

N. E. S. & COMMUNITY PROJECTS

REPORT
OF THE
COMMITTEE
on Evaluation and on Public Participation
UTTAR PRADESH
1959

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REPORT

OF THE

COMMITTEE

for Evaluation and on Public Participation

UTTAR PRADESH

1959

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FROM

SRI GOVIND SAHAI, M.L.A.,

CHAIRMAN,

COMMITTEE FOR EVALUATION AND ON

PUBLIC PARTICIPATION, U. P.,

LUCKNOW,

TO

THE SACHIV TO GOVERNMENT,

UTTAR PRADESH,

NIYOJAN VIBHAG,

LUCKNOW.

Dated April 16, 1959.

SIR,

WITH reference to Planning (A) Department O. M. No. 4234/XXXV-A, dated May 19, 1958, setting up the Committee for Evaluation and on Public participation for making an intensive study of the National Extension Service and Community Development Programme, I have the honour to say that the committee has finished its deliberations on 14th April, 1959 and I herewith submit its Report to Government. The Hindi version of the Report is being prepared and I hope to submit it by the end of this month.

Yours faithfully,

GOVIND SAHAI.

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INTRODUCTION

DR. SAMPURNANAND, Chief Minister of U. P., while inaugurating the first meeting of the Committee at Naini Tal on May 27, 1958, observed that the Community Development Programme was the first mighty organized attempt at village reconstruction. Explaining the task before the Committee, he hoped that the Committee would give valuable advice and guidance for improving the execution of various programmes in Community Development areas and suggest ways and means for enlisting public co-operation.

2. The Community Development Programme in India, it is felt, is perhaps the only programme which has invited so much study, scrutiny, investigation and evaluation and rightly so, as this programme deals intimately as nothing else does with men and their problems. The initiation of an evaluation organization at the top, various surveys, series of seminars and annual Development Conferences are all positive efforts in this direction. The appointment, by the Committee on Plan Projects, of a team under the leadership of Sri Balvantray G. Mehta for the study of Community Projects and National Extension Service has been the latest attempt towards this end. This team made valuable suggestions on the working of the Community Development Programme.

But, still there is considerable scope for further study and research specially in the sphere of the understanding of the objectives and the extent, scope and intrinsic values of the programmes, the nature and tempo of public-participation and the effective and efficient functioning of the administrative machinery. Since the team appointed by the Committee on Plan Projects was on an all-India basis, it could offer suggestions more or less of a general nature. It was, therefore, felt necessary that a big State like U. P., characterized by special circumstances and problems should have a committee of its own for studying and evaluating the working of the Community Development Programme in detail. And it was on these considerations that on May 19, 1958, the U. P. Government appointed¹ this Committee. It was the first attempt of its type made by any State Government.

3. The eventual composition of the Committee was as follows :

- | | |
|-------------------------------------------|------------------|
| (1) Sri Govind Sahai, M. L. A. | <i>Chairman</i> |
| (2) Sri Narain Dutt Tiwari, M. L. A. | } <i>Members</i> |
| (3) Sri Raghvendra Pratap Singh, M. L. A. | |
| (4) Sri Kailash Kumar Singh, M. L. A. | |

¹ *Vide* Appendix A.

- (5) Sri Murli Dhar, M. L. A.
 (6) Sri Wasi Naqvi, M, L. A.
 (7) Sri Kunwar Guru Narain, M. L. C.
 (8) Srimati Savitri Shyam, M. L. C.
 (9) Sri Bhagwant Singh, I.A.S., Director,
 Panchayat Raj, U. P.
 (10) Sri N. P. Chatterji, I.A.S.,¹ Joint
 Secretary, Planning Department-cum-Joint
 Development Commissioner, U. P.
 (11) Sri Jugal Kishore Pande, Director of
 Economic Intelligence and Statistics, U. P.
 (12) Dr. Rama Das, Director, Planning
 Research and Action Institute, U. P.

Members

Member-Secretary

4. The terms of referende of the Committee were :

“ (1) How far the institution of National Extension Service and Intensive Development Blocks is taking the State along the path which will lead to the goal for which these institutions were set up ?

(2) What measures should be designed and used to assess the extent to which results are being achieved in this programme ?

(3) What is the scope of research work in the programme and to what extent can such research help to cover the blind spots in the programme ?

(4) How is the work progressing in the Post-Intensive Development Blocks and how can the tempo of work in these areas be kept up ?

(5) How far public co-operation has been secured in the work of these Blocks ; how can further progress be made in this direction and how can public interest be sustained ?

(6) How can local institutions be made more effective as instruments for promoting local development through the Community Development Programme ?

(7) What should be the structure, functions and powers of the Block Advisory Committee, and how should these committees be linked with the Zila Parishad ?

(8) What steps can safely be taken in direction of de-officialization ?

¹ Sri Rajeshwar Prasad, I.A.S., was member of the Committee up to February, 1959, when he left for Delhi to take up his new assignment as Private Secretary to the Minister for Commerce and Industry, Government of India.

(9) What is the extent of co-operation of the pooled and other departments in the programme and how can such co-operation be made more effective?

(10) To what extent and in what manner is it possible to introduce economy without impairing efficiency in the implementation of the programme?

(11) What should be the role and area of operation of the village level worker?"

