assets. Strict adherence to the following criteria for taking up schemes under the programme has also been insisted upon:—

- I. Labour intensiveness;
- II. Non-involvement of higher technical skills;
- III. Maximum utilisation of local resources;
- IV. Low requirement of materials and machinery; and
- V. Contribution to increased agricultural production and creation of community assets.

The State Governments have been asked to review the existing schemes in the light of the above criteria and introduce such modifications as are called for to make the schemes more labour-intensive.

The Government are further of the view that since the Panchayati Raj institutions are now being equipped with adequate technical organisation, it should be possible for them to undertake even large labour-intensive, patently productive projects covering more than one block. Such projects should of course, be integrated with the departmental plan to take advantage of the higher technical staff of the departments concerned.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B., dated 27-12-1966.]

Recommendation (Serial No. 23) Para No. 79

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

REPLY OF GOVERNMENT

Government agree with the recommendation of the Estimates Committee and are already seized of the matter. State Governments have already been asked to intimate to Panchayati Raj Institutions the allocations for the whole year at the beginning of the financial year. The practice already in vogue in Andhra Pradesh, Madras, Mysore and Rajasthan, of authorising the Panchayati Raj Institutions where they hold general purpose funds to incur expenditure on approved rural manpower projects even in anticipation of formal allocation and reimbursement of the funds from Rural Manpower allocations by the State Governments, has also been commended to other State Governments for adoption. This has again

been reiterated in the Ministry's latest policy letter on Rural Manpower Programme of January 17, 1966.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B., dated 27-12-1966.]

Recommendation (Serial No. 24) Para No. 80

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

REPLY OF GOVERNMENT

The Government agree with the suggestion of the Estimates Committee. During the Fourth Plan it is proposed to concentrate the Programme in less privileged areas, like densely populated areas with low growth potential, areas chronically susceptible to recurring scarcity conditions and area with sparse population but with prospects for agricultural development which may also cover tribal areas. A list of districts which are located in such areas and satisfy the various economic indicators laid down for selection of areas under the programme will be drawn up and forwarded to the State Governments for their guidance. In this way it will be ensured that the areas selected for the programme during the Fourth Plan fulfil the prescribed indicators, so that the real aim of the Rural Manpower Programme is achieved.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B., dated 27-12-1966.]

Recommendation (Serial No. 25) Para No. 81

The Committee note from the statement furnished by the Ministry that in certain States, the minimum wage under Rural Manpower Programme is even less than Re. 1.00. They feel that the wage should not be less than Re. 1.00 per day and suggest that each State should be asked to examine this question in the light of all relevant factors and determine at what amount the minimum wage should be fixed in the State.

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

REPLY OF GOVERNMENT

Under the Rural Manpower Programme only slack season wage rates are to be paid to the workers. The wages paid to unskilled workers under the programme are, however, much higher than the minimum wages prescribed for agriculture in different States under the Minimum Wages Act, 1948. The Estimates Committee has, presumably, referred to the minimum wages prescribed for agriculture under the Minimum Wages Act about which information was supplied to the Committee separately.

2. The question of fixation of minimum wages and the revision thereof at regular intervals, as required under the Minimum Wages Act, 1948, is the responsibility of Ministry of Labour, Employment and Rehabilitation. They have stated that according to the information furnished to them by the State Governments, the rates of minimum wages for agricultural labour were generally Re. 1/- or above except in respect of certain isolated occupations where the rate was stated to be less than a rupee. Based on the recommendation of Committee IV set up by the Seminar on Agricultural Labour held in August, 1965, they have requested the State Governments and Union Territories Administration, to take action, where necessary, with a view to ensuring that the minimum wage for different operations was not less than Re. 1/- per day and that in revising minimum wages, consumer price index numbers, along with other factors like prevailing wage rates, cost of production etc. were taken into account. The Ministry of Labour, Employment and Rehabilitation have also stated that the State Governments have been requested to take speedy action to have the rates revised where they were less than Re. 1/- per day and to strengthen the enforcement machinery for agricultural wages where this was necessary.

[Ministry of Food, Agriculture, Community Development & Cooperation (Deptt. of Community Development) O.M. No. 38/1/66-P. & B., dated 27-12-1966.]

Recommendation (Serial No. 26) Para No. 82

The Committee are unhappy to note that while the programme as a whole was estimated to involve a total outlay of Rs. 150 crores and capable of providing employment to 2.5 million persons, the

end of the Third Plan period, the total amount provided for the programme over the Third Plan would only be Rs. 18 crores approximately and the impact of the programme on rural unemployment situation is stated to be only peripheral. The Committee hope that in view of the serious problem of rural unemployment, the programme will be given the due and declared importance in future Plans.

REPLY OF GOVERNMENT

The scale on which the Rural Works Programme could be undertaken during the Third Five Year Plan was much smaller than what had been hoped for, largely because of several unexpected developments which occurred and the consequent limitations on resources. In view of the importance of the programme in reducing incidence of rural unemployment and under-employment, it has been incorporated as an integral part of the Fourth Plan. The Plan envisages a provision of Rs. 90 crores for the works programme and another Rs. 5 crores for imparting skills to rural youth in the age group 15—25 year.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B., dated 27-12-1966.]

Recommendation (Serial No. 27) Para No. 84

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

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

REPLY OF GOVERNMENT

The Government agree to the need for conducting a study of the problem so that the factors responsible for the state of affairs could be identified and correctives applied. It is proposed to entrust this study to both the Programme Evaluation Organisation as well as the State Governments in which the ratio of employment to expenditure has shown a declining trend.

Even during the Third Five Year Plan it was impressed upon the State Governments that the Rural Manpower projects should not be treated in isolation, as the effort was to use the available manpower for achieving integrated development and realization of the maximum physical targets. In this context, it was necessary to visualise all works programme in their entirety and process their implementation in a manner which would provide opportunities for maximum utilisation of the under-employed manpower and also to achieve large outturn of work. It was thus essential that the Rural Manpower Programme was fully integrated with other development programmes such as programmes under the Community Development schemes and programmes of various departments which fell in the selected areas. As regards departmental programmes, it was emphasized that every effort should be made to get the departments concerned to mark out in advance portions of work for which they were responsible, which fell within a particular district and block and to encourage them to plan ahead. The task of obtaining the details of the departmental programmes and dovetailing the rural works programme with them was entrusted to the Headquarters Cell set up in different States for the implementation of the programme. However, in view mostly of the uncertainty of funds which inhibited the growth of the Programme during the Third Plan such a process of dovetailing requires to be well achieved still.

