

to provide for the regulation of mines and the development of minerals under the control of the Union.

Mr. Speaker: The question is:

"That leave be granted to introduce a Bill to provide for the regulation of Mines and the development of minerals under the control of the Union."

The motion was adopted.

Sardar Swaran Singh: I introduce the Bill.

INTER-STATE CORPORATION BILL*

The Minister of Parliamentary Affairs (Shri Satya Narayan Sinha): On behalf of Shri Asoke K. Sen, I beg to move for leave to introduce a Bill to provide for the organisation of certain corporations functioning in two or more States by virtue of section 109 of the States Reorganisation Act, 1956, and for matters connected therewith

Mr. Speaker: The question is:

"That leave be granted to introduce a Bill to provide for the reorganisation of certain corporations functioning in two or more States by virtue of section 109 of the States Reorganisation Act, 1956, and for matters connected therewith"

The motion was adopted.

Shri Satya Narayan Sinha: I introduce the Bill

DEMANDS FOR GRANTS—contd. MINISTRY OF COMMUNITY DEVELOPMENT

Mr. Speaker: The House will now resume further discussion of the Demands for Grants relating to the Ministry of Community Development Out of 5 hours allotted for the De-

mands of this Ministry, about 3 hours have already been availed of and 2 hours now remain. The time may be extended a little if the House so desires.

The list of moved Cut Motions relating to the Demands of this Ministry has already been circulated to Members on the 27th July, 1957.

How long will the hon Minister take?

The Minister of Community Development (Shri S. K. Dey): One hour.

Mr. Speaker: We are now at 12 10.

Shri Bhakt Darshan. (Garhwal): Some more time may be allotted.

Some Hon. Members: Some more time may be allotted

Mr. Speaker: Hon Members will have opportunity to go on till 2.10 when I will call upon the hon. Minister Let him take as much time as he likes I have extended it not by one hour, but by more than one hour

A number of hon Members want to participate in the discussion. Therefore, let them be brief Not more than ten minutes if possible.

Shri Ansar Harvani (Fatehpur): The community development programmes have been often described as one of the most dynamic programmes It is no doubt a dynamic programme. A programme which aims at changing the face of our villages has got to be a dynamic, but my misfortune has been that all my efforts to find the dynamo of the programme have so far been a failure

I quite admit that great progress has been made in our villages. I do believe that considerable psychological change has been achieved in our villages. But it is yet to be seen that how much contribution has been due to this great and dynamic programme, how much has been due to the change of times, and how much

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†Moved with the recommendation of the President.

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has been the contribution of the constructive and voluntary workers, who have been working in the villages from the days of Gandhiji and his associates.

To understand the community development programme, we should first analyse the set-up which has been called upon to carry out this programme. At the Centre there is the Community Development Ministry with all the usual paraphernalia of a Ministry, from the Secretary onwards. It has Secretaries of all varieties, joint, deputy, under, advisers and so on, which a usual Ministry has. At the State level, there is the Development Commissioner. The Development Commissioner is usually a very senior ICS officer, an officer who could not be appointed as the Chief Secretary of a State, or could not be shunted to the Centre to be a Secretary or to be a managing director of one of the State undertakings. It is called upon to function as the Development Commissioner. In the usual course, he would have had twenty years of training and twenty years of experience of magistracy and collectorate work, with that experience, he has been called upon to lead the revolution in our villages, and to lead a dynamic programme.

At the district level, the Ministry is represented by the District Magistrate and the Collector. The very designation describes the functions of the officer. The very traditions that the officer has shown how much capability he has to lead a revolution in the villages, to change the face of our villages, to make people desire change, and to give them the lead towards the goal of a free and decent living in the villages.

12.13 hrs

[MR. DEPUTY SPEAKER in the Chair]

Then, we have the Block Development Officer. In the past, mostly, the Block Development Officer was a *tahsildar*. But, now, some recruits are being taken from outside also. However, in the usual course, they are the retrenched staff either from the Ra-

tioning Department or from the other departments which have been liquidated. Some of them are very nice people. They are given very good training in the training schools.

Then comes the village level worker, the last point agent of the programme. The other day, my hon. friend Shri A. C. Guha had something to say about the village level worker. But I would say, all glory to the village level worker, all glory to the *gram sevaks* and *gram sevikas*, for, in spite of having at the top people who have hardly any tradition of constructive work, these people have done great work in our villages. Whatever success this programme has achieved in the villages, to a very great extent the responsibility lies on these young men and women who as *gram sevaks* and *gram sevikas* have been going round the villages on their cycles, carrying the message of hope and cheer to the villages.

Now, let me tell you how this programme of community development is working in our villages. I would refer to the *vana mahotsava* which was organised in most of the villages under the national extension service blocks. A directive was sent from here saying that the celebrations should be organised in the villages. The directive from the Development Commissioner was passed on to the district magistrate. Obviously, the district magistrate in his turn passed it on to the block development officer. The block development officer called for the *gram sevaks* and *gram sevikas*, and the village was selected. In the morning, the *gram sevaks* went to the village on cycle, and went from house to house telling the *kisans* to assemble at the spot fixed for the purpose, and also telling them that some big people were coming and they would plant a sapling there.

In the afternoon, on a jeep came the veterinary officer; then, another jeep came bringing the agricultural officer. Then, a third jeep came bringing the health officer. Then, another jeep came bringing some other officers. In

the end came a staff car, in which the district magistrate was there. He kept on waiting there. After some time, there came a big car which brought a dignitary. He came out with two chaprasis dressed like the Bengal lancers, he delivered a speech, and then planted a sapling, to the chanting of vedic mantras. There was perfect co-ordination. The representatives of all the Ministries were represented there, and there was co-ordination with the Information Ministry also, because the news cameraman was there taking film. The next day, thanks to the publicity directorate, and thanks to the publicity organisation, in the newspapers, there was news about this with big headlines. But what happened subsequently was something which nobody knew. A goat came and ate away the sapling.

That is the way in which most of our programmes are being carried out in the villages. When we talk about the community development programme and some of its failures, the chits from the foreign dignitaries are thrown at our face. I have got with me here a beautiful book entitled *As Others See it*, which contains the chits from the foreign visitors. We quite appreciate the good sentiments of some of our foreign friends who come here. We appreciate their good thoughts and good messages for us. But we have seen such chits being published by commercial organisations, hotels, restaurants only. If India is to live, we cannot go by the chits from these foreign dignitaries, however friendly they may be. If India is to live, we have to go by what the people of our country feel about this programme, by how much work has been done in the villages, how much psychological change has been brought about in the villages, how much developmental work we have done in the villages, how much food production we have increased in the villages, and how much hunger and starvation we have removed from our villagers. From this point of view, the expenditure from the public exchequer on this programme cannot be very much appreciated by this House.

I congratulate the Minister of Community Development on his great achievements. I do not deny that great achievements have been made. I congratulate him, especially, because he has achieved these things with the set-up and team with which he is working, he has achieved these things with the help of those people who had just training of magistracy and collectorate work, and who had hardly any missionary zeal for constructive work, who, twenty years ago, were recruited by alien rulers to rule over us.

I assure you Sir, that we would have achieved much more, if only we had sought more co-operation from the people who have the missionary zeal for constructive activity and who have spent their whole life in constructive work. There is no dearth of men and women in this country who laid down their lives for the freedom of this country. There is no dearth of men and women in this country who under the leadership of the Father of the Nation, worked for village uplift. But today, we have forgotten the name of Mashruwalla, and others. Today, if we go and mention the name of Mashruwalla to a community development Commissioner, he will ask to what Ministry he belongs, that is the training which these people who are entrusted with constructive work have, and that is the re-orientation which these people have had in Gandhiji's programme.

I would urge that we should seek the co-operation of the voluntary organisations. We should seek the co-operation of the people who have had experience of constructive work. Still, there are people in this country who have learnt and practised the lesson of village construction which they learnt on the feet of Gandhiji. Still, there are men and women in this country, who have decided their whole lives for the cause of khadi, for the cause of prohibition, and for the cause of removal of untouchability, for the cause of the promotion of village industries and *gramodyogs*. They are the really capable people whose support should be enlisted, if this programme is going to be

[Shri Ansar Harvani]

really a dynamic programme which is going to do some good for our country

In this connection, I would like to say a word more about the advisory committees. There are advisory committees, no doubt, but they are mere advisory committees; their advice may or may not be accepted. They used to meet only once in six months or so, but some progress has been made in this direction now. But still the advisory character of these committees remains. If we want this programme to be a real success, and the State pays for it, then we should have not an advisory council, but an administrative council under the leadership of one of the leaders of the State, who has experience of working among the villagers.

I do not want to take up the time of the House any more. I would only urge that the Minister should tap those people who have fought for freedom, he should tap the resources of those persons who have worked in the constructive field, for, then alone, can this programme be made part and parcel of our village development activities. On the other hand, with the present set-up, I have a very bleak picture of community development before me.

श्री बीनाराम दास (दरभंगा) :

उपाध्यक्ष महोदय, इस विषय पर बहस करते हुए मुझे याद आता है महात्मा गांधी का वह १८ सूत्री रचनात्मक कार्यक्रम जिम्मे द्वारा गांधी जी हिन्दुस्तान के उस समय के सात लाख गांवों को सात लाख प्रजातंत्रों में परिणत करना चाहते थे, और चाहते थे कि राजनीतिक सत्ता और सामाजिक सत्ता एक आधिक सत्ता धीरे धीरे गांवों के इन प्रजातंत्रों के पास चली जाये और सारा शासन चाहे वह सामाजिक क्षेत्र का हो, चाहे आर्थिक क्षेत्र का हो, चाहे राजनीतिक क्षेत्र का हो, विकसित होकर सात लाख गांवों में चली जाये। गांधी जी का वह सपना स्वतन्त्र भारत में शीघ्रातिशीघ्र पूरा होना चाहिए था। लेकिन अभी उस सपने का पूरा होना सम्भव

नहीं दीखता है। फिर भी केन्द्रीय सरकार ने सामुदायिक विकास योजना का काम आज से पांच वर्ष पहले अपने हाथ में लेकर देश के अन्दर एक ऐसा वातावरण उत्पन्न किया है जिससे कुछ भाषा की झलक दिखायी पड़ती है। हो सकता है कि इस सदन में माननीय सदस्यों द्वारा इसकी कुछ समालोचना हो, हो सकता है कि बहुत सी खामियों की तरफ, बहुत सी त्रुटियों की तरफ ध्यान खींचा जाए, हो सकता है कि ऐसी बातों की तरफ सरकार का ध्यान दिलाया जाए कि जिन के अभावों के कारण यह आन्दोलन कमजोर मालूम पड़ता है, लेकिन मुझे विश्वास है कि हमारे, प्रधान मंत्री के नेतृत्व में यह आन्दोलन बिल्कुल दिन मजबूत होगा, दृढ़ होगा और यह सारे भारतवर्ष में फैलेगा और जैसा कि हम चाहते हैं, जैसा कि भारत की जनता चाहती है कि हिन्दुस्तान का देहाती इलाका जल्द से जल्द चमक उठे, और हमारी भाषा पूर्ण हो।

यह बात सही है कि हिन्दुस्तान के छ लाख गांव अभी अंधकार में हैं शिक्षा की सुविधायें वहां पर पूरी नहीं हैं, अभी भी आर्थिक अवनति है, गरीबी का वहां कोई ठिकाना नहीं है, लेकिन फिर भी मैं केन्द्रीय सरकार को बधाई देता हूँ कि उन्होंने इस महत्वपूर्ण काम का बड़ी तेजी के साथ हिन्दुस्तान के उस कोन में फैलाने का निश्चय किया है कि जिस कोने में सरकारी अफसर साधारणतया जाना पसन्द नहीं करते थे।

मैं भी इस आन्दोलन का एक समालोचक हूँ। लेकिन मैं समझता हूँ कि यह आन्दोलन पहली बार ही किसी सरकार के द्वारा प्रयोग के तौर पर चलाया जा रहा है। आज तक जो परम्परा रही है वह यह रही है कि जितने भी सरकारी कर्मचारी हैं उनका ध्यान सिर्फ आफिस में बैठ कर हुक्म जारी करने तक था, वहां पर बैठ कर काम करने तक ही सीमित रहता था। हमारे प्रधान मंत्री का यह पहला प्रयत्न है जिस के उदिये से वे चाहते

हैं कि सरकार के कर्मचारी देहाती जनता के बीच जाकर, उनकी तरह से रहें, उनके साथ बैठें, उनके साथ विचार विमर्श करें, वहां बैठ कर योजनाएं बनायें तथा उन योजनाओं को वहां की जनता के सहयोग से पूरा करें। हो सकता है कि नेहरू जी के कहने के मुताबिक उनकी इच्छा के अनुसार, हमारे कर्मचारियों का जो रवैया है वह पूरे तौर पर न बदला हो या न बदल रहा हो, लेकिन मैं अपने अनुभव के आधार पर यह कह सकता हूं कि हाल के वर्षों में जो सरकारी कर्मचारी बहाल हुए हैं और जो पहले के मिजिल सर्वेंट्स हैं, इन दोनों के दृष्टिकोणों में काफी अन्तर आ गया है। हो सकता है कि इतना ही काफी न हो। लेकिन निराशा की कोई बात नहीं है। मैं समझता हूं कि जिस उत्साह से इस आन्दोलन को चलाया गया है उसी उत्साह के साथ इसको अगर आगे चलाया गया; जो विचार माननीय सदस्यों द्वारा यहां पर पेश किए जाते हैं, उनको मद्देनजर रखा गया; जिस तरह से एक मृत्या-कन समिति की नियुक्ति की गई है इस की जांच करने के लिए और जो नुटिया वह बता-येगी, उनको दूर करने का बराबर प्रयत्न किया गया और इस आन्दोलन को अपने उद्देश्य को सामने रखते हुए बढ़ावा देने की कोशिश की गई, तो सबकुछ हमारे प्रधान मंत्री जी की जो आशा है, जिसको कि मैं यहां पर पढ़ कर सुनाना चाहता हूँ वह जरूर पूरी होगी। हमारे प्रधान मंत्री ने कहा है :—

"I think nothing has happened in the world during the last few years so big in content and so revolutionary in design as the Community Development Projects in India. They are changing the face of rural India and in the course of the next four or five or six years, they will cover every village in India".

इसका जो पहला हिस्सा है वह सामुदायिक योजना में बड़ा क्रान्तिकारी परिवर्तन लाने वाला है इसमें तो कोई सन्देह ही नहीं है। मैं उम्मीद करता हूं कि हमारे प्रधान मंत्री

की यह आशा कि भारत के देहातों का दृश्य जल्दी से जल्दी बदल जायगा और बदल रहा है, शीघ्र से शीघ्र पूरी होगी।

उपाध्यक्ष महोदय, क्योंकि समय कम है, इसलिये मैं इस पर और अधिक न कहते हुए कुछ एक सुझाव पेश करना चाहता हूं। सब से पहली कमजोरी जो मैं इस योजना में देखता हूँ वह यह है कि हमारे जो आफिसर लोग हैं, जिनको कि इस में नियुक्त किया जाता है उनका यह खयाल रहता है कि उनको गांवों में भेज कर और सामुदायिक योजना कार्यक्रम में लगाकर, उनके जो ऊपर के अधिकारी हैं उन्होंने उनके साथ इत्साफ नहीं किया है। एक ही केडर के कुछ लोग तो शहरों में बैठकर सुख की जिन्दगी बिताते हैं, वहां पर उनके बच्चों के लिए पढ़ने निखने का अच्छा इति-जाम है, उनके पास रहने के लिए अच्छा मकान भी है लेकिन उसी केडर के दूसरे कुछ लोग जिनको गांवों में भेजा जाता है वे वहां जा करके तकलीफ का अनुभव करते हैं, उनको इस बात का दुःख होता है कि उनको तो सामुदायिक योजना कार्यक्रम में भेज कर के इत्साफ नहीं किया गया है क्योंकि दूसरे लोग जो अच्छे अच्छे शहरों में रहते हैं, ऐसा करते हैं जब कि यह उनको नसीब नहीं होता। मैंने एक आफसर से पूछा कि क्या कारण है कि जब आप इस काम में तकलीफ अनुभव करते हैं तो क्यों अपनी अस्वीकृति गांव में जाने के लिये नहीं दे देते। उनका यह कहना था कि यदि हम स्वीकृति नहीं देंगे तो हमारे जो ऊपर के आफसर हैं वे नाराज हो जायेंगे और हमारा जो भविष्य है वह अंधकारमय हो जायेंगा। इस लिये हमें स्वीकृति देनी पड़ती है। इस सम्बन्ध में मैं यह कहना चाहूंगा कि अगर इस सामुदायिक योजनाको हमने केवल ट्रेनिंग का ही साधन बनाया और एक आफसर को दो साल तक ट्रेनिंग देकर उसको ऊपर के केडर में भेज दिया तो हमें सफलता प्राप्त नहीं हो सकती है। इसलिये जो कर्मचारी इस विभाग में काम करें, उनकी तरफकी इसी विभाग में

[श्री श्रीनारायण दास]

नीचे से ऊपर तक होनी चाहिये। अगर ऐसा हुआ तो इन कर्मचारियों को इस बात का आभास होगा कि इसी विभाग में रह करके उनकी तरक्की हो सकती है और जो उनकी उचित मांगें हैं वे यहीं पूरी हो सकती हैं। इसके साथ ही साथ मैं चाहता हूँ कि उनके बच्चों के पढ़ने लिखने का विशेष इंतजाम भी किया जाना चाहिये और जब तक वे तस विभाग में काम करे और गांव में रहे जब तक उनको विशेष एलाउस भी मिले। अब ऐसा होगा तब वे अपना दिन और दिमाग एक करके सामुदायिक योजना को सफल बनाने की कोशिश करेंगे। आजकल ऐसा होता है कि वे लोग हमेशा यह सोचते रहते हैं कि वह दिन कब आएगा जिस दिन की हमको देहात की हवा में निकाल कर शहर की हवा में ले जाया जायेगा। ऐसी सूरत में उनका काम में मन नहीं लग सकता है और हमारा जो यह कार्यक्रम है, वह सफल भी नहीं हो सकता है। बहुत से भाइयों ने यहां पर कहा है कि जो सरकारी कर्मचारी हैं उनकी पोशाक, उनका रहन सहन, उनके तौर तरीके देहाती जनता से बिल्कुल ही भिन्न होते हैं जिसका नतीजा यह होता है कि वे गांव वालों में मिल जुल नहीं पाते हैं। गांव में रहने वाली जनता यह महसूस नहीं कर पाती है कि वे उनके बीच के ही हैं क्योंकि इन दोनों के दृष्टिकोणों में मौलिक अन्तर होता है। इसका नतीजा यह होता है कि वहां की जनता दिल खोलकर अपनी बात उनके सामने नहीं रख पाते हैं और इन दोनों में जो सम्पर्क होता है वह ऐसा नहीं होता है कि जनता को अपने दुख-दर्द उनके सामने रखने का प्रोत्साहन मिले।