5. The terms of reference, as stated above, were comprehensive and covered a very wide range of subjects. They offered to the Committee an unrestricted scope for study, investigation and evaluation of the working of the Community Development Programme as well as the functioning of the entire administrative machinery right from the village unit to the State level and the operation of the various laws passed by the State Legislature for the improvement of village life. Conscious of the magnitude and nature of the task, the Committee, from the very beginning, started studying the problem in its total perspective. No other approach could be more suited for studying human problems which though manifold, are closely interwoven. For instance, food is linked with health and health with mental, moral and environmental development. Even the new social order is dependent on the solution of the food problem. Similarly, the extent of agricultural development has a direct bearing on industrial development. The Committee, therefore, thought it advisable to divide the terms of reference into four broad categories as under :

- (i) Background, Objective and Content of the Community Development Programme ;
- (ii) Administration, Training and Research ;
- (iii) Nature and extent of Public Co-operation and Participation ;
- (iv) Evaluation and Reorientation of programmes.

(i) *Background, Objective and Content of the Community Development Programme*—It is a truism, yet it bears repetition that to the adherents of any movement, its objectives serve as a fountain-head of inspiration, conviction and understanding. The Committee, therefore, apart from making a review of the background and evolution of the idea of Community Development, made an effort to know what working knowledge and understanding the people, the leaders of public opinion and the services have about the objectives of the Community Development Programme and the planning set-up ; and how far these objectives have been reflected in the actual formulation and execution of programmes.

(ii) *Administration, Training and Research*—Administrative machinery obviously is the most powerful instrument through which policies and schemes of a Government are executed. Its importance increases immeasurably in a welfare State where, in relation to the people, the obligations and responsibilities of the State keep constantly growing. These obligations and responsibilities can be discharged to the satisfaction of the people only when the entire administration develops a welfare bias ; takes root amongst the people and works as a dynamic and effective instrument of social change and transformation. The Committee devoted considerable time and energy to studying the present functioning of the administrative machinery particularly of departments which directly play a developmental role. It examined and elicited opinion of a large number of villagers, public workers and officials and made an earnest endeavour to deal with this important matter in as practical a manner as possible. Fully recognizing the fact that structural changes in the administrative set-up involve not only resistance from those affected, but also a certain amount of risk and, at times, expenditure, the Committee, in judging the proposals, has been primarily influenced by considerations such as the concensus of opinion, their usefulness and practicability. The aim in investigating this matter was to offer a clear picture of administration which could, *inter alia*, show where and how delays, waste and overlapping occurred resulting in inefficiency and how these could be remedied.

(iii) *Nature and extent of public co-operation and participation*—Closely related to the objectives of the programme and its administration is the subject of public co-operation and participation. Any programme of planning presupposes co-operation at all levels and in all spheres. This is specially so in democratic planning wherein the people have to be convinced how their future and the future of the generations to come are inextricably linked with the success of the Plan and how the emergence of a social order promising security, progressive development, social equity and opportunity for work is dependent upon their own effort and will to work out the Plan and even suffer for it, if need be. It is not very realistic to expect the people to participate in any plan, much less to suffer for it, when its objectives and implications are either not acceptable to them or are not clearly known to them. In the sphere of public co-operation and participation, therefore, the Committee tried to ascertain the existing nature, extent and tempo of such co-operation in the State ; to spot out the various bottlenecks impeding its free and spontaneous flow ; and to determine ways and means for the removal of such impediments.

(iv) *Evaluation and reorientation of programmes*—Evaluation and reorientation of programmes go together. The process of evaluation is the surest guarantee against inefficiency, waste and failure. It

provides a sound foundation for new programmes. The Committee aimed at evaluating the existing programmes with reference to their intrinsic value, their impact on the lives of the people as reflected in the achievement of targets and the emotional attachment which they create. It further sought to assess the part played by these programmes in bringing about a socio-economic transformation of life in the villages. The Committee also explored the desirability of assigning new priorities in the programmes so as to make them not only more fruitful but also more acceptable to the people.

7. The Committee adopted the following methods of study :

- (i) Eliciting opinion through questionnaire;
- (ii) Examination of records at the Village/Block/District level;
- (iii) Field studies ;
- (iv) Intensive studies in selected Blocks conducted by Intensive Study Teams of the Committee;
- (v) Discussions with the Heads of Development Departments ;
- (vi) Recording evidence of selected officials and non-officials.

(i) *Eliciting opinion through questionnaire*—A questionnaire¹ in two parts both in English and Hindi was prepared. Questionnaire, Part I, was issued to all political parties, press representatives, press organizations, important dailies in districts, Presidents of Bar Associations, representatives of institutions and organizations engaged in social welfare activities and uplift of Scheduled castes and Backward classes, specialists and experts interested in Community Development Programmes, Presidents of Municipal Boards, Chairmen of Notified and Town Area Committees, representatives of Planning Forums, Secretary, U. P. Farmers' Forum, Members of Parliament and State Legislature and Principals of Intermediate and Degree Colleges situated in rural areas. Questionnaire, Part II, was issued to all District Magistrates, Additional District Magistrates (Planning)/District Planning Officers, District Level Workers, Principals of Training-cum-Extension Projects, Block Officials, officers of non-pooled departments and Members of Antarim Zila Parishads and Block Development Committees.

In all 17,000 copies of the questionnaire were distributed and the Committee received 3,300 replies.

(ii) *Examination of records at the Village Block/District level*—Two statistical *pro formae*² were issued to the Blocks for the collection of information regarding the progress of various Community Development Programmes, utilization of loans and grants, working of local institutions, etc.