In expanding the Rural Manpower Programme in the Fourth Plan, the States will be asked to prepare a blue-print of Manpower planning in the areas selected so that the scheme of Rural Manpower could be woven into the general structure of employment planning for the area.

[Ministry of Food, Agriculture, Community Development & Cooperation (Deptt. of Community Development) O.M. No. 30/1/66-P & B. dated 27-12-1966.]

Recommendation (Serial No. 28) Para No. 85

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

programme should be drawn up in such a way that it helps in retaining the trained skilled youngmen, as far as possible, in the rural areas and does not result in the migration to urban areas.

REPLY OF GOVERNMENT

An outlay of Rs. 5 crores has been included in the Draft Outline of the Fourth Five Year Plan for imparting of skills to rural youth in the age group 15-25 years. This is likely to be supplemented by the provision of Rs. 4 crores for Rural Training Institutes under the Plan of the Ministry of Labour & Employment. Through this programme of skill formation, it is hoped to build up, by providing on-the-job training in development projects, corps of young trained workers in rural areas to serve as a task force for new works. It is expected that such workers will be able to find employment in the rural areas in various works programmes undertaken by Government and Panchayat agencies and work on a continuing basis with labour cooperatives. A proportion of these skilled workers may also be able to find work on their own.

As already stated, it is envisaged that the skill formation programme would be linked up with the training to be organised under the schemes of Rural Training Institutes. The recommendations of the Estimates Committee will be kept in view while working out the details of the programme.

[*Ministry of Food, Agriculture, Community Development & Cooperation (Deptt. of Community Development) O.M. No. 30/1/66-P & B. dated 27-12-1966.*]

Recommendation (Serial No. 29) Para No. 86

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

REPLY OF GOVERNMENT

The Rural Manpower Programme is a Centrally Sponsored Programme. The Central Government, besides making the financial allocations, coordinates with the State Governments in working out the details of the works programme. While the responsibility for implementing the programme on ground lies with the State Governments, the Department of Community Development in the Ministry of Food, Agriculture, Community Development and Cooperation provides the general guidelines in regard to selection of areas

and schemes and the agencies to be utilised etc. The particulars of the areas selected and the schemes proposed by the State Governments are furnished to the Ministry and these are scrutinised and comments offered. The Ministry also regularly reviews the progress of the programme in the States, make suggestions from time to time for invalidation of ineffective blocks on the basis of the analysis of progress data and the Ministry's senior officers make field visits. During the Fourth Five Year Plan, these processes of coordination will be continued. In addition, it is proposed to intimate to the State Governments, in advance, their year-wise allocations as well as additional coverage of blocks for the Fourth Plan period as a whole. A tentative list of districts which satisfy the various criteria of economic backwardness and where the implementation of the Rural Manpower Programme is specially indicated, has also been drawn up by the Ministry for the guidance of State Governments. All this will facilitate advance planning and drawing up of integrated block plans for systematic employment planning.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 30/1/66-P & B. dated 27-12-1966.]

Recommendation (Serial No. 30) Para No. 87

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

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

REPLY OF GOVERNMENT

Considering the nature of the programme the Government are of the view that it lends itself to more effective handling by the Panchayati Raj institutions. It is because of this that full involvement of Panchayati Raj bodies, in selection of areas and schemes and field implementation alike is being insisted upon by the Ministry. States have been told that the entire funds allocated for the rural manpower programme by the Centre to the State Governments/Union

Territories Administrations should be placed, according to the requirements and past performance, at the disposal of Panchayati Raj institutions concerned, instead of being retained by Government departments. This has been reiterated in this Ministry's letter of January 17, 1966 as well as in the letter of 24th May 1966, intimating statewise allocations for the programme for 1966-67.

The Government are also alive to the need for giving technical support to the Panchayati Raj institutions. States have been told to provide these institutions with adequate technical support of the appropriate engineering personnel. It has been stressed that the assistance of the regular rural engineering cadres, wherever set up, should, in any event, be made available to Panchayati Raj institutions without any centage being charged and even where this has not yet been done, the assistance of the State Departmental technical staff should be fully available to these institutions to enable them to formulate and implement their projects.

The recommendations made by the Estimates Committee in the 55th Report have also been fully kept in view in suggesting operational arrangements to the States for implementation of the programme.

[Ministry of Food, Agriculture, Community Development & Cooperation (Deptt. of Community Development) O.M. No. 30/1/66-P & B. dated 27-12-1966.]

Recommendation (Serial No. 31) Para No. 89

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

REPLY OF GOVERNMENT

The Government agree with the views of the Estimates Committee. In consultation with the Planning Commission it has been decided to redesignate the "Local Development Works Programme" as "Well Construction Programme" in the Fourth Plan.

[Ministry of Food, Agriculture, Community Development & Cooperation (Deptt. of Community Development) O.M. No. 30/1/66-P & B. dated 27-12-1966.]

Recommendation (Serial No. 32) Para No. 93

The Committee feel that the procedure adopted by the Ministry for enhancing the allocations to States, which have shown satisfactory results and of reducing the allocations of those States which

have not come up to the level of expenditure expected of them, is not conducive to the progress of Local Development Works inasmuch as it is ultimately the poor villager who suffers in the process due to lapses on the part of the defaulting State. The Committee feel that the question of non-utilisation of the allocations by the defaulting States should be taken up with them.

REPLY OF GOVERNMENT

The Government agree with the observations of the Estimates Committee. The Governments of Assam, Gujarat, Jammu and Kashmir, Punjab, Uttar Pradesh, West Bengal and Bihar, which had failed to utilise fully the allocations under the Local Development Works Programme in different years of the Third Five Year Plan, have been asked to draw up a phased programme for providing simple sources of drinking water supply in their villages, with reference to the data collected as a result of the Survey conducted through the block organisations and make adequate organisational arrangements to utilise fully the allocations to be made for the programme during the Fourth Plan.

[*Ministry of Food, Agriculture, Community Development & Cooperation (Deptt. of Community Development) O.M. No. 30/1/66-P & B. dated 27-12-1966.*]

COMMENTS OF THE COMMITTEE

Progress Report may be intimated after a year on the phased programme which the States have been asked to prepare.