उपाध्यक्ष महोदय, जो दूसरी कमजोरी है उसकी ओर मैं आपका तथा माननीय मंत्री जी का ध्यान खींचना चाहता हूँ। वह मैं मानता हूँ कि वह एक

क्रान्तिकारी कार्यक्रम है लेकिन मुझे भ्रमसे के साथ कहना पड़ता है कि इसको ऊपर से लादने का प्रयत्न किया जाता है। इस कार्यक्रम को हर लेवल पर चाहे वह प्रांतीय लेवल हो, चाहे डिस्ट्रिक्ट लेवल हो चाहे ब्लाक लेवल हो, ऊपर से नीचे की ओर लाया जाता है। होना तो यह चाहिये कि इसको नीचे से ऊपर की ओर लाया जाए। यह प्रोग्राम जनता का प्रोग्राम है और सरकारी सहायता इसको मिलती है। सरकार चाहती है कि जनता का सहयोग उसे मिले। यह बहुत भारी मौलिक गलती है जो सरकार कर रही है। अगर सरकार जनता का सहयोग चाहती है तो कोई ऐसा उपाय ढूँढना चाहिये जिस से कि यह सारा प्रोग्राम जनता की तरफ से ही बनाया जाए। सरकार जो कार्यक्रम बनाते समय, उसको पूरा करते समय, इस पर मोच विचार करते समय जनता की राय लेनी चाहिये और इस तरह जनता का सहयोग प्राप्त करना चाहिये।

उपाध्यक्ष महोदय, अब जो तीसरी कमजोरी है, उस का ध्यान मैं आपका ध्यान खींचना चाहता हूँ। मैं चाहता हूँ कि इस काम में रचायतों तथा सहकार समितियों का अधिक से अधिक सहयोग प्राप्त किया जाए। इस बात को मैं मानता हूँ कि पंचायतों तथा सहकारिता के विभाग राज्यों के अधिकार क्षेत्र में आते हैं। फिर भी इस मंत्रालय के अन्दर में पंचायतों का विकास तथा सहकारिता का विकास यदि आ जाये, तथा उनके काम को सुसम्बद्ध करने के लिये उनके काम को सुदृढ करने के लिये इस काम को यह मंत्रालय यदि अपने हाथ में ले ले तो काम सुचारु रूप से हो सकता है। मैंने देखा है कि राज्यों के अन्दर जो सरकारी कर्मचारी हैं पुलिस विभाग के तथा दूसरे विभागों के, वे पंचायतों को ऐसी नजर से देखते हैं कि जैसे वे संस्थाएँ उनके काम में बाधें जाती हैं और समझते हैं कि उनको

जो कार्य करने की स्वतंत्रता है उसमें ये पंचायतें बाधा डालती हैं । इस लिये अगर आपको सामुदायिक विकास योजना में पंचायतों तथा सहकार समितियों का पूरा सहयोग लेना है तो जैसा कि गांधी जी चाहते थे और जैसा कि आज विनोबा भावे चाहते हैं, ग्राम पंचायतों को अधिक से अधिक मदद मिलनी चाहिये, उनको अधिक से अधिक अधिकार दिये जाने चाहियें । हो सकता है कि शुरू शुरू में वे कुछ गलतियां करें लेकिन गलतियां हर किसी से होती हैं । अगर नीचे वाले गलतियां करते हैं तो हम भी गलतियां करते हैं । इस चीज पर ध्यान न देकर हमें चाहिये कि हम पंचायतों को अधिक से अधिक अधिकार दें और सहकार समितियों को अधिक से अधिक प्रोत्साहन दें ।

टैक्सेशन इन्क्वायरी कमिशन ने यह सिफारिश की थी कि ग्राम पंचायतों को डायरेक्ट टैक्सिज लगाने का अधिकार है लेकिन फिलहाल पंचायत द्वारा लगाये गये इन टैक्सों का भ्रष्टाचार नहीं पड़ता है और ये पापुलर नहीं होते हैं । इस लिये राज्य के राजस्व का कुछ हिस्सा पंचायतों के लिये हर साल एलाट कर दिया जाए जिससे कि गांव में वे सुधार के कार्य कर सकें । यदि ऐसा किया गया तो मैं समझता हूं कि सामुदायिक विकास योजना का कार्य जिस तेजी से किया जाना सम्भव हुआ, उससे कहीं अधिक तेजी से बढ़ होने लगेगा ।

उपाध्यक्ष महोदय, अब समय नहीं है इस लिये मैं आपकी आज्ञा के खिलाफ नहीं जा सकता । इस लिये मैं और अधिक न कहकर यह कहना चाहता हूं कि मेरा विश्वास है कि यह एक ऐसा कार्यक्रम है जो गांधी जी के स्वप्न को पूरा कर सकता है । भारतवर्ष गांवों का देश है और उसके लिये दूसरी कोई समस्या पीछे धाती है, पहले ग्राम सुधार की समस्या धाती है । इस लिये देश के ग्रामों की सर्वांगीण और बहुमुखी उन्नति के लिये यह जो सामुदायिक विकास योजना और

राष्ट्रीय विस्तार सेवा का काम जारी किया गया है, उसके लिये मैं गवर्नमेंट को बधाई देता हूं साथ ही साथ अब तक जो काम हुआ है उस लिये मैं बधाई देता हूं । मैं समझता हूं कि चारों तरफ से जो समालोचना होती है और जो त्रुटियां बतलाई जाती हैं उन सब त्रुटियों और खामियों को मैं उम्मीद करता हूं कि मंत्री महोदय जो कि नौजवान और दिल लगा कर काम करने वाले हैं उनको जल्द से जल्द दूर कर देंगे और पंडित जवाहरलाल नेहरू के दिमाग में जो भावी हिन्दुस्तान का नक्शा है उसको जल्द से जल्द लाने में सफल हो सकेंगे ।

Shri Kumaran (Chirayinkil): Mr. Deputy-Speaker, Sir, I feel grateful that I have been called upon to speak on this subject. I believe this is one of the most important subjects that have come up before this House for discussion. Our Prime Minister declared some two years ago that the most significant development in India after independence was the development of Community Projects and the National Extension Services in the vast rural areas of the country. He said that this is the great revolution that is taking place in the villages of India, which have been the backbone of India for thousands of years. I hope that everybody in this House will agree with the Prime Minister when he says that this is the most important work which India has undertaken after independence.

This programme concentrates its attention on the welfare of the rural population. More than 85 per cent. of India's population live in the rural areas. So, any national plan which does not do something for the uplift of the rural people will not be complete and it will not be worth the name of a national plan.

The Community Project development is an integral part of the national plan of India. The Planning Commission expressed the hope that through this development programme together with some other complement-

[Shri Kumaran]

any programmes, the rural people can be lifted out of their economic backwardness and can be put on the road to progress and prosperity

We have certain important reports submitted by certain organisations and committees before us. And, a perusal of those reports shows that the results so far achieved are not to our satisfaction. We know that the prime aim of the Community Development Projects is the increase of agricultural production. But, in that field, though we have registered some progress, everything is not very much satisfactory according to the report prepared by the Evaluation Organisation and the Estimates Committee of the Lok Sabha.

In another field, which is very important as far as the village people are concerned, i.e. the field of cottage and small-scale industries, the Fourth Evaluation Report says that the programmes concerning cottage industries are neither widespread nor particularly successful. We know that almost half the year the village people are idle because of want of work opportunities. Any programme which does not give work opportunities to the rural people will not be enough and will not do any good to the rural people. In this programme, especially in the development of cottage and small-scale industries, the Community Project has almost failed.

We are told that in the Second Five Year Plan, the small-scale and cottage industries are relegated to the background and importance is given to some other items. If we want to bring about some balance in the rural economy, certainly, we must organise a network of industries throughout the country. Otherwise, we cannot eliminate unemployment and poverty of the rural people.

We are nowadays hearing so much about social changes and the removal of disparity in the village community. But, here also, the Evaluation Report gives us a very depressing picture. It is stated in the Fourth Report:

"As regards the benefits of the programme for the economically handicapped classes and the extent of the bridging of the distance between the better off and worse off sections of rural society, P.E.O.'s reports do not give room for optimism."

Then, it is said.

"In addition, the better off classes get loans, are more easily able to adopt improved practices, and otherwise derive larger benefits from the development programmes. The non-owner classes have not got the status that possession of land alone can give them, land re-distribution still remains in the realm of thought and discussion."

The result of all this is that while some people are undoubtedly benefiting from the development programme and improving their economic and social conditions, these usually belong to those sections in the village who were already somewhat better off than their fellow villagers."

There is very widespread complaint about the system of distribution of loans to the rural people by the development agencies. We are told that the loan is distributed among the village people on the basis of the creditworthiness of the recipient. Of course, I know that the hon. Minister promised on the floor of this House that purposeworthiness of the recipient will be taken into consideration. But, so far, this has not been done and this sort of difficulty has to be removed if the rural people who are really in need are to be benefited.

Coming to the failure to elicit co-operation from the people also, the Report of the Estimates Committee and the Fourth Evaluation Report have made it their main target of attack. They say that the Advisory Committees are ineffective and useless things. The Estimates Committee has agreed with Dr. Taylor when he stated that the claim on the part of the officials about people's co-operation is a doubtful claim. These views are voiced by many hon. Members in this House. This must en-

gage the attention of the Ministry and the Minister must see that real co-operation of the people is sought through effective means

In my State, I know that the membership of the committee was considered to be the privilege of certain people and the sympathisers or members of a political party were recruited into these committees. The situation has a little improved. We hope that the advisory committees will become more representative and also more effective.

So also we know that the Bharat Sevak Samaj is an agency to enlist the co-operation of the people for development work. I do not know much about the working of it in other parts of the country but so far as Kerala is concerned, it has become a veritable refugee camp for ex-MPs, ex-Ministers, ex-M.L.As (An Hon. Member. (Ex-somebodys) May be, ex-nobodys. In other places perhaps it may be doing some good work but in our parts it is a bogus organisation which cannot enlist the co-operation of the people.

I now come to the particular problems of Kerala. Recently a seminar was held by the Development Officers in the State and they made certain suggestions for the consideration of the State Government and the Central Ministry. They have suggested that the programme should be modified to suit the particular conditions of the Kerala State. Except perhaps the Malabar area, the need of Kerala is not for more schools and adult literacy centres. We want intensification of agriculture and more development of cottage and small-scale industries. We are a people who have to face a very acute unemployment problem and the problem of over-population. I hope that the Minister will take all these things into consideration and modify the programme to suit the conditions of Kerala.

I do not want to discredit or discourage or say anything against the officers who are working earnestly.

Some young people working in this movement in our State are known to me, they work with a missionary zeal. I am only pointing out these defects because this programme must become more useful and effective.

Whatever may be the defects and short comings of this programme, it is the hope of the rural population of India. Sometime back, Mr Bevan, compared the community programme to the Taj Mahal. That is a meaningful statement. He said that Taj Mahal was Shah Jahan's community project—Shah Jahan giving shape and form to his devotion and affection to his beloved wife. Let us—the people of India—give shape and form to our affection and devotion to our great country and let us say, as Mr Bevan has said, that the community project is India's new Taj Mahal.

Mr. Deputy-Speaker: He should not say anything after this.

Shri Kumaran: Thank you for your kindness in extending the time. I once again appeal to the Minister in charge to pay particular attention to the problem State of Kerala, problem State not in a political sense but in an economic sense.

Dr. K. B. Menon (Badagara): We have had five years of experience in the working of the community projects which began in 1951 with 55 projects. In order to review the achievements of the project a committee of investigation was appointed and I am glad to say that it has submitted a good report. It has been free, frank and forthright in its criticism and evaluation of the achievements of the community projects.

I wish to point out that the report has raised certain question marks and asked the Government whether it is keeping in mind the original aims and objectives or whether it is not drifting away from the right ends. That is exactly how some of us feel who have been closely watching and studying the work of the community projects in our areas. I shall come back to it very soon.

[Dr K B Menon]

The evaluation report does not make any mention of the work of the community project in Kashmir State. I do not know whether it is just an omission on the part of the committee or whether it was excluded. The only source of information that one could gather about the working of the project in Kashmir is from stray reports that have come in the papers. In that connection, I would like to refer to Shri Dey's remark praising the work in Kashmir and congratulating Kashmir for stealing a march over the other States by making panchayats as the basis of the community project work. I would like to tell him that Kashmir is not the only State where panchayat is made the basis of such work, it is done in some States in the South in an exclusive way and in other States other agencies are also associated with the work of the community project.

It is only right that a popular movement like the community project should have as its basis the panchayats. But, I would like also to say, immature as we are in politics, the panchayats are riddled with personal and local politics. The community project work is interested in constructive activities and not in deciding policies. It would be nice if local politics is kept away from the work of the community project. To that extent it is a handicap to have the panchayats alone as the basis of the community project. In this, I understand, Kashmir has not been an exception when we consider in connection with this work.

I feel that the Community Project is one of the most important, if not the most important, work of the Planning Commission. I say so because one of the primary objectives of the project is to renovate and rehabilitate the villages.

I feel that the villages in India have played a very significant role in history. It is that peculiar institution of village that has helped to preserve almost intact the ancient culture and civilisation of India from

the ravages of frequent invasion. There is no parallel, I feel, for villages in India except perhaps the Mir in Russia, which in the last 30 to 40 years has undergone considerable changes.

In India, however intensive and widespread the industrialisation may be, I feel that the villages are bound to survive, and are bound to influence the trend, the course of national life in our country. To that extent, the community work, since it undertakes a rehabilitation and renovation of this institution of the village, is very important.

Another reason why I place so much stress and importance on the community work is because it is a people's movement, as the Evaluation Report also points out. As a people's movement I would consider the community project a failure if the community project is not able, during a given period of time, to wipe out the inherited inhibitions in the villages, inhibitions arising from the ancient institution of castes, communities and religion.

We must also remember that long foreign tutelage has also moulded in a way the behaviour of the villagers. They have developed a certain psychology, a certain behaviour, a certain habit attitude, which also needs change. It should be the objective of the community project to stimulate in the village self-help, to create self-confidence, and also to inspire in the villagers a certain responsibility for initiative.

If the community projects are to be taken as a people's movement, it cannot be a success unless there is education. Just like a co-operative, a community project before it is introduced into the villages needs some education of the people. The people should be educated as to its aims and objectives. This is not done. This is a mistake of omission.

As a mistake of commission I would like to point out that the Government are taking a wrong approach

to the problem and are forgetting the psychology of the village when Government officials are made the central figures in the community projects I have nothing against these officers themselves, but we must remember that because of the foreign tutelage a villager looks to the Government for everything to be done, and there is also among the villagers a sense, not only of obedience but even of subservience to authority. When these officials become the central figures in the community projects, that attitude of the villager is encouraged. That is not wiped out, which is very necessary in order to create new attitudes and new aptitudes in the village.

Since my time is over, I would like to close my remarks with a request to the Government to pay more attention to the psychological attitudes in the villages, and to see that a community project is taken as a popular movement and that everything is done in order to overhaul these psychological attitudes in the village with a view to create a new life in the village.

श्री ७० क० नाथर (वाह्य दिल्ली)

उपाध्यक्ष महोदय, कम्युनिटी डेवेलपमेंट मिनिस्ट्री के बारे में काफी बातें बड़ी जा चुकी हैं लेकिन उसकी प्रैक्टिकल चीजों में क्या-कहा कमिया है और उसमें क्या-क्या सुधार हम कर सकते हैं उसके बारे में कुछ बातें रोशनी नहीं डाली गयी है।

इसमें कोई शक नहीं है कि इस काम में ज्यादा आफिशियलडम होने की वजह से ग्राम जनता का सहयोग कम मिला है। हमारी तमाम मिनिस्ट्रियों में यही एक मिनिस्ट्री है जो कि पब्लिक कोऑपरेशन को हासिल कर सकती है और जो हमारे देश के लाखों करोड़ों इन्सानों को संगठित करके डेवेलपमेंट का एक बहुत बड़ा मूवमेंट चलवा सकती है। इसी उद्देश्य से इस मिनिस्ट्री की स्थापना की गयी थी। जब मैं डेवेलपमेंट मिनिस्ट्री पर सोचता हूँ तो मुझे राष्ट्रपिता महात्मा गांधी जी की याद

आती है। उनके तमाम प्रोग्राम में रचनात्मक कार्य पर सबसे पहले ध्यान दिया गया था। उन्होंने अपने नान-कोऑपरेशन प्रोग्राम को कलकत्ता की स्पेशल कांग्रेस में पेश करते हुये कहा था कि मेरा सबसे पहला प्रोग्राम होगा अनटचेबिलिटी को हटाना और हरिजनों का सुधार। उनका कहना था कि इसके बगैर हमारा देश सुधार नहीं सकता। जब अहमदाबाद में उनकी ट्रायल हुई तो उनमें पूछा गया कि आपका पेशा क्या है तो उन्होंने कहा था कि मैं एक किसान और एक जुलाहा हूँ और इन दोनों को उठाने के लिये उन्होंने अपने तमाम जीवन में प्रयत्न किया। उन्होंने रचनात्मक कार्यों में हरिजन सुधार और हिन्दू मुस्लिम यूनियन के बाद सबसे पहले खादी पर ध्यान दिया और साथ ही साथ तमाम और ग्राम उद्योगों को महत्व दिया। उसके साथ किसान संगठन, विद्यार्थी संगठन आदि इस प्रकार के आइटेम्स उसमें मिलाये गये।

हमारी स्वराज्य प्राप्ति के बाद इस विभाग का कायम होना कुदरती तौर पर लाजिमी था। इसमें यही चीज रखी गयी है कि कम्युनिटी डेवेलपमेंट किस तरह से होना चाहिये। लेकिन अफमोस की बात यह है कि कम्युनिटी डेवेलपमेंट जो कि हिन्दुस्तान के राष्ट्रीय आन्दोलन के बीच में मौजूद था, उसे हमने कम्युनिटी डेवेलपमेंट के नाम से शुरू किया और उसके लिये वह शब्द इम्पोर्ट किया। अमरीका से हमने इस शब्द को इम्पोर्ट किया। उसमें हमको कोई ऐतराज नहीं है, लेकिन साथ ही साथ जो काम करने का तरीका रखा गया वह भी अमरीकियों के दिमाग की ही चीज थी।

फर्स्ट फाइव इयर प्लान के बारे में हमारी शिकायत यह थी कि वह ब्यूरोक्रेटिक मशीनरी का बनाया हुआ एक प्रोग्राम था। लेकिन वह दूसरा हो भी नहीं सकता था क्योंकि स्वराज्य मिलने के बाद हमें इतनी

[बी २० क० नायर]

फुरसत नहीं थी कि हम तमाम नानधाफिशियल फोर्सों को इकट्ठा करके एक फर्स्ट फाइव इन्चर प्लान को जल्दी से तैयार करते, यह नामुमकिन था। इसलिये वह प्रोग्राम आफिशियल तरीके पर बनाया गया। इसको नेशनल प्लानिंग कहा गया लेकिन ऐसा कहना बिल्कुल गलत था। लेकिन हमारी उम्मीद यह थी कि दूसरी पंचवर्षीय योजना देहात से शुरू होगा, फार्म बिनो। इसमें भी सबसे ज्यादा पोशियल अगर हो सकता है तो यही बैलेपमेंट मिनिस्ट्री हो सकती है। लेकिन हमें आफमोस के साथ कहना पड़ता है कि प्रेक्टिकली हम इसमें कोई अच्छा काम नहीं कर पाये हैं।

13 hrs.