¹ *Vide* Appendix B.

² *Vide* Appendix C.

(iii) *Field Studies*—The Committee visited¹ 21 districts, 32 blocks and 52 villages and held detailed discussions with the officials and non-officials at the district, block and village levels. More than 1,600 non-officials and 1,300 officials were contacted during these visits.

(iv) *Intensive studies in Selected Blocks by Intensive Study Teams of the Committee*—The Committee split itself up into 12 intensive study teams with one Member of the Committee assisted by a technical officer from the Planning Research and Action Institute. These intensive studies were conducted² in 16 blocks and 117 randomly selected villages in 12 districts. Six hundred selected villagers were interviewed and detailed group discussions were held at the Village/Block level. Spot-checking of selected items of the programme was undertaken in the villages on the basis of figures of targets and achievements reported by the selected blocks in their Monthly and Quarterly Progress Reports.

(v) *Discussions with the Heads of Development Departments*—Detailed discussions with the Heads of Departments including the Development Commissioner and the Chief Secretary to the Government of U. P. were held in special meetings convened by the Committee.

(vi) *Evidence of selected officials and non-officials*—Representatives of political parties, viz. Congress, Praja Socialist, Socialist, Jan Sangh, Communist and Independent Progressive Legislature Party, selected leaders of public opinion and development officials of various levels were also specially invited to give evidence before the Committee.

8. The valuable material thus collected from different regions of the State, viz. (1) Hill, (2) Bundelkhand, (3) Eastern, (4) Western, and (5) Central was processed, tabulated and analysed.

9. In making its recommendations, the Committee had in mind the following principal aims :

(1) that the programme ensures the achievement of the objective ;

(2) that it develops people's initiative, draws their active participation and co-operation and, in essence, reflects their hopes and aspirations ;

(3) that it provides a basis for democratic decentralization and strengthens local institutions for planning and development; and

(4) that it secures the involvement of all sections of the people.

10. The Committee wishes to express its sincere gratitude, first of all, to all those friends belonging to different shades of opinion, representatives of public bodies and institutions and leaders of political

¹ *Vide* Appendix D.

² *Vide* Appendix E.

parties who took pains to reply to the Committee's Questionnaire, tendered evidence before the Committee at the Village/Block/District/State level or otherwise gave the Committee the benefit of their views. The spirit of solicitous co-operation evinced by them not only sustained the Committee in the task before it, but also stimulated it for harder work.

11. The Committee also acknowledges the whole-hearted assistance it has received from the officers and the staff of its Secretariat. Dr. Rama Das, M.A., PH. D., Member-Secretary, in addition to his already heavy duties as Director, Planning Research and Action Institute, shouldered with indefatigable energy the enormous work which devolved on the Committee's Secretariat and which, in fact, could easily have claimed the whole-time attention of a senior administrative officer. The Committee commends to the Government the services rendered by Dr. Rama Das. Sri B. S. Sharma, Deputy Director, Planning Research and Action Institute, and Joint Secretary of the Committee bore a great deal of strain with equanimity and discharged his duties with ability. Sri R. S. Mathur, Research Officer, and Sri G. M. Sinha, Superintendent, throughout displayed exemplary devotion to duty and sense of responsibility. The other staff of the Committee's Secretariat had also to work under great pressure throughout and the Committee has noted with pleasure and appreciation that each one of them gave his best to the work in a spirit of selfless devotion. The Committee, however, notices that its Secretariat could not have coped with the enormous work without the willing and generous assistance given to it by the officers and the office staff of the Planning Research and Action Institute. The Committee is sincerely grateful to all of them for the hard work done by them ungrudgingly even at odd hours and on holidays, in addition to their own duties.

12. The Committee also seizes this opportunity to express its special thanks to the Heads of the Departments of the U. P. Government and especially to Sri Satish Chandra, I.C.S., Development Commissioner, and Sri Govind Narain, I.C.S., Chief Secretary, whose willing co-operation made it easy for the Committee to fulfil the task assigned to it.

PART I

CHAPTER I

**BACKGROUND, OBJECTIVE AND CONTENT OF THE COMMUNITY
DEVELOPMENT PROGRAMME**

CHAPTER 1

BACKGROUND, OBJECTIVE AND CONTENT OF THE COMMUNITY DEVELOPMENT PROGRAMME

In its term of reference no. (1), the Committee has been asked to examine "how far the institution of National Extension Service and Intensive Development Blocks is taking the State along the path which will lead to the goal for which these institutions were set up.

1.2. This term of reference by itself is very comprehensive and offers a very wide field for study and investigation beginning right from an appraisal of the background and evolution of the Community Development Programme to the need for redefining it in terms of the broader objective of building up a socialist society. The Committee considered it necessary to collect all relevant materials and to elicit public opinion on all matters having a direct bearing on the subject. It was necessary for the Committee to know in as precise a form as possible—

(i) how the concept and programme of Community Development has come to the people; whether that concept and programme has any historical background and whether they are understood by all concerned in their true perspective;

(ii) what the true objective of the Community Development Programme is and how and to what extent it is known and understood by the people in general, the services and the public workers in particular;

(iii) whether the Community Development Programme bears any direct relationship with the objective enunciated by the Planning Commission; and

(iv) whether time has come when the Community Development Programme would need further reorientation to help attain the objective of a socialist society.