Recommendation (Serial No. 33) Para No. 95

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

REPLY OF GOVERNMENT

During the Third Plan period water supply in cholera endemic areas was treated like any other water supply scheme and no priority was attached to this problem. There are about 52 districts and certain urban towns and metropolitan cities in different parts of the country which are cholera-endemic areas.

In the Draft Outline of the Fourth Plan a specific provision of Rs. 33 crores has been recommended to be set apart for provision of water supply and sewerage in cholera, guinea-worm and filariasis endemic areas. Although a larger provision than what has been proposed may be necessary to provide water supply and sewerage systems in order to root out cholera and filariasis from affected areas, the limitations of finance, and the pattern of assistance available in this regard to sewerage systems particularly, have to be taken into account, in order to make the proposals feasible. What is more important is that due emphasis and recognition is given to the existence of these public health problems in the concerned States and to the earmarking of specific funds to deal with these problems as an integral part of the total water supply and sanitation programme. The supreme importance of this subject was brought home to the concerned State Governments during the discussions on their IV Five Year Plan proposals. Subject to the approval of the Sub-Committee of the National Development Council it is also proposed to have a centrally sponsored scheme for provision of drinking water in the cholera-endemic areas.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 30/1/66-P & B. dated 27-12-1966.]

Recommendation (Serial No. 34) Para No. 96

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

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

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

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

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

REPLY OF GOVERNMENT

The Government agree with the suggestions of the Estimates Committee. In the policy letter on Local Development Works Programme intimating allocations to the State Governments for 1966-67 dated 7th May, 1966, it has been clearly indicated that within the overall priority of providing simple sources of drinking water supply in those villages where no such source exists at present, preference should be given to the backward and scarcity affected areas, including areas predominantly inhabited by the scheduled castes and scheduled tribes. Next priority should be accorded to those areas where the existing sources are inadequate. State Governments have also been asked to make full use of the results of the Survey of Drinking Water Supply conducted through the Block Organisations, while making allocations in the different areas.

State Governments have also been asked to ensure that any rigid application of ratio of drinking water sources to population in the construction of new wells does not adversely affect the interests of sparsely populated areas.

It has further been impressed on the States that wells should not be constructed merely to cater to the prejudices and taboos of particular caste groups; and that all communities irrespective of castes should be allowed to use the water of the wells constructed in the villages.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P.&B. dated 27-12-1966].

Recommendation (Serial No. 35) Para No. 100

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

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

REPLY OF GOVERNMENT

During the Third Plan period, attempts made by some States in formulating district and block plans had shown certain operational gaps and suggested the need for refining the available techniques of local planning. The scope and content of local plans had to be more specifically defined and the time sequence between the state plans and district plans more meaningfully worked out. With a view to evolving proper techniques for formulating realistic local plans as an operational part of the planning process, the scheme of studies and surveys for the preparation of local plans, essentially as advance action for the Fourth Plan, was started. While the immediate objective of the scheme is to enable the formulation of realistic local plans in selected pilot districts well in time to influence, to the extent possible, the formulation of the Fourth Plan for the respective States, making local area plans a really operational part of the entire planning process will be a continuing endeavour during the currency of the Fourth Plan period.

Regarding the time taken for the surveys, apart from the initial difficulties of setting up planning bodies at various levels to review the data already available and ascertaining the need for additional information to be collected by surveys, the delay occurred mainly due to the fact that contours of the Fourth Five Year Plan allocation for the States themselves were not clear in the light of the situation created by the incidents of last September. The surveys have now been completed in most of the districts and the findings and the leads thrown up by these pilot surveys are under study.

The Government agree with the observations of the Committee regarding the role of the training centres in the preparation of integrated district plans and for the necessity to impart training to local leaders in the planning process. Indeed, the view that the training centres can make a positive contribution in local planning was endorsed by the Annual Conference on Community Development held in 1965. Operational details in this regard would be worked out in the light of the leads thrown up by the surveys in the pilot districts.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P.&B. dated 27-12-1966].

Recommendation (Serial No. 36) Para No .104

The Committee are unhappy to note that Government launched an ambitious scheme of Village Volunteer Force and Defence Labour

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

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

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

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

REPLY OF GOVERNMENT

After undertaking a thorough review of the working of the scheme, as suggested by the Committee, the Government have decided to discontinue the scheme. In case of any emergency in future the Village Volunteer Force can be revived in that particular context in specified areas.

In view of the decision of the Government cited above, the questions of securing matching assistance from the Rural Manpower Programme for the Village Volunteer Force and utilisation of donated labour do not arise.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/56-P. & B., dated 27-12-1966.]

Recommendation (Serial No. 38) Para No. 110

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

REPLY OF GOVERNMENT

Government are in full agreement with the Estimates Committee that the training capacity should be utilised to the maximum extent. The progress of training has been reviewed from time to time, in coordination with the State Governments and the specific question of shortfall in the deputation of trainees examined regularly. Several remedial measures suggested more recently by the Regional Workshops held in 1964 and the Annual Conferences on Community Development were taken for a variety of reasons however, their impact remained limited. Therefore, in order to affect economies in the current stringent financial situation and with a view to narrowing down the gap between capacity and attendance, Government decided to restrict the training, with effect from the current financial year, to one unit each in such of the middle level training institutions as had double units. The Orientation and Study Centre at Poona was closed down.

The entire training programme in the field of Community Development and Panchayati Raj has subsequently been reviewed afresh in a comprehensive manner, in terms of coverage as well as content. It is seen that with the completion of the expansion phase of the Community Development programme, there is no longer a large scale in-take of fresh personnel into the extension net-work and the recurrent training requirements arising from the usual turn-over are of a much reduced order. Also, the minimum frame-work for development having been provided all over the country, there is an increasing shift of emphasis to selective programmes, which makes it

essential that the State Governments should be even more closely associated with the training at all levels. Having both these factors in view, it has been decided to have, with effect from the next financial year, roughly one composite intermediate level training centre in each State under the management of the State Government concerned; these centres will offer a variety of courses which would meet all the States' requirements of training at this level. Thus, in place of 23 existing middle level training institutions, there would be 15 composite training centres hereafter. This measure has been endorsed by the last Annual Conference of Community Development and Panchayati Raj and the Conference of State Ministers of Community Development and Panchayati Raj. Likewise, steps are being taken in regard to Panchayati Raj training both at the field level and for the training of trainers, to readjust the training capacity better to current requirements. The content of the training schemes has also been examined and, in view of the growing importance of selective programmes, a diversification in training to suit the special requirements of individual States related to the new programmes is being brought into effect, as part of reorganisation of training at the middle level.