दिल्ली की मिसाल लीजिये। कम्युनिटी डेवेलपमेंट प्रोजेक्ट का काम सबसे पहले हमारे प्रधान मंत्री जी ने दिल्ली के अलीपुर गांव में शुरू किया था। उस वक्त लोगों में बड़ी उमंगें थी और मैं आपको क्या बहू ६ महान के अन्दर हमने देहातो में बहुत काम करवा दिया। डाई लाब रुपया गांवों में अपनी तरफ से सबस्क्रिप्शन के तौर पर स्कूल तथा कम्युनिटी हॉल स्पोलन के लिये देने का प्रामिज दिया लेकिन आफमोस के साथ मुझे यह कहना पड़ता है कि हम उस रुपये को युटिलाइज नहीं कर सके हैं क्योंकि हमारे विलेज लेबल वर्कर्स को इस तरह को ट्रेनिंग दी गई है जो कि हमारे वातावरण के बिल्कुल भी अनुकूल नहीं है बल्कि उसके बिल्कुल विपरीत है। मैं आपको बतलाना चाहता हूँ कि जिस तरह से भारत सेवक समाज करता है, उसी तरह से हमने नान-आफिशियल तौर पर लाला बिज किशन के नेतृत्व में जो देश के माने हुये रचनात्मक कार्यकर्ता हैं, ट्रेनिंग देने का आयोजन किया। इसका नतीजा यह हुआ कि उन लोगों ने समझ लिये केवल डाई महीने के अन्दर ही कि यह जो आयोजन है यह हमारा है और हमें गांव गांव में जा

करके अपने आपको मिटा देना है। उन नौजवानों को गांधी जी के बताये हुये रास्ते पर ट्रेनिंग दी जा रही थी। लेकिन मुझे आफमोस के साथ कहना पड़ता है कि उनको नॉलोलेडी भेज दिया गया और वहां से जब वे लोग ट्रेनिंग प्राप्त करके आये तो उनकी भावें ही बदल गईं। उनके अन्दर लो १ के साथ निकट सम्पर्क कायम रखने की जो हमने लगन पैदा की थी इस दो महीने की ट्रेनिंग के दौरान में और लोगों को करीब नाना शुरू किया था उसके फलस्वरूप डाई लाख पैसा देने का गांव वालों ने वादा किया। ट्रेनिंग का एक हिस्सा हमने लोगों के साथ सनक स्थापित करना भी रखा था। उस वक्त ये लोग गांवों में जाते थे, लोगों के साथ मिलते थे, कम्युनिटी डेवेलपमेंट से जो बड़ा इनक्लाब आने वाला था, उसका नक्शा देहाती जनता के सामने पेश करते थे जिस का नतीजा यह होता था कि लोग उत्साह के साथ आगे आते थे और काम करने को तैयार हो जाते थे। लेकिन बाद में यही लोग आये तो लोगों के दिलों में निराशा की लहर दौड़ गई क्योंकि जो उम्मीद वे इनसे लगाये बैठे थे वह पूरी नहीं हुई। इन लोगों को एक काम तो जरूर मिला और वह था कागजात भरने का। उनको सुबह से शाम तक इस बात की फिक्र रहती थी कि कागजों को किस तरह से पुर किया जाये। ऊपर से आर्डर आने थे कि उनको कागजात को भर कर भेजना है और वे इसी काम में अपना वक्त जाया कर देते थे। इनमें से क्या लिखा करते थे? वे यह लिखा करते थे कि इतना बीज वितरित किया गया, इतनी खाद लोगों ने खरीदी, इतनी सड़क बनी इत्यादि। यह जो खाद है या दूसरी चीजें हैं ये लोग खुद ही खरीदते हैं और जो काम करते हैं, खुद ही करते हैं लेकिन विलेज लेबल वर्कर उनकी पितास को इकट्ठा करता रहता है और ऊपर भेजता रहता है। स्कूल भी लोगों की तरफ से बनाये जाते हैं, सड़कें

भी लोगों की तरफ से बनाई जाती हैं और इनमें उस विलेज लेवेल वर्कर का कोई हाथ नहीं होता है सिवाय इसके कि वह कागज में इन सब चीजों को भर देता है। इस सब का जो नतीजा है वह हमारे सामने है। यह जो रिपोर्ट पेश की गई है यह बहुत ही सुन्दर ढंग से पेश की गई है। कागजात से तो ऐसा पता चलता है कि यह जितना भी कार्य हुआ है यह सारे का सारा गवर्नमेंट मैशीनरी द्वारा कराया गया है लेकिन असलियत यह है कि जो गांव वालों ने खुद भी किया है, उसका भी खिन्ना इसमें कर दिया गया है। ब्योरोक्रेटिक सिस्टम में कागजात तो बड़ी भ्रष्टा तरीक़ से रखे जाते हैं और उनको बड़े सुन्दर ढंग से पेश किया जाता है और यह दिखाने का प्रयत्न किया जाता है कि बहुत तरकीबें हुई हैं लेकिन होती सब कागजों पर ही है। मुझे भ्रष्टाचार के साथ कहना पड़ता है कि जो कुछ काम भी लोगों ने किया है वह इसके बावजूद किया है कि विलेज लेवेल वर्कर्स की ओर से रूकावटें डाली गई हैं। इसका एक मात्र कारण यह है कि उनको ठीक ट्रेनिंग नहीं दी गई। अगर इनको भ्रष्टा तरीक़ से ट्रेनिंग दी गई होती तो मैं विश्वासपूर्वक कह सकता हूं कि अब जितना काम हुआ है उससे कई गुना ज्यादा हो गया होता।

आप देखिये गांवों में आजकल बाढ़ें आ रही हैं। इसकी डिबेलेपमेंट कमिशनर को कोई रिपोर्ट नहीं है। विलेज वर्कर्स से अगर आप पूछें तो उसको इसका कुछ भी पता नहीं है। उसको तो जो कुछ पता दिया जाता है बड़ी वह करता है। इनका काम होना चाहिये इनिशियेटिव लेना, लोगों का सहयोग प्राप्त करना, लोगों में उत्साह भरना, लेकिन उसको इन कामों के बारे में कुछ पता ही नहीं होता है ऐसी सूरत में किस तरह से काम चल सकता है।

आज हमारे सामने तीन चार समस्याएँ हैं। एक तो फ़्लड की है। हमारे यहाँ बाटर साइड एरिया है। नागसोई

एरिया में, नजफगढ़ एरिया में, नरेला के एरिया में कई हजार बीघा जमीन पानी के नीचे चली जाती है और दोनों फ़सलें खराब हो जाती हैं। लेकिन अगर डिबेलेपमेंट कमिशनर से पूछा जाये तो उनके पास न कोई रिपोर्ट होती है और न ही कोई प्राथम्य। बाँक्यों नई मढ़ते बनते हैं और नया कंसोलीडेशन हुआ है। इसमें हथ-बंदियाँ काफी बढ़ती हैं। इनके नाजे के तौर पर जो नैचुरल ड्रेनेज का सिस्टम है वह ब्लाक हो चुका है। पानी ठीक तरह से नहीं गुजर रहा है। इन सब के बारे में विलेज लेवेल वर्कर को कोई खबर नहीं है। हम लोगों को कोशिश करनी पड़ती है और तब जा कर काम होता है। लेकिन इसके साथ ही जब तक कोई काम हफ़ात की मशीनरी की मार्फ़त नहीं होता है तब तक वह पूरा नहीं होता है। ऐसी सूरत में जो कम्युनिटी डिबेलेपमेंट का महकमा है वह हमारे रास्ते में रूकावट सिद्ध होता है क्योंकि जब तक कोई हुक्म उनकी मार्फ़त नहीं आता है, हम भी काम नहीं कर पाते हैं, जिसका नतीजा यह होता है कि हमें तथा लोगों को बड़ी तकलीफ़ का सामना करना पड़ता है। मैं समझता हूं दिल्ली के बारे में मंत्री महोदय को खास तौर से सोचना चाहिये और यदि यहाँ पर काम भली भाँति हुआ तो दिल्ली बाकी हिन्दुस्तान के लिये एक मॉडल बन सकती है। मैं मिनिस्टर साहब को बतलाना चाहता हूं कि शायद तीन महीने पहले जब हेल स्टॉप हुआ था, उस वक़्त हमारे प्रधान मंत्री खुद गांवों में गये थे। प्रधान मंत्री को उस वक़्त बताया गया था कि लोग काम करना नहीं चाहते हैं। लेकिन अब उन्होंने खुद जा करके गांव वालों से पूछा तो लोगों ने उनसे कहा कि हम सब काम करने को तैयार हैं लेकिन हमसे काम लेने वाला कोई नहीं है। इसके बाद हमारे मिनिस्टर साहब, कम्युनिटी डिबेलेपमेंट मिनिस्टर साहब भी गये और मेरी भी उनसे मुलाकात हुई। मैंने उनसे कहा कि आपको

[श्री खं० कृ० नायर]

नान-आफिशल्स के साथ सहयोग करना चाहिये और उनकी मदद लेनी चाहिये। समय कम है, इसलिये मैं इसमें और अधिक विस्तार से नहीं जाना चाहता। लेकिन मैं इतना अवश्य कहना चाहता हूँ कि वह दिल्ली को बाकी देश के लिये एक मॉडल बनायें और इस तरह से काम करके सफलता प्राप्त करें, जैसा कि यह बाकी देश के लिए एक मिसाल बन जाए।

अन्य में मैं भारत सेवक समाज के बारे में थोड़ा सा कहना चाहता हूँ। चूंकि मेरे एक काउन्सिलर भाई ने इसका जिक्र किया है, इस वजह से मैं अपनी फर्म समझता हूँ कि मैं इससे बारे में कुछ बहूँ। भारत सेवक समाज एक ऐसी मस्यौदा है जिसके अन्दर सारी पोलिटिकल पार्टीज में काम करने वाले लोग, नान-आफिशल्स, कांग्रेसजन, गैरकांग्रेसजन सभी शामिल हो सकते हैं और कार्य कर सकते हैं। किसी पर भी किसी विस्मय का ठोका नहीं है। इस बारे में दिल्ली एक मिसाल कायम कर चुकी है। इसमें जो लोग हैं वे इकट्ठा लगा कर काम कर रहे हैं। जब मैं यह कहता हूँ तो यह बड़े बगैर नहीं रह सकता कि इसमें कोई अतिशयोक्ति नहीं है। भारत सेवक समाज किसी की जायदाद नहीं है। हर भारतीय का कर्तव्य है कि इसमें आकर काम करे। भारत सेवक समाज के नाम से हम लोगों को बहुत आसानी से अपील कर सकते हैं। मैं कांग्रेसी भी हूँ लेकिन कांग्रेस के नाम से मेरी अपील इतनी इफेक्टिव नहीं होती है जितनी कि भारत सेवक समाज के नाम से होती है। इस मस्यौदा को प्राप्तिमान देना हर किसी का कर्तव्य होना चाहिए।

श्री अश्वतथ बर्बन : उपाध्यक्ष महोदय, सब से पहले तो मैं बिजनेस एडवाइजरी कमेटी को धन्यवाद देना हूँ कि उसने इस विभाग के लिए कुछ समय निश्चित किया। पिछली लोक सभा के अधिवेशन से अब तक केवल दो बार इस विषय पर वाद-विवाद

हुआ है; एक बार मेरे माननीय मित्र श्री गंधर्व सहाय का जो गैर-सरकारी सलाह था, उस पर विचार करते हुए हम सदन में विचार हुआ था, और उसके बाद आज ही इस महत्वपूर्ण विषय पर विचार-विमर्श किया जा रहा है।

मुझ से पहले कई मित्रों ने जो तमबीर सामुदायिक विकास केंद्रों की खीची है वह बहुत निराशापूर्ण थी। लेकिन मेरी अपनी सम्मति में स्थिति इतनी निराशाजनक नहीं है जितनी कि उसको खींचने का प्रयत्न किया गया है। मैं इस बात का स्वीकार करता हूँ कि शुरू-शुरू में इस कार्यक्रम के प्रति जनता में जितना उत्साह था, उतना अब नहीं रहा है, तथा जितने उत्साह की आशा की गई थी उतना उत्साह जनता द्वारा प्रदर्शित नहीं किया गया है। उनके बड़े कारण हैं। परन्तु हमारा कर्तव्य है कि हम उन कारणों में गहराई से जाने का प्रयत्न करें, ताकि उनको दूर करके इस कार्यक्रम को सफल बनाया जा सके।

इसमें पहले कि मैं इस मंत्रालय में कुछ अपने विचार रखूँ, मुझे यह जानकर बड़ा आश्चर्य हुआ कि इस मंत्रालय को खाद्य तथा कृषि मंत्रालय के साथ सम्बद्ध किया गया है। यह विभाग इतने व्यापक महत्व का विभाग है कि उसे किसी एक मंत्रालय के साथ जोड़ देना, इसका किसी मंत्रालय के साथ गठबन्धन कर देना, मैं समझता हूँ, इसके साथ पूरा न्याय करना नहीं है। इससे अच्छा तो यह था कि इसे योजना मंत्रालय यानी प्लानिंग डिपार्टमेंट के साथ सम्बद्ध कर दिया जाता, जैसा कि उत्तर प्रदेश में या दूसरे राज्यों में है, ताकि जितने और विभाग हैं वे सब उसके आदेशों का पालन कर सकते हैं। इस बात को मैं मानता हूँ कि खाद्य-उत्पादन बढ़ाने की आज बहुत आवश्यकता है और यह कार्य सामुदायिक विकास के कार्यक्रम से जुड़ा हुआ भी है। परन्तु मैं विनम्र विवेदन करना चाहता हूँ कि इस पर फिर से विचार कर लिया जाए

और इस विभाग को योजना-मंत्रालय के साथ सम्बन्ध कर दिया जाये।

द्वितीय पंचवर्षीय योजना के कार्यक्रम में इस कार्य के लिए दो मी करोड़ रुपये निश्चित किये गये हैं। सका परिणाम यह हुआ है कि जहाँ सघन क्षेत्रों में पहले १५ लाख रुपये खर्च करने का अनुमान किया गया था, वहाँ अब केवल १२ लाख रुपये ही खर्च किये जायेंगे; तथा राष्ट्रीय प्रसार सेवा क्षेत्रों में जहाँ पहले साढ़े सात लाख रुपये खर्च करने थे वहाँ अब केवल चार लाख ही खर्च होंगे। पहले जो रकम निश्चित की गई थी इन सेवा-केन्द्रों के लिए उससे भी जनता की आकांक्षाएँ तथा आशाएँ पूरी नहीं हुई थी; जनता में उत्तेजना तथा उत्साह हम पैदा तो कर पाये थे, लेकिन रूपों की कमी की वजह से तथा उनके पूरी तरह सदुपयोग न होने की वजह से जनता को निराशा होना पड़ा था। और अगर अब यह रकम कम की जाती है तो उससे जनता में एक निराशा की भावना फैलेगी। मैं गवर्नमेंट से यह अनुरोध करना चाहता हूँ चूँकि आजकल अखबारों में इसकी बड़ी चर्चा है कि द्वितीय पंचवर्षीय योजना पर फिर से धुबारा नजर डाली जा रही है और प्राथमिकताओं की मुची तैयार की जा रही है, तो यह जो सामुदायिक विकास-योजना के बास्ते २०० करोड़ रुपये रखा गया है यह काफ़ी नहीं है और उसके लिए और अधिक धनराशि मिलनी चाहिए। हमारे मंत्री महोदय बड़े उत्साह और योग्यता के साथ इस मंत्रालय का संचालन कर रहे हैं और मुझे पूरा विश्वास है कि वे पूरी शक्ति और सामर्थ्य के साथ अपने मंत्रालय की वकालत करेंगे और उसमें सफल होंगे।

चूँकि समय बहुत कम है, इसलिए मैं एक-दो बातों की ओर ही सदन और गवर्नमेंट का ध्यान आकषित करना चाहता हूँ। इस रिपोर्ट में हमें बतलाया गया है कि जब से यह कार्यक्रम प्रारम्भ हुआ है तब से लेकर दिसम्बर १९५६ तक सारे देश में ६० करोड़

और शायद ४ लाख रुपये सरकारी तौर पर खर्च हुए और जनता ने अपने श्रमदान द्वारा ३६ करोड़ ३१ लाख रुपये व्यय किया अर्थात् जितना गवर्नमेंट ने खर्चा किया उसके मुकाबले में करीब ६० प्रतिशत जनता ने अपनी ओर से उसमें लगाया है। यह कोई साधारण चीज नहीं है। जनता से आशा की जाती थी कि वह आधा अपनी ओर में लगायेगी या कहीं-कहीं पर एक-तिहाई श्रमदान करेगी, लेकिन उन्होंने इस बात का मित्र कर दिया कि अगर इस कार्य का संचालन ठीक तरीके से किया जाय तो जनता गवर्नमेंट की इस पुकार को सुन सकती है।