1.3. The Committee could then evaluate the position as obtaining and offer, if necessary, its suggestions for further improvement.

HISTORICAL BACKGROUND

The Old Village

1.4. Before the advent of the machine age, the village formed the basic unit of social and economic life not only in India, but all the world over. Village economy was marked by self-sufficiency. Wants were few and they were locally met. Social relationships were rather static in character. Administration of justice was quick and inexpensive. Life was essentially simple and its placid stream was ruffled only by natural calamities. Even when kingdoms changed hands, the social and economic patterns of village life remained undisturbed.

British Rule Disrupts Village Life

1.5. British rule brought in disruption. Exploitation began. Village economy was shattered. The village came to be regarded only as a source of raw material and a market for finished products creating an unprecedented imbalance in the economy of the village and impoverishing the people to an extent unknown in the past. Agricultural production suffered from neglect and village handicrafts and small-scale industries were thrown out of gear. The import of machine-made goods and consumer-goods created unemployment with disastrous social consequences. A judicial system alien to the genius of the village people was introduced. The cumulative effect of all these changes accompanied by a bureaucratic administration, disrupted the old social and cultural fabric of village life. Vested interests were created and within a few decades, contentment, self-sufficiency and happiness disappeared and the people were reduced to penury—materially, physically and morally.

A New Awakening

1.6. These appalling conditions could not, however, continue for long. A wave of reaction soon set in giving birth to an awakening, a restlessness and a national upsurge. The ill-clad, under-fed and down-trodden villager attracted the attention of national leaders and humanists here and abroad. And, thus, started a new process of thinking about the countryside and its problems.

Mahatma's Concept of a New Village Life

1.7. Mahatma Gandhi was, perhaps, the first leader who not only emphasised, time and again, the imperative need for rebuilding village life, but also came forward with a practical programme of action. In his speeches and articles dating back to the twenties, he said that Swaraj was of no use if it did not rekindle hope and life in the countryside. Later, he gave to the nation a programme for village development comprising the following items:

“Communal unity; removal of untouchability; prohibition; use of Khadi; promotion of village industries such as, paddy-husking, gurm-making, oil-crushing, weaving, production of Neem oil, utilization of dead cattle; manufacture of hand-made paper, woollen blankets and others; basic and adult education; rural sanitation; uplift of backward tribes; uplift of women; education in public health and hygiene; propagation of Rashtra Bhasha; love for the mother tongue; organization of kisans, labour and students; use of nature cures and promotion of economic equality.”

1.8. This comprehensive programme gives an insight into his plan for the resurrection of village life.

The Poet's Contribution

1.9. Rabindranath Tagore, the great poet, was also stirred to action and in 1921, set up a institute on 'Rural Reconstruction' at Shri Niketan in

Virbhoom district, West Bengal. The central objective of the institute was "to bring back life in its completeness into the villages, making the rural folk self-reliant and self-respecting, acquainted with the cultural traditions of their own country and competent to make an efficient use of modern resources for the improvement of their physical, intellectual and economic conditions".

1.10. Many other agencies followed in the wake of these early pioneers. There were still others and, amongst them even some administrators, humanists at heart, who felt drawn to village problems.

Brayne's Experiment

1.11. Sri F. L. Brayne was one such official. The spirit behind the work he did in Gurgaon district deserves special mention. He made a start with resources which were essentially limited both in material and men. Utilizing such of the District Board's funds as were available, he launched a programme covering items like construction of manure pits, use of improved agricultural implements, education of women, construction of wells and improvement of hygienic conditions both in and outside dwelling places. In the execution of this programme, he involved the Revenue Officials. As long as Sri Brayne stayed in that area the work continued and benefited the people. But with the obvious limitations of the programme, notably the absence of people's active participation, it faded out soon after Sri Brayne left the district. But whatever little progress it achieved, during the office tenure of Sri Brayne, revealed that rural uplift activities could be taken up even with limited resources.

1.12. Lord Linlithgow, as Chairman of the Royal Commission on Agriculture and, later on, as Viceroy and Governor-General of India, gave considerable emphasis to the improvement of agriculture and cattle wealth of the country.

The First Popular Government

1.13. By this time, the movement for national Independence had seeped deeply into the countryside. And, when in 1937, a popular Ministry assumed the reins of office, a rural development programme was launched in U. P. under the guidance of its then Development Minister, Dr. K. N. Katju. Efforts were directed towards the development of selected villages in every district. While primarily aiming at the development of rural economy, emphasis was laid on community organization and co-operative effort. Though rural development activities continued even after the popular Ministry resigned in the year 1939, there was a steep decline in the tempo of work. Soon afterwards the Rural Development Department lost the sense of mission which had marked its beginning.

Movement Attracts World-wide Attention

1.14. After the Second World War, the struggle for political freedom was intensified in almost all countries which were under foreign domination.

Some of them achieved independence and took to development work with new hopes and aspirations. Congress Ministries functioning both at the Centre and in the States, gave a new fillip to rural reconstruction. The U. N. O. was also drawn towards laying increased emphasis on the grant of assistance to under-developed countries in their new bid for economic and social reconstruction. The appointment in 1951 of a Mission on Community Organization and Development in South and South-East Asia was one of the several positive efforts made by the United Nations towards the establishment of Community Welfare Centres for the promotion of economic and social welfare in this country. Even in advanced countries, like the U. S. A., there was a new realization of the need for rendering assistance to under-developed countries. This had later its reflection in the Operational Agreement no. 8 signed between the Governments of the U. S. A. and India, popularly known as the Community Development Programme, under which the U. S. A. and India undertook to bear an estimated expenditure of \$7,260,000 and Rs.34,840,000 as their respective shares for the first 55 projects of rural development started in India in 1952. The activities of the Ford Foundation and Rockefeller Institute may be cited as other specific instances of the interest taken in the U. S. A. in this direction. And thus started a phase of international effort for the development of under-developed countries.