As regards stipends to the trainees, the scale is uniform in all cases where the Central Government makes payment. It is only in a few cases, such as the job training of Social Education Organisers and Mukhya Sevikas, that the State Governments offer stipends at differing rates. Attempts have been made to persuade the States to follow a common practice even in such cases. However, in view of the impending transfer of even the middle-level training centres to the control of the State Governments, the scale of stipends would have to be determined by the individual State Governments.

[Ministry of Food, Agriculture, Community Development & Cooperation (Deptt. of Community Development) O.M. No. 30/1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 39) Para No. 111

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

The Committee feel that syllabus of any training course should be so framed as to suit the persons and purposes.

REPLY OF GOVERNMENT

Government are in agreement with the recommendation contained in para 111 of the 98th Report of the Estimates Committee of Parliament, that there is need for periodical revision of the syllabi of the different training courses to suit changing circumstances and the varying categories of persons to be trained. Government fully appreciate the need to keep training attuned to changing programme priorities and will, as in the past, set up syllabus committees, as and when necessary, to make modifications in the syllabi of courses.

As regards the training of Social Education Organisers, the pattern and content of training in the field of Social Education is uniform throughout the country even at present. However, in order to equip the functionaries to discharge certain additional functions which have been entrusted to them in some States, elective courses have been introduced in the job training of Social Education Organisers; they, however, constitute but a fraction of the total content of the training course.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 40) Para No. 112

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

REPLY OF GOVERNMENT

Government are in agreement with the view expressed by the Estimates Committee in para 112 of its 98th Report, that in the anxiety to step up agricultural production, development of the community sense, which is one of the basic objectives of Community Development, should not be lost sight of. Indeed, the importance of promoting community action is being reiterated in the statement of Community

Development policy, which is currently being finalised. Also, adequate weightage has been given in the content of the training courses to the basic ideals and objectives of the Community Development programme.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 41) Para No. 113

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

REPLY OF GOVERNMENT

Duration and content of the different training courses have been under constant review, with a view to keeping the training in tune with field conditions. Depending upon programme priorities and current requirements, the duration of training courses has been modified, whenever found necessary. In some cases, the courses were made longer in duration. It was felt, after a detailed examination at the Regional Workshops held in 1964, that the duration of certain training courses offered at the Orientation and Study Centres and Tribal Orientation and Study Centres could be slightly reduced. But it was ensured, while shortening these courses, that the core content and utility of training were not impaired. Indeed, as it is essential, specially in inservice training programmes, to keep the length of courses to the minimum, the approach has always been to make them as intensive as feasible. As explained in the reply to Para 110, a comprehensive review of the training programme has been carried out and decisions taken to effect a major reorganisation of the institutional net-work. Even following the reorganisation, a similar approach will be maintained, as the Centre would continue to provide overall coordination, technical advice and support to the training programme.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39 1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 42) Para No. 114

The Committee feel that the whole scheme of training of rural artisans is somewhat unrealistic in as much as no survey has been conducted to assess the requirements of the skills of the trained artisans for industrial development programmes. The scheme has also not been evaluated. The Committee suggest that early steps should be taken to do the needful. The Committee consider that this is essential even for the continuation of the scheme not to speak of its further expansion.

REPLY OF GOVERNMENT

Government agree with the view of the Estimates Committee contained in para. 114 of the 98th Report that the scheme of training rural artisans requires modification and have under consideration proposals for revising the pattern of training. A scheme for the establishment of rural training institutes by reorganising the existing Cluster-type and other similar Centres for rural artisans has been formulated in consultation with the concerned Ministries and has been forwarded to the Planning Commission. Under this scheme, 49 Centres are proposed to be reorganised on a pilot basis. The question of survey and evaluation would be considered in the light of the experience gained.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 44) Para No. 116

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

It may also be examined whether this training can be given by peripatetic groups of trainers so as to obviate the necessity of keeping the trainees away from their families for a long period and also to avoid the expenditure which the State Governments have to bear

on account of their messing charges. They further feel that the scheme should be reviewed in the light of the suggestions to be made by the Programme Evaluation Organisation.

REPLY OF GOVERNMENT

Government have accepted the recommendation of the Estimates Committee contained in para 116 of its 98th Report and have requested the Programme Evaluation Organisation to undertake an evaluation of the training of youth workers and associate women workers.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 45) Para No. 117

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

REPLY OF GOVERNMENT

Government have accepted the recommendation of the Estimates Committee contained in para 117 of its 98th Report. The Programme Evaluation Organisation has been requested to undertake a comprehensive evaluation of the training of non-officials at all levels in the field of Community Development and Panchayati Raj.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 30/1/66-P. & B. dated 27-12-1966.]

COMMENTS OF THE COMMITTEE

Evaluation report may be sent to the Committee as soon as it is ready.

Recommendation (Serial No. 46A) Para No. 118

In view of the fact that Village Level Worker has to organise agricultural extension and supplies and help the Village panchayats and cooperatives to draw up and implement the agricultural production plans, the Committee feel that there is a vital need for intensifying his training. The Committee suggest that, in the context of

the present need for increasing agricultural production, it may be examined whether the existing arrangements for giving higher training to the Village Level Workers are adequate.

REPLY OF GOVERNMENT

Government are in full agreement with the view expressed by the Estimates Committee in Para 118 of its 98th Report, that, in the context of the need to step up agricultural production, it is imperative to intensify the training of village level workers. With this object in view, Government have under implementation a scheme for upgrading all the Gram Sevak Training Centres; advanced in-service training for a period of one year to improve the professional competence of the Village level workers will be imparted at the upgraded centres. This is being supplemented by a scheme of deputing about 500 meritorious and qualified village level workers every year to Agricultural Colleges to enable them to acquire regular university degrees in Agriculture. In addition, two months' refresher training courses are being organised for the Village level workers. These apart, short-term specialised training courses are being organised for selected Village level workers in the fields of Soil Conservation and water use, agricultural implements, poultry keeping, plant protection and horticulture. All these training programmes, it is expected, would together contribute to providing higher levels of skills and knowledge to the village level workers.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B. dated 27-12-1966.]