लेकिन मुझे दुःख के साथ कहना पड़ता है कि कहीं-कहीं पर बड़े बड़े श्रमदान के कार्य हुए, अंग्रेजी की कहावत है "लब्ज लेबर लौस्ट", जनता ने बड़े उत्साह से काम लिया और मैं ने स्वयं अपने आँखों से देखा है और एक भुक्तभोगी के नाते मेरी जानकारी में है कि किस तरह से जनता का श्रम बेकार जाता है। आप सब मेरे पड़ोसी जिले की कठोर चट्टानों से परिचित होंगे; उन स्थानों पर, जहाँ तीन फुट का रास्ता चलने लायक बनाना भी काफी कठिन होता है वहाँ पर हजारों नर-नारियों ने अपना खून-पसीना एक करके लगभग ५० मील लम्बी मोटर-सड़क बना दी; लेकिन उस सड़क के मेन्टेनेन्स (रख-रखाव) के लिए हमने प्रान्तीय सरकार से बहुत कहा लेकिन वह भार प्रान्तीय सरकार ने अभी तक नहीं लिया। बरसात के दिनों में वे सड़कें टूट जाती हैं, जाड़ों में उनकी मरम्मत की जाती है, और बड़ी कठिनाई से उन पर ५-६ महंगे हो ट्रैफिक चल सकती है। अब हमें यह नहीं भूल जाना चाहिए कि श्रमदान का जो काम भी कराया जा रहा है वह जनता में एक ऐसा अभूतपूर्व उत्साह पैदा करके कराया जा रहा है और ऐसा खून-पसीना एक करके कराया जा रहा है, जिसका कि इतिहास में साक्षी नहीं मिलता, और इसलिए यह बहुत आवश्यक हो जाता है कि सरकार

[श्री भक्त दर्शन]

इस चीज को देखे कि जनता का भ्रम बेकार न जाये और उनके द्वारा किये हुए काम बर्बाद न होने पाये। जनता द्वारा सड़कों, नहरों, पुलिसो और विद्यालयों के निर्माण कार्य व्यर्थ नहीं जाने चाहिये और उनको राज्य सरकारों या वहाँ की पंचायतों अथवा लोकल बोर्ड्स या डिस्ट्रिक्ट बोर्ड्स की तरह की संस्थाओं को अपने हाथ में ले लेना चाहिए।

एक बात मैं और कहना चाहता हूँ, जिसकी कि और हमारे बहुत से मित्रों ने ध्यान आकर्षित किया, और वह यह है कि इस विभाग से हम यह आशा करते हैं कि इस विभाग के कमिचारी अन्य विभागों के लिए एक आदर्श बने। उनके अन्दर में एक सेवा की भावना देखना चाहता हूँ। वे सेवा की मशाल लेकर गावों में काम करने जाये, और ऐसा होने से मैं समझता हूँ कि अन्य विभागों, उदाहरणार्थ रेवेन्यू और पुलिस विभाग, जिनके कि प्रति जनता के दिल में पहले के भावक है, उसका निराकरण हो सकेगा। लेकिन मुझे बड़ी विनम्रता के साथ निवेदन करना पड़ता है कि कहीं-कहीं पर इस विभाग के खिलाफ भी भ्रष्टाचार की कहानियाँ सुनने में आ रही हैं। मैं इस विभाग का समर्थक और सहयोगी होने के नाते मन्त्री महुदय से कहना चाहता हूँ कि कहीं-कहीं पर सुना गया है कि पुरानी नहरों की मरम्मत करा ली गई और उनको नई बनने वाली नहरों की सूची में जोड़ दिया गया, इस बात की छानबीन होनी चाहिए। सुनने में आया है कि इस तरह की भी गड़बड़ होती है कि मान लीजिये दो हजार रुपये गवर्नमेंट ने किसी काम के वास्ते मजूर किये और कम से कम एक हजार रुपये जनता ने देने हैं, तो एक हजार रुपये जो गवर्नमेंट से मिल रहे हैं उसी रुपये में दो हजार रुपये का काम दिखा दिया जाता है! यह ठीक है कि जनता के भ्रमदान की ज़रूरत है, लेकिन बुनियादी बात यह है कि जब तक हम इसके लिए योग्य, ईमानदार और उत्साही कर्मचारियों की भर्ती

नहीं करते, जिनके कि दिल में सेवा की भावना मौजूद है और जिन्होंने कि जनता-जनार्थ की सेवा का ब्रत लिया हुआ है, तब तक हम इसमें सफल नहीं हो सकते हैं।

अब आज हम ऐसे कच्चे ग्रेजुएट रंगरूटों को बी० डी० प्रोजेक्ट बनाते हैं, जिनको कि गावों के बारे में कुछ जानकारी नहीं है और जिनको कि हर समय अपने 'पेट की कीज' की फ्रिक रहती है। वे गावों में किसानों के बीच क्या काम कर सकते हैं? मैं चाहता हूँ कि इस कार्य में ऐसे लोगों की लिया जाय, जिन्होंने कि सार्वजनिक जीवन में पहले कार्य किया है तथा अनुभव प्राप्त है। अब मान लीजिये कि शिक्षा की योग्यता या अन्य प्रतिबन्धों की वजह से अगर ऐसे लोग नहीं मिलते हैं तो आप ऐसे लोगों को लें जिन्होंने कि खादी व ग्रामोद्योग में काम किया है और जिन्होंने कि अपना सारा जीवन गावों में खपा दिया है। यदि ऐसे लोग भी आपको नहीं मिलते तब एक तीसरी श्रेणी के लोग हैं, यह वे लोग हैं जिन्होंने कि पंचायतों में काम किया है, पंचायत निरीक्षकों के रूप में ही सही या जिन्होंने कि सहकारी विभाग में काम किया है, वे गावों को भर्ना प्रकार जानते हैं और वहाँ के जीवन के अभ्यस्त हैं, ऐसे लोगों को आप इस काम के वास्ते चुनें। लेकिन आपने इस काम पर ऐसे बी० डी० प्रोजेक्ट को लगाया है जिनको कि गावों का कुछ भी अनुभव प्राप्त नहीं है और जिनको कि यह भी पता नहीं होता कि गेहूँ का 'पड़' कितना बढ़ा होता है और जो कि गेहूँ के पीठ को भी नहीं पहचानते; वे सारा जीवन शहरों में बिताते हैं, उनसे आप कैसे आशा कर सकते हैं कि गावों में जाकर गिट्टी और कीचड़ में वे रचनात्मक काम कर सकें?

अब चूँकि समय खत्म हुआ जा रहा है, इसलिए और अधिक न कह कर केवल एक ही बात कहना चाहता हूँ और वह यह कि इस मन्त्रालय ने अन्य मन्त्रालयों की अपेक्षा सब से अधिक साहित्य का प्रकाशन किया है।

८७ प्रकाशन की सूची इस रिपोर्ट के अन्त में मन्त्री की गई है, जिनमें से बहुतों की स्वयं "बीबिसीलीट" लिख दिया गया है अर्थात् उनका महत्व समाप्त हो चुका है। मैंने धक्कर इस साहित्य को पढ़ने की कोशिश की, लेकिन कुछ ऐसा भावूम होता है कि शायद वही लेखक है और वही उसको छापने वाले है और ऐसा भावूम होता है मानो नई बोलचाल में शायद पुरानी शराब भरी हो नये लेबलो के साथ। उसमें बार-बार "पीटीशन हो रहा है और साहित्य-प्रकाशन भी बहुत अच्छा नहीं है। अब अंग्रेजी की जो "कुवलेत्र" पत्रिका निकलती है उसकी कुल २०,२३३ प्रतिया छपती है, केवल १६११ प्रतिया उसकी बिक्री है और १८,३२२ प्रतिया नि शुल्क वितरित होती है। इसी तरह हिन्दी की "कुवलेत्र" पत्रिका की ५,४५८ प्रतिया छपती है, केवल ६८७ प्रतिया बिक्री होती है और ४७७१ प्रतिया नि शुल्क बटती है। इसी तरह "ग्रामसेवक" के भी दो संस्करण हैं और उसका भी अधिकांश भाग नि शुल्क वितरित किया जा रहा है। यही हाल "योजना" पत्रिका का है जो कि अंग्रेजी और हिन्दी में छपती है। उसकी भी अधिकांश प्रतिया नि शुल्क है। मैं नहीं समझता कि इन तीन पत्रिकाओं में अलग-अलग बात होती है, रिपिटिशन होता है और इस कारण मेरा निवेदन है कि आप तीन पत्रिकाएँ निकालने के स्थान पर केवल एक ही पत्रिका निकालिये, लेकिन एक स्टैंडर्ड पत्रिका निकालिये और उसकी बिक्री और उसके वितरण का समुचित प्रबन्ध कीजिये।

अन्त में चलते-चलते केवल एक ही बात कह दूँ। हम देखते हैं कि इस विभाग में सेमिनारों और सम्मेलनों और गाण्डियों की बड़ी धूम रहती है, और मुझे अक्सर बहुत से कर्मचारियों ने बतलाया है कि हमें इन समारोहों और सम्मेलनों के कारण असली काम करने का अवकाश ही नहीं मिलता है। हेडक्वार्टर में टिक कर काम करने ही नहीं पाते। मसूरी में सम्मेलन हुआ, बीस दिन

उसमें निकल गये, लखनऊ में बस्ती के तालाब पर और नीलोखेरी में सम्मेलन हुए और इस तरह काफ़ी समय उनमें निकल जाता है। मेरा निवेदन यह है कि अब यह सम्मेलन जिनको कि ख़ामा करेंगे अगर मैं इनको हास-परिहास-सम्मेलन कहूँ, इन से समय की बर्बादी होती है। क्यों न कर्मचारी लोग अपने समय का ६०-६५ प्रतिशत भाग रचनात्मक कामों के करने में लगायें।

इन शब्दों के साथ मैं इस मन्त्रालय के अनुदानों का समर्थन करता हूँ और प्रार्थना करता हूँ कि मंत्री महोदय मेरी बातों पर ध्यान देंगे।

श्री ७०. म० केंवरिया (भाउवीर-रक्षित अनुसूचित आदिम जातियाँ) उपाध्यक्ष महोदय, मंत्री महोदय देश के बहुमुखी विकास के लिए जो प्रयत्न कर रहे हैं और जो जनता से उनको उन कार्यों में मदद मिल रही है, उनकी मेरा सराहना करना चाहता हूँ। उनके मन्त्रालय की जो अनुदानें यहाँ पर स्वीकृति के लिए रखी गई हैं उनका मैं समर्थन करता हूँ। हमारे मंत्री महोदय मे सचमुच बड़ी लगन के साथ अपने काम को किया है और उनके बारे में अंग्रेजी की यह कहावत ठीक ठीक है कि "गोड हेल्प्स दीज हू हेल्प् देमसेलव्ज़"।

आज हमारे देश में सबसे बड़ा अभिशाप गरीबी और जनता में आर्थिक असमानता का होना है और उसको मिटाने के लिए और ग्राम जनता में अपनी उन्नति करने के लिए एक भूख जाग्रत करके जान मेहनत से सामुदायिक विकास का जा कार्य हो रहा है वह बहुत ठीक तरीके से हो रहा है। लेकिन आज विकास की प्रवृत्तियों के लिए सरकारी कर्मचारियों में एन० ई० एस० ग्लास और कम्प्यूनिटी डेवेलपमेंट में जो काम हो रहा है, उस में नान आफिशल एजेंसीज है सामाजिक संस्थाएँ हैं उन में सहयोग लेना चाहिए। उसके न लेने के कारण उस में जो तीव्रता आनी चाहिए, जो और आना चाहिए,

[श्री छ० म० कंदरिया]

वह अभी तक नहीं आ पा रहा है। इस लिए सामूहिक विकास को जो सफलता मिलनी चाहिए वह आज सचमुच में नहीं दिखाई देता। मंत्रों जो से मेरा प्रार्थना यह है कि ग्राम सेवक से लेकर कलेक्टर तक सच्ची भावना से काम करें। ऐसे सामाजिक कार्यकर्ता जिन्होंने सारा ज़िन्दगी समाज के लिए दे दी है, वहां पर ऐसे आदमियों को ही लिया जाय जो तबियत लगा कर उन में काम कर सकें। क्योंकि उन्हीं लोगों द्वारा सफलता मिल सकती है। ऐसे जानकार कार्यकर्ताओं को अगर यह काम सौंपा जाय, तो मैं मानता हूं कि हमें सामूहिक विकास को योजनाओं में सफलता मिलेगी।

आज इंटेसिव विकास को जो प्रवृत्तियां चल रही हैं उन में भी गवर्नमेंट को जो एंवांस प्लैनिंग होनी चाहिए, उन को न करने के बजाय, होता क्या है कि स्टाफ रख लिया जाता है, उन को बेकार बिठला कर तस्कवाह दी जाता है, परन्तु काम बिल्कुल नहीं होता है। इसलिए इस में सरकार जो खर्च कर रही है, वह मेरा राय से बरबाद हो रहा है। इस काम को जो नार्मल डिपार्टमेंट्स हैं उन के कर्मचारियों द्वारा कराया जाना चाहिये।

कम्यूनिटी डेवलपमेंट ब्लाक्स और एन० ई० एस० ब्लाक्स के अलग अलग डिपार्टमेंट्स में जो डिपार्टमेंट के कर्मचारी होते हैं, उन में बहुधा ऐसे कर्मचारी या गवर्नमेंट सर्वेंट्स देखने में आते हैं जो या तो बहुत नीचे दर्जे के होते हैं या इनफ़िशिएंट (inefficient) होते हैं और यही कारण है कि विकास की प्रवृत्तियों में जो काम होना चाहिये वह नहीं होता। इस लिए ऐसे कर्मचारियों जो कम्यूनिटी डेवलपमेंट ब्लाक्स में आते हैं उन को कुछ ऐनाउंस दिया जाय और स्पेशल प्रमोशन के बारे में सोनियास्टो को न देख कर उन के काम के हिसाब से तरक्की दी जाय। अगर उनको इस तरह के प्रलोभन दिये जायें तो मैं समझता हूं कि

ज्यादा अच्छे आदमी आगे आयेंगे और जो आदमी काम कर रहे हैं, उन का दिल धाम में ज्यादा होगा।

दूसरी पंचवर्षीय योजना में गवर्नमेंट ट्राइबल वेलफेयर को जो योजना बनाई है उस को मल्टी परपज स्कीम्स कहा जाता है। हमारी बम्बई गवर्नमेंट को ऐसी सात प्रोजेक्ट्स की स्कीम्स दी गई हैं, लेकिन मैं निवेदन करता हूं कि जहां पर ट्राइबल कम्यूनिटीज ज्यादा हैं, यानी भरोच की सागवारा और डिरिया-पारा जैसी जगहों को, उन को यह स्कीम नहीं दी गई है। मेरी राय में गवर्नमेंट को इस तरफ फिर ध्यान देना चाहिये क्योंकि सूरत और पंचमहल के बाद गुजरात में आबादी और प्रदेश की दृष्टि से वह तीसरा आता है। जो कि चांदा डिस्ट्रिक्ट के आहिरी ब्लाक में वहां स्कीम तो बन गई है, लेकिन न तो वहां कोई कार्यकर्ता है और न संस्था। केवल बीच के दर्जे के आदमी और अफसर जो वहां हैं वह स्कीम को सफल नहीं बना सकेंगे। वहां पर तो अभी तक कार्य भी शुरू नहीं हुआ है। जब कि हमारे यहां रत्न सिंह माहिड़ा जैसे कार्यकर्ता और आदिवासी सेवा संघ जैसी संस्थाएं मौजूद हैं जिन्होंने Valia (वालिया) प्रोजेक्ट स्कीम को सफलतापूर्वक पूरा कर दिखाया है। आज सागपाड़ा और डिडियापाड़ा जैसी जगहें हैं, जहां पर वर्षा ऋतु में चार पांच महीने तक बाकी दुनियां से सम्बन्ध टूट जाता है, वहां न स्कूल हैं, न अस्पताल हैं, न कोई उद्योग है। पहले तो वह नेटिव स्टेट्स में आती थीं। इस लिये यदि इस प्रदेश के लिए योजना बनाई जाय और ट्राइबल वेलफेयर का काम चलाया जाय तो मैं समझता हूं कि वहां ज्यादा सफलतापूर्वक हो सकता है।

आज सामूहिक विकास योजनाओं के द्वारा हमारी सरकार भौतिक विकास कर रही है, उस के साथ साथ नैतिक विकास की ओर भी सरकार को पूरा ध्यान देना चाहिए। अभी हमारे प्रधान मंत्री न बतलाया कि नार्व

और स्वेडन में इतना भौतिक विकास होने पर भी काफ़ी लोग सुइसाइड कर रहे हैं और वहाँ का सरकार के सामने एक प्रारम्भ है कि उन को कैसे रोका जाए। अगर हमने नैतिक विकास की ओर ध्यान न दिया तो हो सकता है कि हमारे यहाँ भी इस तरह की समस्याएँ पैदा हो जाएँ। जब आज हिन्दुस्तान में विकास के कार्य हो रहे हैं तब दोनों तरह के विकासों की ओर ध्यान देना होगा। अगर वहाँ एक तरफ़ भी विकास होता रहेगा, और नैतिक विकास नहीं होगा, तब तक देश की उन्नति नहीं हो सकना। इसलिए भौतिक विकास के साथ साथ नैतिक विकास के लिए भी कोई योजना होना चाहिए। हमारी बम्बई गवर्नमेंट में माननाथ मोरारजी भाई और बाला साहेब खेर के हाथ में जब राज्य की बागडोर थी तब गांवों की विचार श्रेणी अनुसार सर्वोदय योजना बना कर रचनात्मक कार्यकर्ताओं को दो। यह स्कॉम और इसका उद्देश्य यह था कि खेती विकास, सांस्कृतिक विकास और आरोग्य विकास, और इस प्रकार की दूसरी प्रवृत्तियों का विकास किया जाए और इन कार्यों को संगठित किया जाए। इसी तरह से मेरी प्रार्थना है कि हमारी सरकार को भी भौतिक विकास के साथ साथ नैतिक विकास के लिए भी कार्य करना चाहिए।

कम्युनिटी ब्लाक्स की जो स्कीम्स चल रही हैं, उन में काम करने वाले ग्रामसेवकों के लिए रहने की सुविधा नहीं है। हाउसिंग ऐंकोमोडेशन नहीं है, ऐसी सुविधायें न होने के कारण वह लोग वहाँ नहीं रहते हैं और काम का हर्ज होता है। इस लिए ऐसे काम करने वालों को यह सुविधा दी जाये तो वह अच्छी तरह से कार्य कर सकेंगे। साथ ही सामूहिक विकास के कार्यकर्ताओं को ट्रेनिंग देनी चाहिए—तालीम देनी चाहिए, और जो विलिंग वर्कर्स हों उन को ही इन में लिया जाये। अगर इस तरह से किया गया तो मैं

समझता हूँ कि सरकार का जो उद्देश्य है वह अवश्य पूर्ण होगा।

Shri Balasaheb Patil (Miraj): Mr. Deputy-Speaker, Sir, the community projects and national extension services are, really speaking, multi-purpose schemes; in a sense, they affect the whole of the country side population. It is stated that by this time, in 4½ years, there is some achievement in the sense that there are constructions of roads, school buildings community buildings, hospitals, etc. It is no doubt true that we see certain results. It is also stated that this scheme of national extension service has covered nearly 13 crores of the population and within the period of the Second Plan, it is going to cover nearly 30 crores of the population. These are true. But, the main point about these schemes is that we are not going to achieve certain things that we can see and hear. The object of these schemes is the cultivation amongst the people that live in the countryside, of right principles about ways of living, attitude to life, ways of cultivating land, the way in which they have to behave to each other, to the community and towards the nation. In this sense, the community projects and national extension service have miserably failed.