Firka Movement in Madras

1.15. The Madras Government introduced the Firka Development Scheme in 1947, for making the villagers self-confident, self-reliant and active participants in the programmes for improving their living conditions. The scheme aimed at securing the economic uplift of the people and the introduction of a new social order of a casteless and classless society.

Pilot Project Experiment in Uttar Pradesh

1.16. The U. P. Government inaugurated the Pilot Development Project at Mahewa in district Etawah in 1948, with the help of Sri Albert Mayer, the Planning Adviser, assisted by three Americans and half a dozen Indian specialists in agriculture, village and town planning, co-operation and administration. The block covered 64 villages with a population of 70,000 inhabitants. The programme included improvement of land, agricultural practices, educational facilities and sanitation in villages. Local co-operatives and Panchayats were to radiate the message of development and the programme was intended to be self-propelling. This experiment was followed by a number of pilot projects in the eastern parts of the State.

Nilokheri Experiment

1.17. At the same time, the Government of India also launched the Nilokheri Project for rehabilitating displaced persons and setting up a new township. The lessons derived from the functioning of a new administrative set-up, co-operative effort and people's participation at Nilokheri greatly influenced the formulating of the Community Development Programme.

Emergence of Community Development Projects

1.18. The present concept and programme of Community Development thus emerged from the results of various experiments carried out in different parts of the country. The programme which was drawn up on an all-India basis came into operation with the initiation of the First Five-Year Plan. Fifty-five Community Development Projects were launched in the country on October 2, 1952, the anniversary of Gandhiji's birthday. Of these, six were started in U. P. Each Project consisted of approximately 300 villagers with a population of about two lacs of people. The Project area was divided into three Development Blocks, each comprising about 100 villages with a population of about 67,000. Activities under these projects included development of Agriculture, Communications, Education, Health, Training, Employment, Housing, Social Welfare, etc. The programme was, however, not static. In fact, a process of transformation has been taking place since its very beginning.

The National Extension Service

1.19. Encouraged by the success achieved, it was considered desirable to cover the entire country with National Extension Service Blocks. This scheme was launched in the year 1953-54. The Community Development and National Extension Service Organizations have identical aims. The National Extension Service is a permanent organization and is ultimately to cover the whole country. Under the National Extension Service scheme, each development block is to cover about 100 villages with a population of about 66,000 people. Until recently, each block under the National Extension Service was to remain in the N. E. S. stage for about three years before entering into the intensive development stage. After about two years in the intensive development stage, it passed into the normalized or post-intensive development stage.

1.20. The Balvantray G. Mehta Team found that the division of the programme into the three phases, i.e. N. E. S., Intensive Development and Post-intensive Development within a period of only five years was not realistic and, therefore, recommended that there should be only two stages, i.e. Stage I and Stage II of five years' duration each with a pre-extension phase of one year preceding Stage I.

Distinguishing Features

1.21. The programme of Community Development has, thus, a history behind it and is a natural outcome of a series of experiments conducted and ideas tried in the past by various agencies—both official and non-official. It embraces some of the basic tenets of Gandhiji, adopts some of the extension techniques practised in the U. S. A. and seems to bring about a social transformation through a community way of working and thinking. The present programme is an improvement on the past experiments inasmuch as :

- (i) it has started with an administrative machinery of its own with a welfare bias ;

- (ii) it offers a uniform working pattern to the whole country ;
- (iii) it aims at an all-sided development of village life ;
- (iv) it draws sustenance from people's co-operation and active participation on aided self-help basis ; and
- (v) it is backed by substantial Government financial and technical assistance.

Conclusion

1.22. The Committee tried to ascertain whether the Community Development Programme was known to all sections of the general public, the services and the public workers in its true perspective. The data received in response to the questionnaire, the oral evidence and the examination of various officials and members of the public, have revealed that some people still believe that the programme is an "American Import" without any Indian bias and is being implemented solely through foreign aid. Some others believe that it embodies some of the basic contents of Rama Rajya without its requisites as envisaged by Mahatma Gandhi. Still others believe that it is the brain-wave of some enthusiasts who initiated a movement without the least idea of how mass movements work. Most of the villagers, however, regard it as a programme being run by Government for their uplift and betterment. They have little or no understanding of the deeper forces behind it or the ultimate objectives before it.

1.23. The Committee feels that the entire programme has generally been understood and presented in complete isolation from its historical context. Such understanding and approach have led the admirers and critics of the programme to put on it varied interpretations causing irreparable harm to its natural growth. The Committee is, therefore, of opinion that with a view to building up an integrated understanding among the people in general and persons associated with the execution and implementation of the Community Development Programme in particular, emphasis should be laid on presenting it against its social background, historical context and environment. This would go a long way to dispel the misunderstanding which exists about it and to convince the people that it has its root in Indian Soil and is essentially Indian in content and character.