Recommendation (Serial No. 46B) Para No. 118J

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

REPLY OF GOVERNMENT

Government are in agreement with the suggestion made by the Estimates Committee in their 98th Report (*vide* page 89 of the Report) that the arrangements for giving training to actual farmers

in the techniques of improved farming should be strengthened and extended. Government have taken a number of steps to expand and diversify facilities for farmers' training. In a number of States, farmers' training camps are being conducted regularly as part of the Kharif and Rabi campaigns. Special training arrangements have also been made in the areas selected for intensive agricultural development, such as under the Intensive Agriculture District Programme and the Intensive Agriculture Area programmes. Training of farmers is being given even more concentrated attention in the areas where the high-yielding varieties programmes has been introduced. These are being supplemented by training courses designed especially for farm-women and the sons and daughters of farmers. Detailed guide-lines have been issued for conducting the training of farmers, so that the weak points which had been noticed in the earlier evaluation of the Gram Sahayaks' training scheme by the Programme Evaluation Organisation may not recur.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B. dated 27-12-1966.]

Recommendation (Serial No. 46C) Para No. 118K

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

REPLY OF GOVERNMENT

Government are in agreement with the recommendation of the Estimates Committee contained in para 118 (K) of the 98th Report that there should be an integral link between the Gram Sahayaks Training Scheme and the scheme of specialised training of selected farmers. With this objective in view, instructions have been issued that the Gram Sahayak Camps should be utilised, as far as possible, to identify the progressive farmers who are interested in receiving more intensive training under the scheme of specialised training of selected farmers.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 47) Para No. 119

The Committee commend for early implementation of the High Level Team's recommendations as it based on the consideration of

inter-institutional facilities, library service, staff requirements etc. with which no training centre is completely equipped.

REPLY OF GOVERNMENT

Government accept the recommendation contained in para 119 of the 98th Report of the Estimates Committee. While opening a new centre, effort would be made, as far as possible, to locate it in the campus of an existing centre or, where no such centre exists, in the campus of a university.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 48) Para No. 120

The Committee consider that given the cooperation of the State Governments and other Organisations, it should be possible for Government to give a practicable shape to the recommendation made by the High Level Team on Training.

REPLY OF GOVERNMENT

Government have carefully considered the recommendation contained in para 120 of the 98th report of the Estimates Committee. Government agree in principle that, to the extent possible, training institutions located at the same campus should be under the direction of a common Principal. At present, the training institutions are under the management of a variety of agencies, such as different Ministries of the Central Government, State Governments and voluntary organisations; as such, there are serious administrative impediments in bringing the training centres under common direction, though they may be located in the neighbourhood of each other. An analysis of the existing position shows that so far as the training centres under the direct management of this Ministry are concerned, there is only one instance, viz., Nilokheri, where there are more than one such training centre functioning under independent Principals. At Nilokheri, there are three units, the Orientation and Study Centre, the Social Education Wing, and the Extension Education Institute. The first two have already been brought under a common Principal. The suggestion of having a common head for several institutions located on the same campus will be kept in view, should occasion for the restructuring of the training net-work arise. Meanwhile, effective coordination among the training centres located on a single campus is being secured by having committees of Principals for securing inter-institutional arrangements like reciprocal facilities of

libraries, inter-change of lecturers, common community institutions etc.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 49) Para No. 124

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

REPLY OF GOVERNMENT

Government fully recognise the need for competent periodical assessment of the content and coverage of training, so that, in the light of experience and shifts in the programme emphases, the pattern of training may be readjusted to remain in conformity with the objectives of the Community Development programme. In addition to a regular and systematic internal assessment, Government have, over the years, invited individual experts and set up expert teams and high-level groups to examine in depth the different aspects of the training programme. More recently, two such committees have made a comprehensive examination of training in the field of Panchayati Raj—one of training at the field level and the other of training of Instructors. The Programme Evaluation Organisation had also been requested to carry out an evaluation of the training of elected non-officials at all levels and of youth and women workers following the suggestions of the Estimates Committee (paras 116 and 117 of the 98th Report). So far as training at the middle level is concerned, a detailed review has been carried out by the Ministry in association with the State Governments and it has been decided to have hereafter one composite training centre in each State, instead of a variety of institutions as at present.

It would be seen from the foregoing account that an independent evaluation of some sectors of training has just been completed and such evaluation is to be carried out in certain other sectors where a meaningful assessment is feasible at the present stage. As for the rest, it is felt that, in view of the impending changes in the training

set-up, an assessment of the existing institutions working for a short while yet on the old pattern, would not serve any purpose. After the new institutions come into existence and have been on the ground for some time, an evaluation of their working could be considered.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B. dated 27-12-1966.]

Recommendation (Serial No. 50) Para No. 130

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

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

The Committee note that the subject of Community Development has been included in the curricula of only 21 universities. The Committee would urge that the University Grants Commission/Inter-University Board may make an assessment as to how far the inclusion of the subject of Community Development in the curricula of the 21 universities has benefited the students in their study of the socio-economic conditions of the country. The question of inclusion of the subject of Community Development in the curricula of the remaining universities may be considered in the light of the above assessment and/also in the light of the present shift of emphasis mainly on agricultural production.

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

REPLY OF GOVERNMENT

Government agree that the training capacity available at the National Institute of Community Development should be utilised to optimum advantage. The somewhat limited coverage of the orientation courses has resulted from a variety of factors, such as the difficulty of the State Governments in deputing senior Officers and leading non-officials on account of the pressure of field programmes and reduction in the number of training courses held annually at the National Institute on account of financial constraints necessitated by the Chinese aggression and continued subsequently. Also, as the Community Development and Panchayati Raj programmes have now been on the ground for sometime, there is, in general, somewhat greater measure of understanding of the basic objectives of these programmes than in the past. The question whether, in the circumstances, the National Institute should continue to organize the orientation courses of the present pattern, is being examined in consultation with the State Governments. As for the Instructor's courses, it may be pointed out that the initial phase of training of instructors in position in the middle level training centres having been completed, the recurrent requirement is confined to that arising from the usual turnover. It is for this reason that the number of participants in the Instructors' courses has been of a reduced order. The feasibility of diversifying and rearranging the trainers' training programme is also being examined. Among the primary objectives of these measures would be closer connection between capacity and utilisation.