To quote one instance, the people living in the villages,—they may be landlords, tenants, landless peasantry or labour—feel that this is a scheme imposed upon them by the Government and not a scheme or a plan which they themselves have evolved. Whenever an officer, a gramsevika or other officers go and tell them, this is the scheme and you are called upon to work this, they go and work. The main concern of the Government must be to allow the village community to draw up their own plans and schemes and then go to their help when they have evolved schemes of their own. Let us take one example. Whenever there are credit societies, the villagers become members and get credit, but when there are non-credit societies, there is lack of enthusiasm among them to become members or to act as active participants. Then, if there is

[Shri Balasaheb Patil]

a multi-purpose society, it is so only in name. No work is done by the people living in the villages. It is somebody else that comes from the Government, and it works because of him.

Therefore, my submission is that the principle of changing the outlook of the villagers has not been worked out in the proper way, and the reason is that the personnel taken by the Government, the Gramsevak, the village workers and the community project officers lack community education. They do not understand the problems of the villagers. And what is the training given to them? It is merely a training for a few weeks or a few months. After that the person goes to the village and finds there are certain things which he cannot understand. He takes certain plans with him given by the officers above, and goes to execute them. It naturally happens that the villagers feel that it is the scheme given by the Government and not their own.

Therefore, my submission is that first of all give proper education to the village Gramsevak, village workers and other persons who are going to execute the schemes.

Secondly, my submission is this. That in this country there are nearly 32 agricultural colleges. Extension should be made a compulsory subject for every student who takes education in these colleges. I find from the reports that not all colleges, but only 19 colleges have this subject. Not only this. If we want to change and give education to the villagers, then the students in this country's secondary schools and colleges must be taught this subject of extension. After completing their education, for two years at least they must compulsorily go to the villages and thereafter if there is possibility they may be employed in other Government schemes.

Now, as it is, there are certain consultative or advisory bodies at different levels—Taluka, district and State levels—but the persons that are taken in those bodies do not represent the

real peasantry, do not represent all strata of society, do not represent the people who have different views in politics. Therefore, they contain only certain people who adhere to the principles of the ruling party, and therefore they have nothing to do with the people but not assent to whatever is said by the Government officers.

Therefore, my submission is: make the advisory bodies such that they will give certain type of advice, that will make the villagers really enthusiastic about these schemes, and do not take only persons who belong to the ruling party and not other parties.

13.35 hrs.

Shri Heda (Nizamabad): So far as the community development programme is concerned, the defects are many and here and there failures are also in quite a good number, but on the whole, in my opinion, the scheme has been successful in the sense that it has awakened the democratic urge of the people to think about themselves, to plan for themselves and get things done in co-operation with others and with their own hands and minds. That urge has gone to the villages and therefore I attach to this programme a significance and I think that it is successful looked at from that angle. I will devote my time only to this point as to how far we have been successful in creating a democratic process in the minds of the villagers.

When the District and planning committees were or organised we were consulted and often meetings were held, and I was very hopeful. I thought: here is a forum where the representatives of the people and workers in public life from all classes and from all parties could work together. Certain Members from the Opposition have made complaints that only members belonging to the ruling party are taken into these committees, but my experience, though it may be limited, is this that members belonging to all the parties are taken, and particularly so far as elected members were concerned, whether they were elected to the village panchayats, local

municipalities or Assemblies or Parliament, without any exception they were members of these committees. In most cases they also co-operated with the committees.

But what I saw in these committees was that, instead of making it a democratic forum, in most cases these district committees had become only a forum where individual members could approach the Collector and ask for something or other to be done in his own area, and then the Collector would use his own discretion and grant it or say it could be thought of the next time. That way it would go on. So, the result was no real assessment of the things done, there was no proper co-ordinated planning. People were not feeling that they were getting things done because of their own rights, but because of the Collector of the B. D. O.

Shri Dasappa (Bangalore): I do not see any hon. Minister here. I think it would be better if one of them at least were here to hear the valuable points being made by the hon. Member.

Mr. Deputy-Speaker: It is very objectionable, certainly. He has come. He ought to keep somebody here to listen to what is happening here.

Shri Heda: So these committees instead of becoming a real democratic forum have just become a forum to do what we call in Urdu *pairvi*. That would get some results here and there, but then, as some friends have said, people still do not feel that it is their own programme. They feel it is a programme thrust upon them or given in benevolence by the Central or the State Government. I think they are not far wrong in thinking so. But in the conditions which have been and still are prevailing in our country, I think to a certain extent this anomaly was to be expected and therefore it was so.

In the Development Commissioners' conference certain remarks were made that there was disparity in the deve-

lopment in different areas. My own assessment, from my observation in my constituency and other places where I, along with other Members of Parliament from former Hyderabad State, had been touring and assessing the work done, is that where the B. D. O. is a man of enthusiasm and wants to achieve certain results, he can do so, but where the B. D. Os. or project executive officers were such that had the feeling that things may be done in the natural course and did not evince any particular interest, things were not done properly.

My own constituency was fortunate in the sense that a first full-fledged community project—not a block but a project—was started in October 1952, but my constituency has been unfortunate in the sense that so far no proper P. E. O. or B. D. O. has been available in spite of the fact that the people's consciousness is much higher there than in other places. The area is also richer than other areas. In spite of all that, development could not take places as compared to backward places like Mulugu or Zahirabad.

Now that I have mentioned Mulugu, I would like to point out one particular thing. A criticism was voiced on the floor of this House that the backward areas has not been included in the project areas. Mulugu was taken, since it was thought that it was an area where the tribal people lived. I happen to be the President of the Hyderabad State Adim Jati Sevak Sangh, and in that capacity, I had gone to Mulugu, for that was the only project area where the tribal people were living. But to my great surprise I found that the real tribal area of the taluk had been left out, and only the other areas which were non-tribal in character had been included in the project area, and not only that, a very important village, but belonging to another taluk had been included in the Mulugu community development block.

[Shri Heda]

In the latest issue of Kurukshetra, there is a very good cartoon I would like to refer to that cartoon, because, to some extent, that cartoon shows the real spirit in which the things have been carried out in the community development programme. I am glad that the editor of that paper—although it is published by the Ministry—has taken courage to level a very healthy and, to a good extent, quite a bitter criticism.

The cartoon shows that there are clouds of the Mussourie Conference's recommendations and the Estimates Committee's recommendations. Then, the rains fall, and then the torrents take their shape, after W. L. Wilson's report and Taylor's report; then, there are full-fledged floods. But the safest person in these floods is the Development Commissioner who is on the top of a pucca house. Then, the block development officer is there on a very tall tree. Then, the social education organiser is also taking the help of a plank. But only the grameevak, the poor fellow, is about to drown.

Shri Khuswaqt Ral (Khari): What about the Minister?

Shri Heda: The Minister is at a higher level.

Dr. Ram Subhag Singh: He is here.

Shri Heda: So far as the people in the villages are concerned, nothing has been mentioned about them, probably because, I think, these clouds and these rains and these torrents are all imaginary, and, therefore, they do not touch the real village life. But I believe this cartoon has clearly depicted the difficulties that we are facing in the community development programme. The officialdom is so much that even the village level worker gets so many circulars, and he also wants somebody to help him in preparing reports and to put the things properly.

Another thing that I saw was that everybody wanted a conveyance.

Nothing starts unless the project executive officer or the block development officer has got a jeep. He would not start his work till his jeep goes somewhere or the other. The result is that the village level worker also has started thinking that he should also have at least a bicycle, if not a motor-cycle.

The third thing that I would like to point out is that the talks that go on at the conferences, seminars or other places do not deal with anything particular, are so vague and so generalised that they do not take us anywhere. Even after what we have heard and read in all these reports, and even after what we might hear from the Minister, we do not ourselves know yet whether the programme had been successful or had not been successful, whether anything has been made clear or still everything is vague. So, this vagueness is the third greatest defect of this programme.

सरदार इब्नाल फिख (किरोजपुर)

जनाब डिप्टी स्पेयर माह्व कम्युनिटी वि कनेपमेंट क मिलिमिने मे हमारे सामने दो तस्वीरे आ कर खड़ी हो जाना है। एक तो वह तस्वीर है जिस को मंगवार द्वारा पेश किया जाना है और दूसरी वह है जो कि हम अपनी आंखों से गाँवों में देखने हैं। एक वह तस्वीर है जिसका नज़ारा हमें 'कुश्केन' में या डिबनेपमेंट परमिशनमें का का कम में दिखाई देने है और वहाँ पर जो कैमरे होने हैं, उसकी शक्ति में हमारे सामने आता है दूसरी वह है जो हमें देहातो में नज़र आता है। पहला सीरिंग वह है जिसके बारे में हमारे प्रधान मंत्री जी कहते हैं कि इसके कामयाब होने के बाद एक इनकलाब हमारे गाँवों में आ जायेगा, यह हमारी सब से बड़ी सफलता होगी और इस चीज को मद्देनजर रखते हुए अगर आप गवर्नमेंट को रिपोर्ट पढ़ें, जो कुछ कुश्केन में हो रहा है, उसको देखें तो आप यह कहें बगैर नहीं रह सकते हैं कि बहुत भारी तरफ़ी इसके सम्बन्ध में हुई है और देहातों के हालात में बहुत बड़ी तबदीली आ चुकी है। लेकिन अगर

आप देहातों में जाकर एक देहाती युक्तेन्द्र से वहाँ के ब्लाक का लेखना आपको बिल्कुल इसके विपरीत की तस्वीर नजर आयेगा। इन हालत में मैं यह कहना चाहता हूँ कि अगर आपको देहातों में इनक्लाब लाना है, अगर आपको देहातों की शक्ल को बदलना है अगर वहाँ कुछ तरक्की करने है, तो आपको इसमें रूढ़ फूँकना होगा। आज आपका जो यह प्रोग्राम है यह देहाती तक नहीं पहुँचता है और अगर पहुँचता है तो ब्योरोक्राटिक तरीक़ों से पहुँचता है या आफिशल तरीक़ों से पहुँचता है जो कि लोगों का उत्साह मार देता है। इस वास्ते जरूरत इस बात की है कि आप लोगों में को-प्रोप्रेशन की स्पिरिट पैदा करे और आपके जो वर्कर्स हैं वे लोगों में घुल मिल जायें।

मैं इस बात को मानता हूँ कि लोगों ने कुछ काम किया है और आपने गांवों का नक्शा बदलने का प्रयत्न किया है। लेकिन इसमें आपके आफिशर्स का कितना हाथ है, यह सोचने की बात है। आपके बी० डी० ओज्ज. ग्राम मेवको तथा सोशल एंज्रकेशन ऑर्गेनाइजर्स में क्या काम किया है यह आपको देखना है। क्या उन्होंने वाकई में पर्याप्त उत्साह लोगों में पैदा किया है, क्या उन्होंने लोगों की हालत सुधारने का कोई यत्न किया है? अगर आप इस चीज़ पर ध्यान दें तो मैं आपको बतलाना चाहता हूँ कि कोई दूसरी ही तस्वीर आपके सामने आ खड़ी होगी।

मेरे जिले में भी दो ब्लाक हैं। वहाँ पर भी कुछ काम हो रहा है लेकिन यह लोगो द्वारा ही किया जा रहा है न कि आपके अधिकारियों की बजह से। यह उसी तरह से है कि जैसे आप एम्पलायमेंट एक्सचेंज खोल रखे हैं और जिस किसी को भी कोई नौकरी मिल जाती है, चाहे वह नौकरी उसको अपनी कोशिश से प्राप्त होती हो और चाहे एम्पलायमेंट एक्सचेंज की मदद से, ये सब फिगर्स एक्सचेंज

के रिकार्ड में आ जाती हैं और उनका क्रेडिट भी, जो लोग अपनी मेहनत से नौकर, तलाश करके लग जाते हैं एक्सचेंज ले लेता है और यह कहता है कि इसको भी उमी ने नौकर, दिलाई है। इसी तरह में जो कम्प्युनिटी डेवलपमेंट का काम गांवों में लोगों द्वारा अपन आया किया जा रहा है उसका जिक्र भी गवर्नमेंट द्वारा अपनी रिपोर्टों में कर दिया जाता है और उम्मा भी क्रेडिट ले लिया जाता है। आपके जो आफिशर्स गांव में जा कर रहते हैं वहाँ पर उनका, यही कांशिय रहते हैं कि किस तरह में ग्राम में दलन गुजरा जा सकता है। आपके बी० डी० ओज्ज. सोशल ऑर्गेनाइजर्स ग्राम मेवको में जिनने लोग ऐसे हैं जो कि देहाती वायमडल में बाकिफ है जो देहातों में पैदा हुए हैं, देहातों में पले हैं—और जिनको देहाती में रह कर अपना जिवंदगी गुजारी है। इनमें बहुत सारे लोग हैं जिनको कि शह में प्यार है। जिन लोगों ने देहातों का नक्शा बदलना है देहातों में इनक्लाब लाना है उनको तो देहातों में प्यार होना चाहिए। इन लोगों का खान बिस तरफ है, अगर इसका जाच करने के लिए आप कोई इंडिपेंडेंट इन्क्वायरी कमिटी बिठायें तो सारा नक्शा आपके सामने आ जायेगा। जैसा कि आसार हरवानी साहब ने कहा आपका जो डिवेलपमेंट कमिशनर्स हैं उनके बारे में मैं यह कहूँ बगैर नहीं रह सकता कि वे और कुछ नहीं तो गावियन टाइप के नहीं हैं। यह मैं नहीं कहता कि देहाती बाहर धार आपको नहीं करना है। उसको करने के लिए जरूरी है कि देहात के लोगो की सोशल हैबिट्स को आप समझे। जाहिर है कि दफ्तर में बैठ कर आप यह नहीं कर सकते और गांव वालों के असली हालात को नहीं समझ सकते।

हमारे जिले में सिर्फ दो डेवलपमेंट ब्लाक्स हैं। मसूरी कान्फ़ेस में और बरीब-करीब हर मीके पर इस बात की बड़ी चर्चा

[सरदार इकबाल सिंह]

की जाती है कि डेबेलपमेंट ब्लाक्स इतनी कीसदी एकीकलचर की तरक्की करेंगे जब कि बाकयात कुछ भीर है। फीरोजपुर जिला सन् १९४७ में जब कि पाकिस्तान बना, करीब ५० हजार बेल कीटन की प्रोद्यूस करता था, दस सालों में ५ लाख कीटन बेल पैदा की। उस जिले में कोई डेबेलपमेंट ब्लाक नहीं था और उसका सारा श्रेय उस जिले के किसानों को है जिन्होंने कि यह पैदाबारा बढ़ाई। अब कुरुक्षेत्र पत्रिका में इस इनकीज इन प्रोडक्शन का क्रेडिट अगर यह मुहकमा ले तो कहां तक उचित होगा। अलबत्ता अगर स्पेशल हातात की तौर पर उन्होंने कोशिश की और दूसरे इलाकों की बनिस्वत उस इलाके को उन्होंने बेहतर बनाया और तरक्की की तो इसका क्रेडिट उनको जाना चाहिए करना नहीं।

अब कम्युनिटी प्राजेक्ट्स द्वारा लक्ष की जाने वाली रकम का अगर आप हिसाब लगायें और उसकी पड़ताल करायें तो आप देखेंगे कि रकम का बड़ा हिस्सा ऐडमिनिस्ट्रेशन पर खर्च होता है। अगर आप पड़ताल करें तो आप पायेंगे कि छोटे छोटे फंक्शनों में जीप्स और पेट्रोल पर काफी रुपया खर्च हो जाता है। बी० डी० मोस जीप में बैठ कर जायेंगे और एक जीप की बजाय बहा पर तीन तीन जीपें जायेंगी। इस तरह आप देखेंगे कि ज्यादातर रुपया इन चीजों पर खर्च किया जाता है और गावों के किसानों को जो कि जरूरतमंद हैं उनको दी जाने वाली ग्रान्ट्स की रकम बहुत कम रहती है। अब आप ही सोचिये कि कुल ६, ७, लाख रुपया तो आपको मिलने वाला है जिसमें २ लाख रुपया आप डेबेलपमेंट ब्लाक्स का दफतर बनाने में लगा देते हैं तो उसके बाद आपके पास कितना बचेगा। इसलिए हमारे सामने एक ऐसी तस्वीर होनी चाहिए और उसके माथ एक ऐसी पड़ताल होनी चाहिए कि जो ज्यादा रुपया हो वह ग्रान्ट्स के सिलसिले में जाय और ऐसे कार्यों पर खर्च हो जिनके कि होने से लोगों की हालत बेहतर हो जायगी।

डेबेलपमेंट ब्लाक्स में जहां तक आवसियों की भर्ती का सवाल है उसके बारे में मेरा कहना यह है कि उनमें देहातों के बारे में जानकारी होनी चाहिए और जब तक उनमें उसकी बैकग्राउंड नहीं होगी तब तक वे लोग कामयाब नहीं हो सकते। आप अगर ऐसे बी० ए० या दसवीं पास शहरियों की इस काम के बासते भरती करते हैं जिनको कि गांवों का कुछ अनुभव नहीं है तो वे वहां पर सफल नहीं हो सकेंगे। कम्युनिटी डेबेलपमेंट के काम में आप ऐसे लोगों को रखिये जिनके कि दिल में सेवा की भावना हो और जो कि देहातों में किसानों के बीच में साधारण भावनी की तरह मेंहनत के साथ कंसा से कंसा भिड़ा कर काम कर सके। आपको डेबेलपमेंट ब्लाक्स को एफैक्टिव बनाना चाहिए और जनता को अपने साथ लेकर आगे बढ़ना चाहिए। ऐसा होने पर ही आपका यह विकास का कार्य ठीक तौर से आगे बढ़ेगा और निश्चित अवधि के अंदर आपके काम खत्म हो जायेंगे।