Concept of the Community Development Programme as Defined by the Planning Commission

1.24. The Committee then proceeded to ascertain what exactly is the goal aimed at, how it has been presented, whether village institutions are functioning in furtherance of that goal, and, if so, whether the people and the services are conscious about it?

1.25. There is no dearth of literature on the concept of Community Development. But the Committee has mostly relied on the definition of the concept as enunciated by the Planning Commission and as reflected in the deliberations of the National Conferences on Community Development.

1.26. The basic principle of the Community Development Programme is stated by the Planning Commission in the First Five-Year Plan as follows :

“Community Development is the method and Rural Extension the agency through which the Five-Year Plan seeks to initiate a process of transformation of the social and economic life of the villages.”

And later, the National Conference on Community Development at Mount Abu gave a clear indication of the objective of the Community Development Programme as under :

- (a) to promote the all-sided development of the village community ;
- (b) to promote community life amongst the people ;
- (c) to develop self-reliance in the individuals and cohesion in the community so that the village people are able to manage their affairs themselves and make their village through its panchayat and co-operatives a self-governing unit of the larger Indian democracy.

It is in the context of these aims and objectives that the progress of the Community Development Programme has to be assessed and evaluated. The assessment and evaluation should have definite yard-sticks to measure the economic growth, social transformation and the all-sided development of the village people. The Committee tried to ascertain how far the people were aware of the fact that only planned development based on their conscious efforts could solve their problems in a systematic manner and lay the foundation of an orderly progress. The Committee thought that the personnel of the Planning set-up including the Assistant Development Officers, Block Development Officers, District Planning Officers and the personnel of other departments connected with planning and development work would have some working knowledge and understanding of the background, emphasis, objectives and content of the First and the Second Five-Year Plans and the manner in which the different programmes were leading the State towards the defined objectives. But it observed with regret that generally speaking, neither the people nor the services nor the public workers and nor even the intellectual elite of the society, had any coherent understanding or grasp over the essential features of the Plan. The matter, being one of great importance, has been further analysed in the paragraphs hereafter.

What the People Thought of it

1.27. The people, by and large, appeared to have accepted the Community Development Programme in a mechanical manner and believed that it was initiated by the Government for their general uplift and for the improvement of agriculture in particular. They had a vague feeling that the programme was intended to fulfil the various pledges given to the electorate by the present Government to meet their growing aspirations for a better and fuller life. They enthusiastically accepted some of the items of the programme which met their felt needs and gave immediate results. But they did so without any understanding of the larger perspective. For example, they gathered together to build

a road, a school or a Panchayatghar without knowing how by working together they were acquiring a community way of thinking and action and were eliminating the differences of caste and creed. They little realized how the various institutions which they were building by their sweat and labour would act as symbols of their social cohesion. Similarly, though they had accepted some of the improved techniques of agriculture, such as line-sowing, Japanese method of paddy cultivation, etc., yet very few people knew how through such efforts they were not only helping themselves but also helping the country to overcome the food crisis, thereby implementing the national plan. They did not appreciate that each individual development work was only a tributary to the main current of national development. Such a perspective, if developed, would create in every participating individual a national outlook and a broad community approach so essential for the moulding of any society on socialistic and co-operative pattern. A clear appreciation must come home to the common man that in the successful running of his village Panchayat, he is laying the foundations of the success of democracy in the country as a whole. In a nutshell, each individual living in a Development Area should be helped to acquire an emotional integration of his activities with the good of the community as a whole—that is, each individual must begin to feel that his own good lies only in the general good of the community.

1.28. The Committee feels that in the absence of this broader purpose motivating the development projects, the whole programme has suffered from a lack of vitality and is tending to degenerate only into a number of material benefits for a limited few. In the absence of a proper perspective and an ideological bias, the programme has not so far developed into a people's movement with a purpose. It is mostly spoon-fed and lacks momentum of its own.

1.29. The people generally do not feel that they and the Government are co-partners in the common endeavour of national reconstruction. They have yet to develop a new relationship with the Government and its administrative personnel. The traditions of the British Government are not yet dead. There is still an element of fear and distrust. Little sanctity is attached to public property and money. Numerous allegations were made before the Committee in which loans and grants-in-aid were utilized for purposes other than those for which they were obtained.

How the Services Understood it

1.30. The administrative personnel was extensively examined on this subject by the Committee. The examination was conducted at great length and covered the personnel of the pooled departments right from the village to the State level, as well as the personnel of the non-pooled departments including the Heads of Departments.

1.31. The Committee is thankful to the members of the administrative personnel for the keen interest they evinced in the work of the Committee, their ready co-operation and their free, frank and objective expression of opinion. At

the same time the Committee was greatly disappointed to find that the services which are expected to act as the spearheads of all development programmes, generally, lacked a clear understanding of the background, concept and objective of the Community Development Programme and its relationship with the overall national plans. While the personnel of the pooled departments had some ideas about the plan, though sketchy and incoherent, the personnel of the non-pooled departments has practically no comprehensive knowledge of the plan. For instance, even responsible officers of the Education Department at the district level and the school teachers at the village level, knew very little about the district and the State Plans and about what planning as a whole stood for, and why it was necessary. Similarly, officers of the various technical departments such as Irrigation, Public Works, Medical, Industries, etc. did not have any clear conception of how the Community Development Programme occupied a pivotal position in our planning and how it envisaged an integrated development of village life. They seemed to be devoted to the fulfilment of certain targets assigned to them and were found engrossed in their own departmental routines and problems. Even the District Information Officers did not fare well and at times some of them betrayed a woeful lack of knowledge and understanding of Planning at the State and the district levels and of its nature and content.