Government are keen that Universities should be associated, in an increasing measure, with the Community Development Programme, specially in the field of applied research. With this in view, the National Institute of Community Development took up a programme of promoting research projects through Universities; the effort has been restricted in the main by the scale of funds available. Of the eight Universities which took up such projects, reports from three have since been received and the National Institute has their publication in hand. In order further to involve the Universities in study and research in Community Development, Government have also recently created a special fund under the University Grants Commission, with a corpus of Rs. 10 lakhs, contributed initially in equal proportion by the Ministry and the Commission. While the National Institute continues to maintain liaison with Universities, the effort of associating the Universities with the programme is thus being made more broad-based. The Commission is already in touch with some twenty-eight Universities, which have expressed interest

in study and research in this field. The National Institute also has plans to chalk out a five-year research programme.

As regards the inclusion of the subject of Community Development in University curricula, twentyone Universities have already taken the step as noted by the Estimates Committee. The suggestion of the Committee that an assessment may be made as to how far this has benefited the students of these Universities in the study of socio-economic conditions of the country, has been conveyed to the University Grants Commission and the Inter University Board for suitable action.

A basic shift in the policy on Community Development is not envisioned. In any event, Government are anxious that the training and research programmes of the National Institute of Community Development should be so planned as to make a useful contribution to the Community Development programme. In order to enable the National Institute to function more effectively, it has been converted only recently into an autonomous body with its own constitution. The net-work of other training centres, with which the activities of the National Institute are connected, is also undergoing substantial modification. The question of an evaluation of the working of National Institute of Community Development, it is felt, could, in the circumstances, be more appropriately taken up at a somewhat later stage, when the new pattern of training and research activities at the different level has had time to stabilise.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B., dated 27-12-1966].

COMMENTS OF THE COMMITTEE

The Committee hope that the evaluation of the working of the Institute will be made through an independent team after two years by which time the new pattern of training and research activities is likely to be stabilized.

Recommendation (Serial No. 51) Para No. 132..

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

REPLY OF GOVERNMENT

Government accept the recommendation contained in para 132 of the 96th Report of the Estimates Committee regarding the need

to attract suitable scholars to the National Institute of Community Development under the Fellowships scheme of the Institute. Indeed, the question of providing at the National Institute a climate favourable for attracting persons of calibre, had been under consideration of Government for some time past; this was one of primary objectives underlying the recent conversion of the National Institute into an autonomous registered Society. Steps have also been taken to strengthen the research staff at the Institute. This apart, the scheme of Research Fellowships has since been examined in detail, while drawing up the relevant bye-laws of the Society; the terms of award have been made more attractive in some respects. These measures, it is expected, would help to attract good scholars to National Institute of Community Development.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B., dated 27-12-1966].

Recommendation (Serial No. 52) Para No. 137

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

REPLY OF GOVERNMENT

The point made by the Committee has been noted and will be kept in view while producing fresh literature under the scheme.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B., dated 27-12-1966].

Recommendation (Serial No. 53) Para No. 138

The Committee regret to note that during the last 8 years, since the introduction of the scheme, the Ministry have not been able to utilise more than 25 per cent of the budgeted amounts and that there

have been heavy shortfalls to the tune of 91 per cent and 87.6 per cent in the utilisation of funds for basic and cultural literature for neoliterates during 1964-65 and 1965-66 respectively. The Committee are distressed that in spite of repeated failures in utilisation of the budgeted amount year after year, the Ministry did not try to make any realistic assessment of its capacities to spend on its actual needs.

REPLY OF GOVERNMENT

A statement showing the year-wise expenditure as also the number of books distributed year-wise is at Appendix.

By 1960-61 only 3 books could be produced due to procedural difficulties. The scheme was, therefore, suitably revised in August, 1961 to speed up selection of books etc. Accordingly, 46 books were selected during 1961-62 and 86 books during 1962-63. Due to declaration of Emergency in October, 1962 the programme has had to be slowed down and accordingly only 18 books were selected during 1963-64, 8 books during 1964-65 and 11 books during 1965-66.

For the year 1966-67 only a sum of Rs. 1,50,000 has been provided for. In future, budget provision for this scheme will be made more realistically taking into account the programme and capacity.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B., dated 27-12-1966].

APPENDIX

(Vide reply to recommendation No. 53 in Chapter II)

Statement showing the year-wise number of Books distributed under the Basic Literature Scheme so far.

	Year	No. of Books
1.	1960-61	3
2.	1961-62	46
3.	1962-63	86
4.	1963-64	18
5.	1964-65	8
6.	1965-66	11
	Total	172

Budgetary Position regarding Basic Literature Scheme:

Plan	Year	Budget Estimates	Actual Expenditure
Second Plan	1958-59	..	3,500
	1959-60	10,00,000	..
	1960-61	10,00,000	1,74,500
Third Plan	1961-62	8,00,000	3,93,900
	1962-63	5,28,000	2,70,000
	1963-64	3,00,000	2,90,000
	1964-65	4,25,000	32,500
	1965-66	3,00,000	42,100
	1966-67	1,50,000	..

Recommendation (Serial No. 54) Para No. 139

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

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

REPLY OF GOVERNMENT

The Scheme as administered by this Ministry only provided for purchase and distribution of Gramdan and Bhoodan literature produced by the Sarva Seva Sangh to C. D. Blocks and not production of such literature by the Ministry of its own.

The Scheme has been given up with effect from 1st January, 1966.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B., dated 27-12-1966].

Recommendation (Serial No. 55) Para No. 140

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

REPLY OF GOVERNMENT

The object of the photographic competition was for selection of photographs on topics pertinent to the programme of this Ministry in the fields of Community Development, Panchayati Raj and Co-operation. The scheme has been given up from the year 1966-67.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/65-P & B., dated 27-12-1966].

Recommendation (Serial No. 56) Para No. 143

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

REPLY OF GOVERNMENT

The Government accept the recommendation of the Estimates Committee that the recommendations of the various Seminars on Community Development and Panchayati Raj should be utilised for formulating revised or future lines of action. The recommendations of such Seminars are already being kept in view whilst formulating new directions of policy or considering modification in approach where necessary.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P & B., dated 27-12-1966].