श्री अक्करी (बिल्हीर) उपाध्यक्ष महोदय, सामुदायिक योजनाओं के सम्बन्ध में मन्त्रालय ने जो अनुदानें प्रस्तुत की हैं उनके सम्बन्ध में काफी चर्चा हो चुकी है। मुझे कुछ विशेष नहीं कहना है, केवल मुझे एक बात सदन के माननीय सदस्यों के समक्ष और मंत्री महोदय से कहनी है और वह यह कि जो इन सामुदायिक योजनाओं का नक्शा है और जो दर्शन है वह बिल्कुल भारतीय नहीं है। इसमें कोई मदेह नहीं कि हमारे देश के अन्दर जो कुछ भी योजनाएं बनती हैं, प्लानिंग की योजना है उसका आइडिया उसका विचार आपने रूस से प्राप्त किया, जो सामुदायिक योजनाओं का प्रश्न है और दर्शन है उसको आपने अमरीका से प्राप्त किया और आज आप रूस और अमरीका के दर्शन के आधार पर इस देश का निर्माण करना चाहते हैं। हमारे कई माननीय सदस्यों ने सदन के

समझ इस बात को कहा और ठीक ही कहा कि आज जो ग्राम सामुदायिक योजनाएं बना रहे हैं, यह ऊपर से लदी हुई है नीचे से जनता के अंदर से कोई इसके लिए प्रेरणा नहीं हुई है। दूसरी बात जो मुझे इस मंत्रालय के सम्बन्ध में कहनी है वह यह है कि मैंने इस मंत्रालय की रिपोर्ट को देखा और उसके कामों को देखा और मैं कह सकता हूँ कि मंत्रालय का निर्माण ही सम्भवतः व्यर्थ हुआ है। इस मंत्रालय के अन्तर्गत अनेक चीजें हैं। इसके पास शिक्षा है, हेल्थ है, फूड है एजुकेशन है और अन्य दूसरी दूसरी चीजें हैं और इन सब को रेल कर मूले तो अंग्रेजी की वह प्रसिद्ध कहावत याद आ जाती है कि यह मंत्रालय "जैक आफ़ थल मास्टर आफ़ नन" सा बन रहा है। इस मंत्रालय में सब काम होते हैं लेकिन यह समझ में नहीं आता कि अब तक क्या काम हुआ है? मैं समझता हूँ कि इस मंत्रालय का जो इतिहास है वह भी अजीब गरीब है। जब प्रारम्भ में यह सामुदायिक योजना का काम शुरू हुआ था तो हमारे वर्तमान मंत्री महोदय कुछ महीने पहले तक इसी सामुदायिक योजना के सर्वोच्च अधिकारी थे और जो सम्भवतः केवल एक रुपया लेकर के काम करते थे और मैं मानता हूँ कि उन्होंने उस दिशा में काम करने की कोशिश की। आगे चलकर इस विभाग ने एक मंत्रालय का रूप ले लिया और वे उसके मिनिस्टर बन गये और अब शायद उसका खर्च भी पहले से बहुत अधिक बढ़ गया है। आज आगे दिन हमें यह सुनने को मिलता है कि सरकारी खर्च में एकोनामी होनी चाहिए और गवर्नमेंट आफ़ इंडिया में एकोनामी डाइरेक्ट की बड़ी चर्चा है। इस मंत्रालय का जिसके कि जिम्मे कोई निश्चित काम नहीं है और जब कि हर एक काम के लिए मिनिस्ट्रियां बनी हुई हैं, जैसे कि फूड मिनिस्ट्री है, एजुकेशन मिनिस्ट्री है और दूसरी दूसरी मिनिस्ट्रियां हैं और एक प्रकार का दुहरा प्रशासन चल रहा है और इस कारण कार्य में असुविधा अनुभव

होती है और उसके साथ ही साथ खर्च का भी जो अपव्यय हो रहा है वह भी बचाया जा सकता है उनके लिए मेरा यह सुझाव है और मेरी यह निश्चित धारणा है कि यह मंत्रालय बंद कर दी जाय और इन विभाग का कार्य उन मंत्रालयों को सौंप दिया जाय जो कि उन कामों की करते हैं तो बहुत कुछ लाभ हो सकता है।

14 hrs.

दूसरी बात जो मुझे इस मंत्रालय के सम्बन्ध में कहनी है वह यह है कि इस मंत्रालय की रिपोर्ट में एक जगह पर यह कहा गया है कि जनता में बड़ा ऊन्माह है और यही एक मिनिस्ट्री है जो यह गिद्ध भरती है कि सरकार बन करने के लिए नहीं है बल्कि पब्लिक को हेल्प करने के लिए है।

जनता को सहायता करने के लिए है। मैं समझता हूँ कि सम्भवतः अभी तक सरकार का जो काम रहा है उसमें जनता पर शासन ही अधिक रहा है, उन लोगों की सहायता नहीं रही है। मैं कहता हूँ कि इस मंत्रालय का जिस ढंग से गठन है, और विलेज वर्कर से लेकर ऊपर तक सभी कुछ ब्यूरोक्रेटिक ढांचा पर है, नीकरशाही के ढांचा पर है। आज हमारे देश की नीकरशाही ब्रिटिश परम्परा की देन है, उसी परम्परा की छोटक है। इसमें, जैसा कि कुछ सदस्यों ने कहा, वे व्यक्ति रखे जाते हैं जिनका कोई सम्बन्ध ग्रामीण जीवन से नहीं रहता है, आज इन योजनाओं को सफल बनाने के लिए कमेटियां बनाई जात हैं। डिस्ट्रिक्ट लेवेल पर वह कमेटियां बिल्कुल प्रभावहीन होती हैं। अब ही आज कमेटियों में बैठ कर सरकार उसके सदस्यों की बात सुन ले, लेकिन जो करना है वह डिस्ट्रिक्ट मैजिस्ट्रेट करेंगे। जो प्रतिनिधि होते हैं उनकी बात केवल सुन

[श्री अवस्थ]

की जाती है, पर उन पर भ्रमल नहीं होता। मैं समझता हूँ कि जिस ङग से यह कार्य हो रहा है उस नौकरशाही के आधार पर आप इस का निर्माण नहीं कर सकते हैं। गांधी जी ने ग्राम से ही गावों के उत्थान की बात कही। आज विनोबा भावे हैं जो कि भूदान का कार्य करते हैं, जो कि वास्तव में गांधीवादी हैं, मेरे विचार से। आज वह गावों में घूम-घूम कर, कठिनाइयाँ उठा कर भूदान के कार्य के लिए काम करते हैं। लेकिन गवर्नमेंट सामूहिक विकास के लिए जो कार्य कर रही है, उसको आप देखिए। जरा तुलना कीजिए, उसके काम की विनोबा भावे के काम से। जो के काम में आकाश पाताल का अन्तर है फिर भी आप कहते हैं कि हम तो गांधी जी के सर्वोदय के आधार पर गावों का निर्माण करना चाहते हैं। मैं समझता हूँ कि इस तरह कह देना सरल है, परन्तु करना बहुत मुश्किल है क्योंकि आप उसको करना नहीं चाहते।

मुझे एक बात और कहनी है। इस रिपोर्ट में कई स्थानों पर दिया गया है सोशल एजुकेशन के अन्दर हजारों लाखों recreation centre खोले गए, हजारों से लाखों तक आप पहुँच गए। एक जगह दिया गया है कि ८५ हजार विलेज लीडर्स आपने पैदा कर दिए हैं। गावों में ८५ हजार नेता पैदा कर दिए गए। एक तरफ भुखमरी है, पैसा लोगों के पास नहीं है, खाने की अन्न नहीं है, उनका जीवन नारकीय बन रहा है, दूसरी तरफ आप गावों में नेता बना रहे हैं। मैं कहता हूँ कि इस देश में बहुत से नेता हैं। ८५ हजार नेता आपने और बना दिए हैं। आपने ग्राम पंचायतें बना दी हैं, इसमें कोई शक नहीं कि यह सब देखने में अच्छी चीजें हैं, लेकिन आज वही लोग जो गावों के जीवन से सम्बन्ध रखते हैं उनके बीच में घूमते हैं और वही उनमें फूट पैदा करते हैं। आज ग्राम पंचायतें झगड़े के स्थान बन गई हैं, गाव-गाव में पाटियाँ बन गई हैं। वहाँ पर और कोई काम नहीं होता सिवा इसके कि गुट बना दिए जाए। जो विलेज लीडर्स बन रहे हैं वह सब गावों के

शान्तिमय जीवन को अशान्तिमय बना देते हैं, इसके भलाबा और कुछ नहीं करते।

एक जगह पर हेल्थ के बारे में कहा गया है, जैसा मैंने अर्ज किया यह डिपार्टमेंट हर काम करता है, टी० बी० को भी डील करता है, फैमिली प्लानिंग के बारे में भी काम किया है, उसमें लिखा गया है :

"the rural people are being educated to realise that they should have as many children as they can".

बड़ी अच्छी बात है, देश में जनसंख्या बढ़ रही है। चेक होनी चाहिए, लेकिन फिर भी बढ़ती जा रही है। क्या विलक्षण बात है। जो कुछ आप कहते हैं, कभी देखते भी हैं कि उसका क्या प्रभाव होता है। आप बहुत ऊँची ऊँची बातें कहते हैं पर क्या एक भी बात का आपने परिपालन किया है। अगर आप समझते हैं कि मुन्क बढ रहा है तो यह आप की भूल है।

अन्त में मैं एक बात और कहना चाहता हूँ। आज भक्त दर्शन जी ने यहाँ भाषण दिया। मैं उनकी बहुत सी बातों का समर्थन करता हूँ। लेकिन एक बात का समर्थन नहीं कर सकता। उन्होंने कहा कि यू० पी० में श्रमदान शुरू हुआ। ठीक है, देश में श्रम दान, सम्पत्ति दान, आदि बहुत से दान शुरू हुए, रोज कोई दान शुरू हुआ करता है। यह श्रम दान उत्तर प्रदेश में प्रारम्भ हुआ है। लेकिन वहाँ जो श्रम दान कहा जाता है, वह श्रमदान नहीं है। मैं पूछता हूँ कि क्या यही श्रम दान है कि बहुत सों जगहों पर पुलिस के जरिए से गाव वालों को बुला कर कहा जाता है कि नुम का यह सड़क बनाना है। उत्तर प्रदेश में आज पंचायत राज ऐक्ट बना है उसमें लिखा है कि गाव वाले वालेटरी लेबर करें। लेकिन अगर नहीं करेंगे तो बदले के रूप में एक रुपया नित्य जमा करना होगा। आखिर यह सब क्या है? इस तरह आप उनमें जबर्दस्ती बेगार करवा कर उसको श्रमदान का नाम देते हैं। यह सब ढकोसला बन्द होना चाहिए। इस चीज को केन्द्रीय सरकार को देखना चाहिये।

इस विकास योजना विभाग से एक पत्र ग्राम सेवक निकलता है । लेकिन वह एक ऐसी भाषा में निकलता है जिस को हमारे ग्राम सेवक और ग्राम सेविकाएँ समझती नहीं हैं । जहाँ तक मैं समझता हूँ यह अंग्रेजी में निकलता है जिसे हमारे ग्रामीण लोग नहीं समझते हैं । मैं चाहूँगा कि जब तक इसका प्रकाशन हो रहा है तब तक वह मातृभाषा में छपा करे और उसका प्रकाशन हिन्दी भाषा में होता रहे जिससे जिन लोगों के लिए यह प्रकाशन है वह इस की अच्छी तरह से समझ सकें ।

मैंने जो बातें कही हैं, मुझे उम्मीद है मंत्री महोदय उन पर विचार करेंगे और गांधीवादी आधार पर, जिस रूप में कि देश का निर्माण करने की उन्होंने योजना बनाई है, देश को आगे बढ़ावेंगे । वह अमरीकी आधार पर इस योजना को आगे न बढ़ावें यही उनसे प्रार्थना करूँगा ।

Shri Subbiah Ambalam (Ramanathapuram) Mr Deputy-Speaker, Sir, I am glad that I have been given an opportunity of participating in this discussion. The aim and object of the Community Development programme is to develop the social and economic life of the people in the rural areas. It expresses the feelings and aspirations of the people. No doubt, the Plan is a very dynamic one and needs the full participation and co-operation of the people in the rural areas. Without full co-operation of the people, the implementation of the Plan will be a failure. To get the full co-operation of the people, it is necessary that we must infuse a new spirit and initiative into the people in the rural areas. No doubt, it is a new venture and there are bound to be difficulties and disappointments. But, if the Plan succeeds, it will be a tremendous achievement and will be a lesson to the people of other countries of the world at large.

The programme, no doubt, aims to bring about a change in the psycholo-

gy of the people. To bring about a change in the psychology of the people, the Plan should know the requirements and needs of the people. We know the Plan, as it has been envisaged and executed, has been planned at a high level. No doubt, it has taken into consideration the needs and requirements of the rural areas but the people in the locality have not been consulted. If the planning had been done at a low level, that is, having consultation with the people in the rural areas, then, there would not have been any initial difficulties. They would have had the co-operation of the people even at the beginning.

For the execution of the Plan, we find the Block Development Officers, and the Gram Sewaks working in the villages. First of all, they have to approach the people, explain to them the Plan and its aim, and get them interested before they could get their co-operation. This is one difficulty in the Plan. Hereafter, the Plan should be based on consultation with the people in the areas.

Secondly, I would submit that the recruitment of the personnel entrusted with the execution of this Plan should take into consideration the quality and experience of the staff for social welfare and community development. The Gram Sewaks are important people who are mainly responsible for the successful implementation of the Plan. Their recruitment is, in a way, defective. Recruitment of the Gram Sewaks should be from the local areas. The qualification as it is, is a matriculate with six months' training. I do not think that a matriculate with six months' training will be sufficient for the proper implementation of the Plan. Proper personnel should be selected.

We know that in our country there are a number of social workers and the selection should be made from such social workers and they must be entrusted with the task of the Gram Sewaks. In some places we have got

[Shri Subbiah Ambalam]

people with a spirit of service. They work hard and tirelessly. But, in some places, they do not do their work properly. They are asked to do some odd jobs such as distribution of manures and seeds. They should live in the villages, with the people and study their conditions and try to help them in their work. There must be proper co-ordination between them and the Block Development Officers. They have been given a number of villages. They should be entrusted with a fewer number of villages so that their work may be intensive and permanent. Now, one person is given about 15-20 villages and so one is not able to do much in any one of the villages. Therefore, if a fewer number is allotted, work could be done commensurate with our expectation.

The Block Development Officer is the key man. He is a double functionary. He must be a very good administrator. He must also be able to command the co-operation of the block staff also. He must be in constant touch with the officers above him. He should be a man of humanitarian qualities, knowing the difficulties of the people in the rural areas and studying ways and means to enthuse confidence and co-operation among the people. We should be very careful in recruiting Block Development Officers. They have been recruited from the Revenue Department. I would suggest that they should make direct recruitment from people who are best fitted for the job. They should also be properly trained before being entrusted with any work.

Ladies also should be recruited as Block Development Officers. I think the success of the Plan greatly depends upon their co-operation also.

The advisory committees at the district level and the block level should be as broad-based as possible. The general complaint in this House is that the advisory committee does

not include the social workers and members belonging to other than the ruling parties. In order that their voices may be heard and their suggestions may also be implemented, no distinction should be made on the basis of political parties.

Mr. Deputy-Speaker: The hon. Member wanted only five minutes; he has taken eight or nine minutes.

Shri Subbiah Ambalam: Two more minutes. The main aim of the community development is to increase agricultural production. Before effecting land reforms, it is impossible to expect any increase in the food production. I would request the hon. Ministers of Community Development and also the Minister of Food and Agriculture to usher in land reform legislation. After fixing the ceiling on land holdings, the balance should be distributed to the landless peasants. Only then we would be able to enthuse new spirit in the Second Plan so that our expectations may be fulfilled.

More encouragement and more aid by way of finance, loans and grants—should be given for bringing in waste land under cultivation. We do not have any irrigation facilities in our area and in such areas, I would request the hon. Minister to be liberal in giving grants for sinking tube-wells and establishing small-scale industries in this area.

Mr. Deputy-Speaker: I hope we should conclude with the request.

Shri Subbiah Ambalam: I would request the Minister to increase the training centres for these cottage industries, especially in my district of Ramnad where, practically, there are no training centres. I had been to one of the training centres in Madurai district where I found marvellous work being done. (As Hon. Member: Gandhi Gram). It is near Thurumangalam. Mr. Deputy-Speaker, you will be surprised to know that the handmade paper there was

so strong that it was able to carry a man; the paper was so strong. I was also informed that the Government of India had approached them for the supply of hand-made paper for printing one hundred rupee currency notes. They were so strong and so enduring that hundred rupee notes can be printed on them.

Mr. Deputy-Speaker: If Shri Tyabji is able to condense his remarks to less than five minutes, I shall allow him.

Shri B. S. Murthy (Kakinada—Reserved—Sch. Castes): May I know whether another hour would be allocated?

Mr. Deputy-Speaker: I am calling the Minister after Shri Tyabji.

Shri Tyabji (Jalna): Sir, on page 7 of the report of the ministry, there are these words:

"That the task of educating the farmers in adopting better and improved techniques of crop production is bearing fruit is evident from the results of the National Sample Survey which show an increase of about 20 to 25 per cent in the yields of the principal crops in the NES and CD areas."

Sir, this is an interesting statement to make. After some research, I discovered the National Sample Survey report and I have got it in my hands. I regret to find that the statement contained in the Ministry's report differs considerably from the document on which it is supposed to rely. I would refer you to page 7 of the Rabi Estimate Survey 1954-55 Report on the Community Project and NES areas. It is a very careful report and describes the various difficulties which they have had and complains that there was lack of co-operation from the Ministry of Community Development. It ultimately came to the conclusion that "it was

satisfactory to find that the survey estimates were always in excess of the general yield rates by about 25 per cent for each of the three crops considered." This relates only to wheat, gram and barley. There is no justification for making the remark in the Ministry's report.

I say this with some feeling because we do not usually have time to make researches of this type. It is not possible for us to check such statements. We accept them as correct statements. In this connection, the hon. Member who had spoken before me had referred to the fact that Rs. 60 crores had been spent by the Government and Rs. 30 crores had been subscribed by the public. The report says that Rs. 60 crores were spent by the Government and Rs. 30 crores were subscribed by the public. I would like to check this up. Have the public really subscribed Rs. 30 crores? Or, is there another discrepancy of the type which I have just pointed out?