1.32. The Committee, however, was pleased to note that the Services as a whole, right from the Village Level to the Development Commissioner and the Chief Secretary appreciated the desirability of laying emphasis on the objectives of the programme side-by-side with the fulfilment of targets.

How Political Workers Understood it

1.33. The Committee examined more than a thousand social and political workers at the village, district and State levels including a large number of selected members of Panchayats, Antarim Zila Parishads, State Legislature and Parliament as well as leaders of all parties and groups in the State Legislature. The Committee is grateful to them for their co-operation. But the Committee cannot help recording that a majority of them did not seem to be fully informed about the basic approach and objectives behind the Community Development Programme as well as the First and the Second Five-Year Plans. It was brought to the notice of the Committee that quite a large number of political workers, not necessarily Congressmen only, had fully co-operated with the Planning authorities in their respective areas in fulfilling certain programmes which found favour with them. But a number of them appeared to be interpreting these plans and projects in the light of their own partisan view-points. In a number of Antarim Zila Parishad meetings, a good deal of criticism was levelled against waste and corruption in Blocks but, subsequently, on cross-examination, it was found that much of the criticism sprang from lack of knowledge and was based on hearsay. However, certain very genuine difficulties were pointed out to the Committee in the implementation of these programmes and some constructive suggestions to get over these difficulties were also offered.

1.34. The Committee, however, is glad to record that it came across a good many workers, both official and non-official who have been working with faith and conviction and displaying good results in enlisting public co-operation and generating enthusiasm amongst the people.

Conclusion of Term of Reference no. (1)

1.35. On the basis of the material which the Committee had occasion to examine in reference to the term of reference no. (1), it is now in a position to make certain broad observations and draw certain specific conclusions. As to the extent of progress which the National Extension Service and Intensive Development Blocks have been able to make, the Committee observes that so far as the short-term and limited objective of the expansion of certain agricultural techniques, work programmes and, to some extent, health programmes in the countryside is concerned, the agency of National Extension Service has rendered useful service by channelizing people's energy towards the implementation of such programmes and by providing the people a new machinery with welfare bias. The item-wise evaluation of the programme has been dealt with in detail in Part IV on "Evaluation and Re-orientation of Programmes". But if the progress achieved is assessed against the background of the bigger objectives as enunciated by the Planning Commission and the National Conference on Community development it must clearly be said that very little progress has been made through these institutions in the direction of social and economic transformation, and all-sided village development, and of change in the mental attitude of the people towards progressive thinking and social cohesion.

Probe Into Reasons

1.36. The Committee has given a good deal of thought to the question as to why the agency of the National Extension Service has not been able to show tangible results in the direction of economic and social transformation of village life. It appears to the Committee that the reasons which have continued to retard the progress of this agency towards its objectives are as follows :

(i) A close study of the objective and the programme of Community Development shows that they have progressed along parallel lines without any organic relationship with each other. The gulf between the ends and the means has been occasioned by the fact that while the objective has been governed by the new urges and aspirations of the people and the set of conditions which cropped up in the wake of political freedom, programme planning has been governed by the immediate needs of the time and the limitation of resources.

(ii) The Community Development Programme was launched at a time when the country was in grip of a scarcity psychosis particularly in the sphere of food supplies. The programme, therefore, naturally developed, from its very inception, an agriculture bias. Attention to other aspects of life such as, general education, personal hygiene, cottage industries, was inadequate. The programme almost exclusively confined

itself to certain extension techniques and technological improvements in agriculture without effecting a corresponding change in the structure of village economy and institutions.

(iii) Since the programme has been executed through a personnel which by virtue of its official upbringing is prone to lay greater emphasis on the fulfilment of specific targets than on philosophy, approach and spirit of the programme, its natural growth has been impaired and planning has not developed into a way of life.

(iv) The Community Development Programme has not been able to offer any positive economic activity to classes of people other than agriculturists. It has failed to attract all segments of our village life particularly small agriculturists, landless labour, artisans and other non-agriculturists who constitute a sizable proportion of the village population. The factual data collected from the various regions of the State uniformly support this observation.

(v) The Community Development Programme has been placing too large a reliance on certain campaigns such as Shramdan, Van Mahotsav, Gopashtami celebrations and collection of panchayat and co-operative dues, etc. But they do not cover all aspects of life, though they stimulate a good deal of interest and activity and draw within its ambit large masses of people. They generally lack continuity of purpose and are followed by periods of inactivity impairing the impact of these drives. The recent Rabi and Kharif campaigns, however, have made a very wholesome impact upon the people by maintaining a well-planned and co-ordinated continuity of purpose.

(vi) Since the Community Development Programme has not been able to attract the interest, imagination and co-operation of the public and of the political workers to the extent it should have done and has been received by the people against the background of an anti-Government feeling which persists in certain quarters, it has not been able to enjoy the benefit of that psychological receptivity which it so richly deserves.

Recommendations

1.37. The Committee considers that it is now time that positive steps be taken to develop amongst the people a new social faith and an urge to subordinate their personal interests to those of the society. The people will further have to be convinced that the institution of National Extension Service is the only medium which offers them an opportunity to dedicate themselves to the task of rural reconstruction.