Recommendation (Serial No. 57) Para No. 145

The Committee commend the schemes of prize competition for Village Level Workers and villages as these provide much

needed incentives to the workers and villages to strive for better performance. They would suggest that in addition to the certificate a token prize either in cash or kind should be awarded to best Village Level Worker at the district level. The Committee also suggest that the prizes for the best village would preferably be in the form of community facility created/imposed.

REPLY OF GOVERNMENT

The recommendation of the Committee to give cash prize to the best Village Level Workers at the district level has been accepted.

The prize money for the best village is given to the Panchayat of the best village to be utilised for furthering the common programme of the village in increasing agricultural production. Thus the prize is utilised for community facilities as suggested.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66—P. & B. dated 27-12-1966]

Recommendation (Serial No. 58) Para No. 146

The Committee hope that the Ministry will persuade the remaining State and Union Territory Governments to adopt the procedure followed by the Andhra Pradesh, Assam, Gujarat, Bihar, Madras, Madhya Pradesh, Maharashtra, Mysore, Rajasthan and Uttar Pradesh in regard to maintenance of community assets.

REPLY OF GOVERNMENT

The Ministry agree with the views expressed by the Estimates Committee. The remaining State and Union Territory Governments have been addressed suitably to ensure that the Panchayati Raj institutions earmark adequate funds for maintenance of completed works and to make arrangements for such maintenance by other agencies in the event of failure by the Panchayati Raj bodies concerned.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66—P. & B. dated 27-12-1966]

Recommendation (Serial No. 59) Para No. 149

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

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

REPLY OF GOVERNMENT

The Government have considered the suggestion of the Estimates Committee. In 1964-65, the Programme Evaluation Organisation undertook a comprehensive evaluation of Post Stage II Blocks covering varied aspects—methods adopted, the organisation built up, the nature, content and the tempo of development in different fields of socio-economic activities at different stages of the Blocks and the impact made on the area and the people. The report on this study is expected next year. The question of taking up another similar study after five years will be considered at the appropriate time.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66—P. & B. dated 27-12-1966]

Recommendation (Serial No. 60) Para No. 150

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

RPLY OF GOVERNMENT

The Government accept the recommendation of the Estimates Committee. It has been decided to bring out the brochure entitled 'Highlights of Programme' regularly once a year in the month of July/August.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66—P. & B. dated 27-12-1966]

Recommendation (Serial No. 61) Para. No. 151

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

RPLY OF GOVERNMENT

The Government accept the recommendation of the Estimates Committee. The reports and returns prescribed by the Department of Community Development have been rationalised and a revised set of schedules have been issued to State Governments for reporting with effect from the quarter ending 31st March, 1966. Sets of periodical information on special programmes which were separately asked for previously have all been incorporated in this single schedule so that reporting would be easier, more prompt and more regular.

[*Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66—P. & B. dated 27-12-1966*]

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLY

Recommendation (Serial No. 4) Para No 29

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

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

REPLY OF GOVERNMENT

The Government agree with the recommendation that they should guard against risks of ignoring agricultural potential of blocks other than those selected for intensive cultivation and that non-intensive areas should also be provided with pre-requisites of agricultural production. It is with this idea that the Department of Agriculture has decided to utilise the available essential inputs for agricultural production for implementing high yielding varieties programme, Intensive Agricultural District Programme and Intensive Agricultural Areas Programme on priority basis. Depending upon the availability of requisite inputs blocks or areas not covered by schemes of intensive development at present, will continue to receive due attention.

[Ministry of Food, Agriculture, Community Development & Co-operation. (Department of Community Development) O.M. No. 39/1/66—P. & B. dated 27-12-1966]

COMMENTS OF THE COMMITTEE

The Committee are not satisfied that depending upon availability, non-intensive areas will be covered. They hope that servicing now done in non-intensive area will not be reduced.

Recommendation (Serial No. 8) Para. No. 43

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

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

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

REPLY OF GOVERNMENT

The Ministry are in agreement with the view that physical targets should be laid down and worked for in all cases where the programmes admit of this. As already clarified, school and dispensary buildings, as mentioned during the oral evidence, are to be taken as illustrative, not exhaustive, of categories of activities, including irrigation facilities, soil conservation, drainage etc., which can be assigned physical targets. The yearly targets for various programmes are fixed through a two way process. For items of national and State priority, on the one hand, such as the agricultural production programmes, (e.g. high yielding varieties programme or the increase in the rate of total and per acre yield of grains), the targets centrally allotted to the States are required to be broken down by them into District and Block targets according to the suitability and potential of the areas. For a number of

schemes covered under the Block schematic budget, on the other hand, it is not possible to lay down physical targets from the Centre, in view of the flexible nature of that budget and the freedom, within its framework, for the States and area units to transfer funds from one expenditure head to another and select programmes from a wide permissive range according to local conditions, needs and resources. For such schemes, programme targets are worked out by the Panchayat Samiti or the Block Development Committee, as the case may be, in consultation with the extension staff and in keeping with the resources available from the Block budget, other departmental funds and the local contribution. The block targets are consolidated into district targets at the district level. There remains, however, a variety of activities concerning extension work to educate and motivate individuals and groups, which do not always lend themselves to determination of ready quantitative targets of the impact.

As for achievement, the Block level reports (quarterly and annual), prescribed by the Ministry provide for assessment of progress, against the targets or otherwise, and the progress, relative to the resources, is reviewed accordingly by the Panchayat Raj bodies and State Governments. In the Ministry, appraisal of the programmes is done at regular intervals in a year and is so designed as to provide a State-wise review of the trend of overall achievements, in physical terms, in the Blocks and the financial investments flowing from the Block budget.

[Ministry of Food, Agriculture, Community Development & Co-operation (Department of Community Development) O.M. No. 39/1/66—P. & B. dated 27-12-1966]

COMMENTS OF THE COMMITTEE

The Committee are unable to appreciate the reason why the appraisal done in the Ministry is not with reference to physical targets, even if the States themselves may have fixed those.

Recommendation (Serial No. 14) Para. No. 57

The Committee feel that the problem of coordination is particularly important at the district level as it is here that the formative stages of planning and execution of the programme have to be gone into. The Committee suggest that the appropriate authorities at the District level should play a more active and realistic part in the coordination of the activities of various development Departments so far as the programme of Community Development

is concerned. The Block Development Officers should also maintain effective liaison with other officers of the Block on the one hand and the Panchayat Samitis on the other".