There is an evaluation on the working of the community projects. It has been prepared by the Planning Commission. Here also, you will find that the picture is by no means as rosy as the report present it. In Chapter I, they say:

"The third year, therefore, saw a large accumulation of unspent balances. The natural results was a great spurt in the expenditure in the fourth year, with a view to exhausting the balances before the end of the project period. A large number of works were, therefore, sanctioned and either got completed or remained under construction by the end of the project period. The result was that during the last year of the project period, which was also the year immediately preceding its transformation into the PIP pattern with a much smaller budget, proved to be a

[Shri Tyabji]

period when construction dominated the thinking and activity of the project staff, including the Gram Sevaks, and extension failed to emerge from the back-seat to which it had been relegated even earlier"

What is very significant is this. These passages which I am reading out from the Evaluation Report are exactly the passages which have been omitted from the summary of the Evaluation Report which has been given to Members of Parliament. Because I took the trouble to go through the original report I discovered these passages. This is most unfair to Members of Parliament. We should be given a proper and clear picture of what the Ministry of Community Development is doing. I have no doubt that they have done very good work, but it is not necessary for them to give compliments to themselves as they have done in the first page here, where after describing in very grandiose language what their objective is, amongst them being:

"to bring about a coalition between the people's representatives and the people's servants manning the Government agency for a concerted effort for the building of New India,"

"New" with a capital "N", they go on to say:

"Viewed in the light of the above objective, the programme has gained considerable momentum and has succeeded in a great measure in changing the outlook of the rural people towards development and creating in them a will to work for their economic betterment and a higher standard of living"

I submit, these reports are for Members of Parliament to make up their own minds, and they should not be given, I should say, an unjustified picture

I say "unjustified picture" because I have discovered a third document. This is a study in rural changes carried out by an extremely important body, the Viswabharati University, their Agri-Economic Research Centre. This is a report on a survey conducted in September, 1956. It is a survey of a village, Sahajapur, in the District of Birbhum in West Bengal. The report, unfortunately, is not yet printed and published, but I hope the Viswabharati University will soon do so. There is a very interesting chapter in it which deals with rural dynamics. The University held an investigation into this village and this is what it says:

"More than 70 per cent of the persons interviewed were aware of the abolition of zamindari system and the acquisition by the State in 1954-55 of the estates. The rent receivers and cultivators with at least some owned land--were much more aware of it than the non-agricultural classes or agricultural labourers. In fact, less than half, 42.9 per cent only of the agricultural labourers interviewed knew anything about this important measure. The extent of knowledge of the Land Reforms Act, 1955 is much less. A mere 9.1 per cent of the persons interviewed had heard of the proposed ceiling on land"

Then, the important sentence which I want to read is this:

"Finally, just about half of the people knew about the existence of the NES Block in the village"

In a village in which a NES Block is supposed to be functioning, not more than half the people knew of the existence and the functioning of the NES Block. In view of this, what is the justification in making this report? I submit, none.

Shri S. K. Dey: Mr. Deputy-Speaker, Sir, I confess to a certain sense of nervousness as I stand here to address

the House after this debate of nearly six hours

[**SHRI PATTABHI RAMAN** *in the Chair*]

14.25 hrs.

Nervousness on many counts, firstly, because of the fact that to a certain extent I am a stranger to this House and to the conventions that a Member in this House should observe while answering a debate of the nature that has just preceded. I remained most of the time touring around in the villages of India for the past ten years. I have lived amongst them. I am a born villager myself. When one remains in the company of villagers for such a long time, one begins to acquire certain mannerisms of the villagers although not necessarily their virtues and therefore not quite sure how the House will react. I try to answer the various points they have raised. Therefore, I would like, at the outset, to ask for their forgiveness if I transgress any of the known and accepted conventions of this House. In future I hope I will be able to do better.

Shri Goray (Poona) I hope the Speaker will protect us.

Shri S. K. Dey: Now, after hearing all the points that have been raised I feel the necessity of explaining the background on which we started this programme five years ago. It is very necessary that this is done, so that we can assess the achievements and the short-falls on proper perspective.

Five years ago, Sir, we began this programme on 2nd October, 1952. The first time it was conceived was on the 31st March, 1952. At that time we faced two Indias, one was a rural India and the other was an urban India, and to a very great extent the rural India happened to work as a colony of urban India, just as at one time India worked as a colony of England that ruled over India. We had in the Government apparatus people who were masterly in their treatment of their subjects, but in a particular way. They knew how to find why a particular thing should not

be done, what is particularly wrong about a proposal that has been put forward for execution of certain welfare schemes for the people. Different departments of Government vied with each other for sovereignty

Even though quite a large number of people in Government service realised that the times had changed, and that with the change over of the rulers of India the new function for the Government service was to subserve the needs of the people, yet a very large section of the same Government apparatus refused to understand that the times had changed, and in every conceivable way tried to obstruct things.

In the Central Government, the Central Ministries are responsible for providing financial aid and technical assistance in certain degrees to the State Governments for the implementation of welfare programme for the people. The Central Government is not directly responsible for implementation of the programme falling within the specialities of the nation building departments in the States. It was not possible, therefore, for the Central Government to question a State Government and enforce compliance even in schemes which had been partially financed and sponsored by the Central Government.

In the States, departments vied with each other. They had no tradition of ever working for the village people. As hon. Members here know, even today we have in certain parts of the country where we do not have an agricultural officer functioning at the level of the district. How is a department to administer the programme of agriculture to rural people unless that department can reach the people there? We did not have nation-building departments in all the States. We had representatives of agriculture, animal husbandry, education and public health functioning at the best, at the level of the tehsil,

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with a population of 3, 4 or 5 lakhs and in certain States, 10 to 15 lakhs. What happened as a result of it? These officers set up administrative fronts or institutions and tried to make the best out of those institutions for themselves. If the villager ever approached any of those institutions, either he was harassed or, in certain cases, he was driven out.

We wanted, five years ago, to promote production of food, which was priority number one. For India, which is primarily an agricultural country, to remain dependent on foreign countries for the supply of her food requirements is a matter of shame. Therefore, the Government very rightly decided that we must put emphasis on production of food and try to see that the agriculturists in the village gets interested in producing more. Soon after we had had certain experiences of the working of the Grow More Food Scheme sponsored earlier, we realised that life in the village for a villager is something completely indivisible. It was not possible to produce more foodgrains unless there was assistance in agriculture and simultaneously there was assistance in animal husbandry, there was assistance in co-operation, in irrigation in communications, through which food could be marketed, there was assistance in education of the agriculturists in better methods, there was assistance in the matter of better health facilities and better medical facilities when the agriculturist was ready either to sow his crop or harvest his ripening crops.

I have mentioned earlier that we did not have institutions of Government functioning below the tehsil level. We thought, how to get about this problem of getting the villager interested in himself, in his future and in improving food production of the nation as a whole? How should we

be able to get the Government apparatus to find ways of getting things done, how it can say "yes" against "no"? So, after a good deal of discussion in the Planning Commission, after a good deal of discussion with the Ministries in the Centre and with prominent non-officials in the country, it was decided that we should have a certain number of pilot projects, in which we should have representatives of departments who knew their job in the field of agriculture, animal husbandry, co-operation, social education, rural engineering and public health in villages. We realised that it was not possible simply to have technical officers let loose on the people in the villages, unless their work had been co-ordinated at the lower level of the projects. We knew that if we placed one of the best specialists in agriculture, animal husbandry and other subjects for a block of 60,000 or 70,000 he would not be able to cater to the mounting needs of the village people. Once the villagers become aware that the Government is prepared to help them, they will take the help from the Government. So, we conceived of a multi-purpose worker, who would be a first-aid man on all subjects of rural development and we said that this person would be called 'gram sevak'. He would get special training in agriculture, because agriculture constituted the biggest and the most basic industry of India, particularly in the villages. After having given him training for one year in agriculture, we decided to give him first-aid training in all other subjects of village development. We placed him at the level of about ten villages and asked him to cater to the needs of the people and try to the maximum extent possible to function through village institutions. While he is carrying on the functions of Government in matters of finance, in matters of supplying materials, in matters of technical assistance, etc. to the village people, he would also make an effort to see that the village people feel inspired to get together and to work for themselves with such assistance as the Government can render.

When we started this programme, Sir, neither the people's representatives firmly believed that something very serious was possible, nor the people believed that anything could be done for them. Nor the Government servants, who had very little contact with the people, believed that a scheme such as this could ever have been feasible and could yield results. Therefore, we had to concentrate all our resources on a certain limited number of projects. These projects, if I may express myself that way, were intended to be like the yogic exercise for the human system. Hon. Members who are familiar with the system of yogic exercise will know that it is a remarkable form of exercise. If a person is in good health, it improves the health; if a person is in bad health and is ailing from something which cannot be easily diagnosed by a doctor, then the yogic exercise applied to the ailing system will show to the doctor what really was not visible earlier. We worked this yogic exercise on the system of the Government and we discovered a lot of troubles really ailing the Government apparatus from the top to the bottom. We also found difficulties in people's institutions and the difficulties which arose in creating new institutions and in getting the people together and making them work for themselves.

We have had experience of this programme for a period of five years or nearabout that. It is a very short period in the life of a nation, which is waking up after 1300 years of going down the *khud*. And yet, these five years have been years full of experiences of an intense type. These have indicated certain successes and failures. Hon. Members have had the opportunity of studying the report of the evaluation agency. They have had the opportunity of studying the report of foreign specialists like Dr. Carl Miller, M. L. Wilson and many others, who have found items of praise in our programme and also

items which require a lot of cautioning us about. I should like to tell House something, which I believe I owe to this House, based on my experiences of the actual working of this programme, as I have seen it during the Past five years.

As I mentioned earlier, we have started about 1800 blocks with about 130 millions of people. Out of these 1800 blocks, I have personally visited in the course of the past five years at least 400 blocks.

An Hon. Member. With information or without information?

Shri S. K. Dey: Both, Sir.

Shri B. S. Murthy: Much more.

Shri S. K. Dey: Sir, I have discovered certain success as well as certain failures in this programme. I would like to place my own assessment of it before this House and later I would like to answer as many points, as I possibly can, that have been raised on the floor of the House during the debate.

In conducting this yogic exercise, namely the discovery of what is wrong in this apparatus and in the people's institutions and in the working of the community development programme, we have passed with distinction. In getting the agency which is implementing this programme, namely, the Chief Ministers in the State, the Development Commissioner, the collector, the SDO, the Block Development Officer and the Village Level worker,

An Hon. Member: And Congress men.

Shri S. K. Dey: I am talking of the Government side—I believe we have again, in facing the issue, passed with distinction. In getting the Government apparatus as a whole involved in this programme—and by “apparatus as a whole” I mean the different departments of Government

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not merely the agency that is handling the community development programme as the administrative and coordinating agency, starting from the Development Commissioner and the other Departments of Government in the State like the Agriculture Department, Animal Husbandry Department and the other Departments we have had by now just a mere pass.

In getting the peoples' representatives in the programme, in getting them involved, I would say, we have failed. In physical accomplishment of the programme, I would say, we have passed just about in the Second Division. Now, that is how I describe this programme, as I see it.

At the block level, I mentioned, we have a Block Development Officer, Extension Officers in Agriculture, Animal Husbandry, Cooperation, Social Education and Rural Engineering. They are not special officers appointed for the purpose. They are officers supposed to belong to the respective departments in the State who should represent their departments at the block level, because if they do not reach up to that point, it was not possible for the departments to reach the people with the resources they have for administration of the needs of the people. These officers provide an agency which we call the national extension service at the block level. It was expected that this agency would constitute the main funnel, or the only funnel, through which all assistance of Government would flow. The assistance of Government was offered through the budget of the Community Development Programme. Then there are other departmental programmes. If hon. Members refer to the Second Five Year Plan they will find, that there is a provision of a little over Rs. 1200 crores for the various nation-building departments which deal with rural areas. Now these resources were supposed also to flow along with the special resources of Rs. 200 crores provided for in the community development pro-

gramme through this particular agency which we call the national extension service.

It has been mentioned quite often during this debate that the administrative expenses of the programme are very high.

Shri C. K. Nair: The original departments which are represented in the block areas carry on their programme while the block development department carries on its own programme.

Shri S. K. Dey: There is no such thing as a block development department. As I have tried to explain, we have attempted to coordinate all departments at the level of the block. Because there are various agencies, it is of the utmost importance that coordination is provided. Otherwise each agency will try to go in parallel with other agencies to the village people to their confusion. But I do not say that, to the degree desired, we have yet been able to bring about that coordination, which was our objective, between the normal activities of the departments and what has come to be known as the special activities of the community development agency. There is no such thing as the special activities of the community development agency. It has been intensifying and coordinating the impact of all the resources of all the nation-building departments reaching the people with equity and justice and strictly according to the needs of the people in the areas concerned. That is the objective. I do not claim that we have yet been able to achieve the fullest coordination that we wanted.

I mentioned about the expenditure on administrative staff. From the experience that we have had during the past five years and we have got certain data here; in the national extension service and community development programme, we have had an administrative expenditure to the tune of 20 per cent up to the end of

31st March 1957 beginning with October 2nd, 1952. Now it is quite possible that while implementing the programme there will be certain blocks in which administrative expenses will be of a very high order, because there has not been work commensurate with the administrative expenses. This does not mean that the administrative expenses should be reduced by cutting down the staff. It only means that the administrative agency has to be energised so that more work is done for the people and the resources of Government meant for the area are utilised more effectively.

Now I would come to the points raised by hon. Members in this House. It is obviously not possible to answer all the points that have been raised. I would like to mention that the Ministry will make a very careful note of everything that has been said in this debate, examine every point that has been raised and bring these to the notice of the State Governments and their agencies working down below. In fact, as stated by some Members here, we produced a book "As others see it". I am sorry that we do not seem to have received credit for the almost ruthless and merciless criticisms of ours which we make every month through the issue of "Kurukshetra" and through other journals and papers that we produce and circulate all over the world. I had thought, that we may have failed in many things, succeeded in many things, but in one matter we had succeeded very greatly namely, we have established an organisation which is honest enough to face criticisms, face the problems, which attempts to find answers and tries to find them from any quarters they may be available. I have decided that the entire debate in this House, every word that has been said, without change of a comma, should be compiled in a new booklet and sent to the State Governments, to our workers at all levels so that they may understand, and at least know what hon. Members of

this House think about their programme.

A point has been raised that land reforms are basic to this programme. I am completely in agreement. I have no doubt in my mind that it is not possible to establish healthy panchayats or healthy co-operatives in the villages until land reform measures have been implemented effectively. Unfortunately, I am myself not responsible for land reforms. I know the Planning Commission has been struggling to get the States implement land reform measures. As I said, it is not merely a question of issuing a mandate from the Government to the State Governments or the State Governments trying to issue a mandate. Land reform measures cannot succeed unless the general masses of the people, who are likely to be affected by these reforms, have been educated as to what these reforms mean. Education is a long process. If we try to make a short process of education, education tries to acquire a pattern quite different from the type of education we have known. It will have to take time. This programme, to the extent it is possible, I may say, is trying to educate the people so that they should ask their hire from the minority which has been riding on their shoulders without paying hire or paying a lesser hire for services. But, again, it is a long process.

The next point was about timely assistance to the agriculturists. Hon. Members know that we have now established co-ordination with the Ministry of Food and Agriculture. As far as I know, there is very little more to be desired in this co-ordination so far as the Centre is concerned. We are trying our very utmost to see that the supply lines are stream-lined all along, up to the village level. But, hon. Members will appreciate that we cannot produce seeds overnight; We cannot produce fruit plants overnight; we cannot produce bulls overnight; we cannot produce cows

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overnight It all takes time There has been considerable improvement I believe, when we discuss this subject again next year, I have every reason to feel confident that we shall be able to report much better progress "Increased production of food must be reported "

An Hon. Member: Produced overnight? (Interruption)

Mr. Chairman. The hon Minister will do well to deal with the points We are trespassing into the other Ministry time

Shri S K Dey. It has been said that we aim at co-operation, not in form, but in substance We have tried to increase the rate of co-operatives formation In the community projects and NES Blocks by about 300 per cent According to the figures, the actual increase in registration of members in the community project and national extension service areas, vis-a-vis the rest of the country is 243 per cent. Similarly in the matter of fertilisers, in the areas covered by this programme, there has been an intensive utilisation of fertilisers to the extent of 240 per cent Agam, I must admit that the Community development agency itself, namely, the administrative agency, the BDOs and Development Commissioners by themselves have not brought about these things They have worked in very close collaboration with the various departments handling these subjects It is the concentrated impact of the various agencies that have brought about this substantial improvement in these areas as compared to other areas

Shri Warior (Trichur) Can we get the correct number instead of percentages? Percentage is easy

Mr. Chairman: He is endeavouring to answer

Shri S. K. Dey: I will place the figures on the Table of the House

It has been mentioned that there should be a Health centre and a Maternity centre for every block.

We do not have enough resources under the Second Plan to have a Health centre in every block We have therefore chosen to have a Health centre with three Maternity centres outside the Health centre in every Community development block There is also a proposal which is now being worked out between the Health Ministry and the departments in the States for adding 1000 Health centres We cannot do any better

There has been a substantial improvement in the training of midwives A number of them have been trained and the training facilities have also been considerably improved In these matters, in the future, we do not think there will be great difficulty experienced It has been mentioned that there are too many agencies trying to handle the training programme It is not possible for any one agency to take up the training of village level workers agricultural workers, animal husbandry workers, village industries workers So long as there is co-ordination between the Ministry of Community Development on the one side and the principal Ministries on the other, there is no difficulty and it does not matter which Ministry really conducts the training, because, in practice, the two Ministries will be conducting training jointly That is precisely what has been done We have no difficulties from the training programme being conducted by various Ministries, in the Centre

15 hrs

It has been said that the trainers do not know their job I do not say that they know their job very fully. But, we must again appreciate one other factor We had technical institutions in this country Perhaps, with the exception of Engineering and the field of Medicine, almost all other institutions on technical lines, functioned more for show purposes. They had very little contact with the village people The result is, we have today instructors who received

the text books which the instructors of those colleges had read 30 years earlier. I say, Sir, from my own experience because I was a student of an Indian University in a technical college. I know exactly what the situation is, which we are facing. We had a staff who had practically no contact with the soil. Their contact was with books and foreign journals, publishing experiences on technical lines in different parts of the world. Can we expect the required standard out of the village level workers who were trained by instructors of that type? Therefore, Sir, we are trying to train up the trainers. But it is a very slow process, unless we send our people to foreign countries.

Shri Thirumala Rao (Kakinada) On a point of clarification. Does the hon. Minister believe that all the research institutions that are being run by Government in various departments are for merely show-purposes?

Shri S. K. Dey: I said "were". Even the research institutions had very little contact with the problems on the ground. They were talking in theory. Even when research was going on, the people were suffering in the neighbouring villages. The research workers have never come to find out if the remedy can be applied in the field around them. It is only now, after the intensive effort between the two ministries, that we are trying to bring research down to the ground and also training near the ground. But, perforce it will have to be a slow process and hon. members will have to bear with the difficulties which we inherited from a dead past and which we cannot correct.

15-03 hrs

[**MR. DEPUTY-SPEAKER in the Chair**]

It has been mentioned that we should take lessons from old ladies. We, certainly, would take lessons

from old ladies, and also from young ladies and also from other ladies in between.

After a long time, we have succeeded in working out an arrangement in co-ordination with the activities of a purely non-official women's organisation. I may assure the House that we shall have the benefit of the experiences of all women in the project areas.

It has been said that workers should have a missionary spirit. This word 'missionary' is something which has a certain dangerous connotation in the traditions of our country. A mission has a very good meaning, but, in the past traditions of India, we find, wherever we started with missions, they soon became *mohunts* and we know how difficult it is to deal with the institution of *mohunts*. I assure the hon. member who spoke about this that we try to inject this spirit of a mission in our workers. To the maximum extent possible this is attempted.

When we had 55 blocks functioning in 81 areas, it was possible for Hon. Members of this House, Members of the State Legislatures, prominent non-officials and even for workers of our Ministries, to establish intimate contact with what was happening on the ground from almost quarter to quarter. With the programme extending upto 1800 blocks and intending to cover the whole country, extending upto 5 lakhs villages, it will no longer be possible to maintain that vigilance as in the past.

Mr. Deputy-Speaker: One hon. Member wants to know what is the training which is given from our point of view.

Shri S. K. Dey: The programme is spreading. We send out the workers. When they go out, as some hon. members have pointed out, they are fine specimens of humanity that India produces. They go out with all the ardour of youthful adventure.

[Shri S K Dey]

They go out They get into the projects They do not receive the assistance that they require If they are doing good work they require patting If they do bad work they require to be pulled up It is no longer possible for the official machinery to do this as effectively as they could do this once Therefore, it becomes necessary for the non-official machinery to come to this aid Hon Members have brought this point forward during the debates in this House It is true that the success will depend very largely on the extent to which we can continuously inject fresh stimulus into them But it is no longer possible to do this through the official machinery and, therefore, to a very great extent I shall have to depend upon the non-official machinery of the people to bring this about I shall talk about this later

Sir, it has been said that the budget allotment has been revised and the provision of Rs 7½ lakhs for National Extension Services has been brought down to Rs 4 lakhs There is some misunderstanding on this subject The original National Extension Service blocks had a budget of Rs 4½ lakhs on the normal governmental side and there was a provision of Rs 3 lakhs for short-term credit from the Reserve Bank We still have the Rs 3 lakhs available from the Reserve Bank as provision for credit and we have Rs 4 lakhs against Rs 4½ lakhs which we originally provided

Shri Tangamani (Madurai) Why should there be reduction of Rs 50,000?

Shri S. K. Dey: It is due to financial stringency We were helpless

An hon Member mentioned yesterday very rightly that the community development programme was going through a crisis I would say, Sir, that we have passed the particular crisis that he had referred to That crisis was the crisis of what happened in respect of the post-intensive blocks That things have

happened that way is no wonder because in the original set of projects we functioned virtually isolated from the rest of the Government departments which gave the staff The block development officers, collectors, and development commissioners were there and the programmes were virtually independent islands in the system of Government, and little attention was paid to get the programme linked up with local bodies such as District Boards, Sub-divisional Boards etc In the enthusiasm that the people had, each one thought that he was a missionary trying to reform the particular part of the country that has been placed in his charge We soon realised that islands do not function on land and they have to be connected with all other parts of the land Particularly, in a Government apparatus, it was not possible to have islands of administration But the realisation was too late No longer any programme today is being undertaken either in the national extension service or the community blocks without having the programmes completely integrated with the programmes of the rest of the departments of Government and without having the programme integrated completely with a local institution of people if such an institution is functioning on an effective pattern in the area But, we are going through a crisis of a different type I have given a slight indication of the crisis when I mentioned about maintaining the missionary spirit in our workers The crisis is how to get the non-official representatives of the people closely involved in this programme If we do not succeed in this, we shall have certainly a developmental programme, but it will not be a community development programme There cannot be community development unless the top leaders of the people as represented in Parliament, as represented in the State legislatures and at other levels are very closely, and I would say, if I may, even inextricably involved in the implementation of the Plan.

Shri A. C. Guha (Barasat): Effectively also.

Shri S. K. Dey: I will come to this point again later.

An Hon Member: Pursue that point

Shri S. K. Dey: I want to build up some other points which I must answer

An Hon Member: What about co-operation?

Shri S. K. Dey: A point was made that inauguration of blocks must be stopped if staff is not available. It was raised by one Member. We have already taken steps to see that no blocks are opened unless at least the block development officer, an extension officer in agriculture and trained gram sevaks are available. So, I do not believe the complaints that were raised day before yesterday will repeat in future.

Then, it is argued that loans should not be distributed by BDO. That also we have discouraged and there are instructions on the subject. We will try to look into the matter again.

Then, uneven distribution between States has been mentioned. I am very sorry. The question of any uneven distribution between States does not arise. Of all the programmes of Government, we claim this is the only programme in which there is no room for any unevenness as far as the States are concerned. We have decided to cover the whole country with the NES programme by the end of the Second Plan and about 40 per cent of the area with the more intensive type of development, namely community blocks. That will happen in all States by the end of the Second Plan. Meantime, the State Governments are allotted blocks as fast as they have trained workers available and for the training of these workers, every State Government has been given the resources in finance and even in

matters of technical assistance for starting of new centres according to the requirements of the States.

It is not possible for this programme to make special allocations either for special States or special areas or even for special types of people. In order to take care of the under-developed classes of people, under-developed economically, in these project areas. We have certain schemes of Government like the schemes for the implementation of special programmes in areas occupied by Scheduled Tribes. There are special schemes for the depressed classes, like providing schools, medical aid and housing. The States have given, and I understand the Centre also gives, a certain amount of financial assistance in these matters. Wherever we have a particular block where we are implementing the NES programme or the community development programme and there is an under-developed pocket, we try to concentrate the resources available under the special provisions and intensify the development of those areas. And even where no funds are available, attempts are made to give special attention to people who have been backward and under-developed economically as well as otherwise.

It has been mentioned in the programme evaluation organisation's report and it has also been mentioned by quite a number of hon. Members of this House day before yesterday and also today that there is uneven distribution of benefits of this programme in the blocks. I find myself in a very grave sense of distress over this matter, and I must share my distress with this House, so that they may come to my rescue in some matters at least.

We find that just as in the human system, if there is a carbuncle and we give special nutrition to the person, the carbuncle tends to absorb the bulk of the nutrients and the rest of the body remains more or less what it was, in our society also we have carbuncles of a type.

Dr. Ram Subhag Singh: In the Government or society?

Shri S K Dey: In society, everywhere

Mr. Deputy-Speaker: He has asked the House to share with him!

An Hon Member: Is he thinking aloud in the House?

Shri S K. Dey: We are believers in Ayurveda and therefore we do not believe in surgery. We believe in conservative surgery. We hope that the dose of conservative surgery that the Finance Minister as a specialist has applied may help somewhat in toning up the spirit in the countryside and change the extraordinary importance that is today attached to the amassing of wealth by a few at the expense of the many. But I know this measure, which I hope will be only the first, is not going to go very far. It is necessary for non-official representatives of the people to become allies of the project workers. Hon Members will appreciate that a Government servant is exposed to many fires. Almost every day there are circulars that are being issued from the Centre and as an hon Member mentioned, all these circulars have to travel right up to the village level worker for implementation. Even to keep track of these new instructions and reporting and implementation of a programme according to the needs of the people is a difficult job. If Government officers have to get themselves involved in bringing about social equality and justice and eradication of carbuncles from society, I fear a very serious danger ahead of the Government workers. We are expecting far too much of them.

People who amass wealth and try to get a lion's share of governmental resources are people, by the very definition, of some influence. Some influence does not mean influence locally only. They have an influence on the Government as a whole. Now,

even the Chief Minister of a State, if I understand their difficulties properly and interpret them properly, is not an entirely free agent. Therefore, not to speak of the Government agency, even the Chief Minister of a State requires assistance and support and buttressing of enlightened consciousness of non-official representatives of people from all levels if justice is to be done.

It was mentioned that there is no co-ordination at the Centre. I am very sorry, I do not agree with this view. From the very beginning of this programme we had representatives of the various Ministries closely associated. At that time we did not want the various Ministries in the Centre to get involved in this programme. They had their own jobs and we wanted to prove that it is possible to get much more effective return for Government's resources if there is a co-ordinated impact of governmental resources direct on the people. After having proved our thesis, we came to the Central Ministries. We have now begun to establish co-ordination with every Ministry. An hon. Member here mentioned that this Ministry should have no connection with any other Ministry but should have connection only with the Ministry of planning. I do not see how this Ministry can at all function then, because it has no primary specialties of its own.

As I mentioned earlier in this House, it is supposed to intensify the impact of governmental resources on the people. That is the programme of this Ministry. That is the primary term of reference. We have established formal co-ordination arrangements with the Ministry of Food and Agriculture. We have established the same arrangements with the Ministry of Industry. And co-ordination arrangements exist at official levels with all the other nation-building Ministries at the Centre. I have not experienced any difficulty, and I

do not anticipate any difficulty in the future either.

It has been said that the Central Government does not get enough support from the States. I do not know. So far as this programme is concerned, it has been a co-operative programme between the Centre and the States, and I would say this has been one of the greatest achievements to the credit of this programme that both the Centre and the States are working together as common partners. At no time has the Central organisation been questioned in whatever it did—in supervising, guiding, leading or assisting the implementation of the programme in the States. In fact, I have received such abundant co-operation from the Chief Ministers of States, who are particularly in charge of this programme by and large, that there is hardly anything left that I could ask of them.

I do not have a single instance where we have made demands of a Chief Minister of a State for a particular thing being done for this programme, which has not been attempted there. But issuing of instructions, even on the part of the State Governments, for implementation, and the actual implementation by the people is something entirely different. Now, at the ground level, the instructions do not reach except in an attenuated pitch, and, therefore, in order to compensate for this, it becomes necessary to adopt special measures at the ground level, so that the attenuation can be compensated. It is for this reason that we want the assistance of non-official members.

Throughout this debate, during these two days, emphasis has been that the people's representatives have not been involved in this programme. I confess it is very correct. How do I get about it? I have found, I believe, an answer to this problem which at least will reach up to a certain point. It has been said that

the governmental apparatus has to implement the policies laid out by this House and subsequently transmitted by the State Legislature. It is not possible for the Government agencies to continue inspiring the people or even to build an institution of people. It is only an institution of people that can create another institution of people. A governmental apparatus which is merely an agency, an instrument of action, cannot bring about an institution of people which is responsible for both policies as well as execution. Therefore, it becomes necessary to take certain other steps, and it is in this that I require the help of the hon. Members of this House.

We want the block advisory committee to be made effective.

Shri P. R. Patel (Mehsana): There are advisory committees. But how are they formed?

Shri S. K. Dey: We have given instructions based on discussion with all concerned that block advisory committees should be representative of the . . .

Shri P. R. Patel: Congress.

Shri S. K. Dey: . . . members elected from the area to the State Legislature, members elected from the area to the nation's Parliament, the *sarpanchs* elected in the *panchayats* functioning in the area, the chairman of co-operative societies and other outstanding non-officials. . .

Shri P. R. Patel: Who are those non-officials?

Shri S. K. Dey: . . . if there are some available, as, for instance, prominent agriculturists and prominent social workers.

The hon. Member has raised the question of Bombay. In fact, it was raised, day before yesterday. I know the block advisory committees in the present Bombay State have not been

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reconstituted after the elections But I may inform the hon Members who are interested in the areas concerned that the Government of Bombay are reconstituting these committees according to the instructions received by them from the Ministry of Community Development, and, therefore, the elected representatives in the area, to whichever party they may belong, will automatically be in the block advisory committees There can be no exception made to them

I was saying that there should be activation of the block advisory committees Now, activation of the block advisory committee does not, to my mind mean only ensuring that members of the block advisory committee will have their voice heard in the committee It is a very small part of the total picture We expect the members of the block advisory committee to go into the block, see how the work is being done, and so on Where good work is being done, it is necessary for a worker, be he an official or a non-official, to receive compliments from the non-official members of the block advisory committee and also to be pulled up where he is not doing work properly Then, how the work is going on should also be brought to the attention of the State Government, and where possible also of the Central Ministry

Quite often, I receive letters from Members of Parliament who happen to visit their projects or many Members of State Legislatures and other non-officials as to their reaction to the implementation of this programme and to the extent possible we try to redress the problems And the efforts of these members have gone an appreciable distance in activating what would otherwise have remained as decadent projects

The Members of this House can certainly, during the off period of Parliament, attend as best as they can, meetings of the block advisory committees

Shri B. Dasgupta (Purulia) What are the powers of the block advisory committees?

Shri S. K. Dey: We have said now that the block advisory committee's decision or recommendation in regard to the drawal of a programme should be treated as final by the Government organisation If there is any difference between the two, the matter must be referred to the State headquarters where the differences will be resolved So, the powers of the block advisory committees are such as they can only utilise and exert

I believe also that it will be possible for Members of Parliament to assist us in the training of our workers Very shortly, we propose to open a Central Institute of Study and Research on Community Development The main purpose of this Institute is to get senior officers like Collectors Heads of Departments, Sub-divisional Officers etc for refresher training in the form of seminars and discussions based on their experiences in the field People from different States numbering about fifty, will come to this training school We propose to establish this training school in Delhi and I believe it will be quite convenient for the Members of Parliament to participate in it and give us their guidance and assistance I hope, I can count on their fullest co-operation on this matter

Similarly, in the States we have training centres When hon Members go back to their States during the recess from Parliament sessions, they may, if they find it possible to do so, go to these training centres, try to exert their own influence on the staff and let us know what they think of these training centres

We will certainly try to do whatever we can to correct the situation if they find it unsatisfactory

15 31 hrs

[MR SPEAKER in the Chair]

We have programmed for village leaders' camps on a very large scale starting from the 2nd October—village leaders in the field of agriculture. We are thinking in terms today of functional leaders who can give leadership in the subject-matter to their counterparts in the villages. We propose in every *gram sevak* circle to hold a camp of about 50 agriculturists at the rate of 5 from each village, and this programme should go round in all the villages of India. Now, this is a matter in which we are very largely dependent on the assistance of non-official representatives of the people. Here again, I feel that hon Members of this House can make a very significant contribution to this programme, and I would seek their assistance.

I believe I have attempted to answer as many points as I possibly could. As I mentioned earlier, all the points have been noted down and they will be attended to.

The Development Commissioners of States represent the very finest material today, as they stand, that we could locate anywhere. I say this because I have closely worked with these people for the past five years, and it is primarily through their effort that we have succeeded in bringing about whatever change and transformation to whatever extent it exists through these people as leaders at the helm of the government apparatus at the official level. If hon Members meet the Development Commissioners, I am sure they will not only receive a welcome but they will receive a demand for their services in the implementation of this programme far more than what, perhaps, they are ready to comply with. On behalf of those hard-worked Development Commissioners and the very large number of our workers at block level and at the village level, I would make this appeal to hon Members of this House to show the way, to the representatives of people at the State level and at other levels, to get involved with this programme.

It is the people's representatives who hold the key to the Government and, therefore, it is difficult to understand why any representatives of people should remain content with a feeling that there is an allergy on the part of the government official towards non-official association with this programme. Government officials are servants of Government to carry out the policy and if they do not carry out the policy, there are other measures which can be taken to ensure that they carry out the policy. We have never had a single instance where, when there has been a definite demand on the part of the non-official apparatus for collaboration in the actual implementation of this programme, this suspected allergy on the part of officials has been able to stand in the way.

I am very grateful to you, Sir, for having given me so much time, and to the hon Members of this House for the intense patience with which they have listened to what I had to say. I would also say how grateful I am to them for the fact that when I myself feared that perhaps hon Members here would give me a dish much hotter than what it actually has been. They have been so generous in their treatment of this programme and particularly of me as a functionary on their behalf.

Mr. Speaker: I shall now put all the cut motions to the vote of the House.

All the cut motions were put and negatived.

Mr. Speaker: The question is

"That the respective sums not exceeding the amounts shown in the fourth column of the Order Paper, be granted to the President, to complete the sums necessary to defray the charges that will come in course of payment during the year ending the 31st day of March, 1958, in respect of the following heads of demands

[Mr Speaker]

entered in the second column thereof —

Demand Nos 6, 7 and 105"

The motion was adopted

[*The motions for Demands for Grants which were adopted by the Lok Sabha are reproduced below—Ed*]

DEMAND No 6—MINISTRY OF COMMUNITY DEVELOPMENT

"That a sum not exceeding Rs 12,11,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1958, in respect of 'Ministry of Community Development'"

DEMAND No 7—COMMUNITY DEVELOPMENT PROJECTS AND NATIONAL EXTENSION SERVICE

"That a sum not exceeding Rs 7,18,00,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1958, in respect of 'Community Development Projects and National Extension Service'"

DEMAND No 105—CAPITAL OUTLAY OF THE MINISTRY OF COMMUNITY DEVELOPMENT

"That a sum not exceeding Rs 97,70,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1958, in respect of 'Capital outlay of the Ministry of Community Development'"

MINISTRY OF FOOD AND AGRICULTURE

Mr. Speaker: The House will now take up discussion of the Demands for Grants Nos 42, 43, 44, 45, 46, 116, 117 and 118 relating to the Ministry of

Food and Agriculture As the House is aware, 6 hours have been allotted for the Demands of this Ministry.

There are a number of cut motions to these various Demands Hon. Members may hand over at the Table within 15 minutes, the numbers of the selected cut motions which they propose to move I shall ask the Members to move them, if the members in whose names those cut motions stand are present in the House and the motions are otherwise in order.

The time-limit for speeches will, as usual, be 15 minutes for the members including movers of cut motions, and 20 to 30 minutes if necessary, for Leaders of Groups

DEMAND No 42—MINISTRY OF FOOD AND AGRICULTURE

Mr. Speaker: Motion moved

"That a sum not exceeding Rs 79 60,000 including the sums already voted on account for the relevant services be granted to the President to defray the charges which will come in course of payment during the year ending the 31st day of March, 1958 in respect of 'Ministry of Food and Agriculture'"

DEMAND No 43—FOREST

Mr Speaker: Motion moved

"That a sum not exceeding Rs 1,20,76,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1958 in respect of 'Forest'"

DEMAND No 44—AGRICULTURE

Mr. Speaker. Motion moved:

"That a sum not exceeding Rs 9,67,32,000 be granted to the President to complete the sum necessary to defray the charges which will come in course of payment during the year ending the 31st day of March, 1958, in respect of 'Agriculture'"