REPLY OF GOVERNMENT

Government recognise the need for proper coordination at the district level. It is to secure concerted action by the concerned district level officers and the people's representatives in the various development programmes, that Zila Parishads have already replaced the erstwhile advisory Development Committees at the district level in the majority of States and are to be established in the remaining States as well. District heads of the appropriate departments are duly associated with the respective standing committees of the Zila Parishads. In the sphere of agricultural production, for instance, which constitutes the major segment of rural development work in the districts and the Community Development Blocks, Agricultural Production Committees of Zila Parishads have been set up, as also recommended by Dr. Ram Subhag Singh's Working Group on Inter-departmental and Institutional Coordination. These Committees function either under non-official chairmanship or the Collector's. The Zila Parishads also review the programmes of Panchayat Samitis and coordinate their activities. The last Annual Conference on Community Development and Panchayati Raj stressed the need for strengthening the Zila Parishads further by developing greater responsibilities on them for all programmes which can be implemented at the district level. The Conference has also recommended integration of different field services into a unified staff structure headed by a coordinator at the district as at the block level; duplication of staff between various Government departments and Panchayati Raj institutions is to be avoided and the entire cadre of the staff working in Panchayati Raj institutions, from the village to the district level, brought under the control of the Chief Executive Officer of the Zila Parishad.

At the Block level, the Block Development Officer acts as the coordinator of the Block extension team as well as the executive officer of the Panchayat Samiti. In that capacity, he, as well as his extension colleagues, function under the Panchayat Samiti. Technical supervision and guidance for Block programmes is provided by the district level officers of the Departments concerned.

Coordination of dynamic programmes is a growing process. The scope of strengthening coordination arrangements is, therefore, constantly reviewed and appropriate measures suggested to the States, as required in the context of developing needs.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B., dated 27-12-1966].

Recommendation (Serial No. 18) Para No. 64

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

REPLY OF GOVERNMENT

Applied Nutrition Programme has been conceived as a definite plan scheme under the Fourth Plan. There is already a determined Pattern of financial assistance to the Applied Nutrition Blocks. Funds available for the programme flow, accordingly, to the budgets of the programme blocks. UNICEF assistance is made available in the measure provided under the Plan of Operations. Correspondingly, there are funds available under the Plan schemes of the State Governments in the agricultural sector, like minor irrigation, poultry, fishery, horticulture etc., relevant to the production components of the programme. For other essential needs not covered by these regular Plan schemes, the Fourth Plan envisages special central assistance, with matching State contribution, for the blocks under the programme. The various resources for the programme are calculated, in the main, in terms of the requirement per block. All the funds thus made available are to be pooled under a composite sub-head 'Applied Nutrition' and every programme block is to get its due share.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B., dated 27-12-1966].

Recommendation (Serial No. 37) Para No. 105

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

REPLY OF GOVERNMENT

The Ministry are of the view that the election of *Dalpatis* by volunteers and the local people would not be desirable, since the Village Volunteer Force has been conceived as a disciplined force and the election is likely to give rise to unhealthy rivalries. Moreover, it is the accepted policy of the Government and that *Dalpatis* should be given preference for the recruitment as Home Guards. Since the qualifications for the requirement as Home Guards are laid down statutorily, it is necessary to ensure that the *Dalpatis* conform to these requirements. It would not be possible to ensure this, if the *Dalpatis* were to be elected by the volunteers themselves. The existing method of selection by the Panchayat is considered adequate.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B., dated 27-12-1966].

Recommendation (Serial No. 43) Para No. 115

The Committee suggest that the feasibility of imparting training in the Integrated Industries Training Centres to such of the Extension Officers as were trained in the old pattern may be examined.

The Committee note that the number of 3,601 Extension Officers (Industries) to be trained by the end of the Third Plan period falls short of the target of 5,400. The Committee suggest that efforts should be made for intensive utilisation of the existing capacities. If necessary, the intake capacity of the existing centres may also be augmented.

REPLY OF GOVERNMENT

Under the integrated pattern of training Industries Extension Officers, the training formerly imparted separately at the Khadi Gramodyog Mahavidyalayas and the Small Industries Service Institutes, is given under a common roof. The core content has not, however, changed. It is, therefore, proposed to bring the Industries Extension Officers trained under the old pattern, to the Integrated Industries Training Centres for a refresher training programme. As

regards the progress in the training of Industries Extension Officers, the backlog is relatively small and the existing training capacity is adequate to meet the current order of training requirements.

[Ministry of Food, Agriculture, Community Development & Co-operation (Deptt. of Community Development) O.M. No. 39/1/66-P. & B., dated 27-12-1966].

CHAPTER IV

RECOMMENDATION IN RESPECT OF WHICH REPLY OF GOVERNMENT HAS NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Serial No. 9) Para No. 46

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

REPLY OF GOVERNMENT

The Central Committee was constituted in 1952 to lay down broad policies and provide general supervision to the Community Development Administration. After the formation of a separate Ministry of Community Development, the Central Committee was functioning as a high level forum for discussing broad policy issues and important trends of the programme. The question of activating the Central Committee and also constituting a small Steering Committee as recommended by the Estimates Committee has been carefully examined by the Government and it has been decided that in view of the reorganised set up of the enlarged Ministry now it is not necessary to continue the forum of the Central Committee to review the programme and to give directions on policy matters.

COMMENTS OF THE COMMITTEE

The Committee feel that because of the merger of the Ministries, there is greater need for a Central Committee. They, therefore, reiterate their earlier recommendation.

NEW DELHI;

December 15, 1967.

Agrahayana 24, 1889 (S)

P. VENKATASUBBAIAH,

Chairman,

Estimates Committee.

APPENDIX

Analysis of the action taken by Government on the recommendations contained in the 98th Report of the Estimates Committee (Third Lok Sabha)

1.	Total number of recommendations	61
2.	Recommendations which have been accepted by Government (<i>vide</i> recommendation Nos. 1, 2, 3, 5, 6, 7, 10, 11, 12, 13, 15, 16, 17, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 36, 38, 39, 40, 41, 42, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61,)	
	Number	54
	Percentage to total	88.5%
3.	Recommendations which the Committee do not desire to pursue in view of Government's reply (<i>vide</i> recommendation Nos. 4, 8, 14, 18, 37, 43,)	
	Number	6
	Percentage to total	10%
4.	Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>vide</i> recommendation No. 92, referred to in Chapter IV)	
	Number	1
	Percentage to total	1.5%

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