1.38. The Committee would here make the following suggestions which might prove useful in making the various programmes function in an integrated manner in the larger perspective of our social objective :

Mental Reorientation of the People

(i) To enable the Community Development Programme to acquire the strength of conscious thought and intelligent conviction of the people, it is

necessary that the people should feel that the plan is for them and not that they are for the plan. And to that end greater emphasis should be laid on the philosophy, objective and basic approach of the plan programmes. This approach would further enable the people to believe that most of our social and economic maladies are man-made and can be solved through planning, application of scientific and technological knowledge and community effort. This would go a long way to change the mental climate of the people and foster in them a rational out-look on developmental programmes.

Orientation of Administrative Personnel

The officials can play their part successfully if they acquire a love for their work, an affection for their assistants, a sense of duty towards the people and a living faith in the future of the plan. This can not be achieved merely by changing some rules and regulations. This would warrant a complete orientation of the entire administrative machinery so that its various component parts may act in unison for a common purpose. With this end in view, training courses should be conducted to instil into them a patriotic bias and love for their work. They must get rid of their departmentalism and develop a broad and integrated concept of life. They should have an intelligent understanding of the fundamentals of the constitution and the broad policies of the Government so that their overall attitude may take shape in conformity with the new ideals of a welfare State. A radical change in perspective is necessary so that the services may be moulded into an effective and progressive instrument of social change.

Re-shaping of the Programme

(ii) The present programme though apparently quite comprehensive lacks an integrated approach to village problems. It also lacks accessibility to all classes of rural society. It is, therefore, felt that items of the programme should be simple and easily intelligible and when taken together should embrace all sections of the people and cover all aspects of life so that an average man might easily understand how the various items in association with each other are leading the individuals as well as the community towards the cherished goal.

This would call for a new approach and a new line of thought. Emphasis should shift, for instance, from the mere construction of a sanitary well, maternity centre and hospital to the creation of health consciousness in the people so that attention is focussed on personal hygiene, dietics, exercises, etc.

Relation of the Programme with Structural Changes in the Economy and the Institutions

(iii) The Community Development Programme is at present functioning in a manner that does not take sufficient account of various other fundamental and revolutionary changes effected on the economic and social plane of village life, such as, the abolition of the Zamindari, the establishment of Panchayats, expansion of village co-operatives, and the impending programme of ceilings on

land. This somewhat isolated functioning has deprived the Community Development Programme of much of its social and economic import and weight. It is desirable to integrate the comprehensive programme of land reforms specially with regard to the fixation of ceilings, redistribution of land and consolidation of holdings with the existing Community Development Programme. These two presented together will offer the largest possible benefit to the various sections of the village community. The task is no doubt difficult but it requires constant emphasis. And to that end, all the available talents in the village such as the poet, the writer, the folk-artist, the artisan, the priest, the preacher, the Vaid and the Hakim will have to be mentally enthused and mobilized for action. A little informative posting and training would turn them into good nerve-centres of mass education.

Co-operation Between the Officials and the Non-officials

There is no conscious co-operation between the officials and the non-official public workers to the extent it is necessary in working out the Community Development Programme. This has deprived the programme of the strength which it would have otherwise derived. Every effort should, therefore, be made to bring officials and non-officials together so that both these instruments of social change may work together in close harmony for the achievement of the objective. Formal and informal contacts between the two should be established on a larger scale. Mixed camps of officials and public workers, frequent seminars, discussions, and interchange of experience at all levels might prove useful to bridge the gulf which separates them. Such a proposal has been initiated and endorsed by political leaders of all shades of opinion and the Committee fully subscribes to it.

Need for Local Democratic Leadership

(v) The absence of adequate local democratic leadership has been a great handicap in the popularization of the Community Development programme. People seem to lay greater emphasis on individual enterprise than on collective leadership. Political leadership has not been able to reorientate its rank and file for the new task of national re-construction. It is encouraging, however, to find that a positive start is now being given in this direction. Local leadership is gradually emerging in villages as a result of people's participation in Community Development programmes and campaigns. This new leadership should be encouraged and given opportunities to function and take root in village life. Local leaders have much more intimate knowledge about the needs, conditions, traditions and beliefs of the people than official workers. They are, therefore, in a better position to mobilize the people.

Participation of the People in the Programme

(vi) People should be actively associated with the formulation and implementation of village plans. Such a process will impart elementary training to village people in the formulation of programmes, determination of

priorities and maximum utilization of local resources. This would accelerate the process of mental regeneration and enable the people to initiate programmes and implement them with such Government assistance as may be available.

Socialistic Core and the Rural Trinity

1.39. In the foregoing paragraphs, it has been shown that the Community Development programme has not accelerated, to any appreciable degree, the process of social and economic transformation. How then would it lead us to the new goal of a socialist society? This is a basic question. We called for, through our questionnaire, the opinion of the people on this issue and the question was also raised by certain political leaders and enlightened intellectuals who pointedly asked us how and in what manner the Community Development Programme was leading us in the direction of a socialist society.

1.40. The Committee is aware that the process of socialist transformation is a slow, long and arduous one involving concerted and sustained efforts in all spheres of life. Totalitarian countries where planning came in the wake of revolutions, took considerable time before they could find themselves on the road to socialism. Even Russia could claim a socialist society after ceaseless efforts running into four decades. China, to take another example, is still striving for a socialist society and expects to accomplish the task in the next 15 to 20 years. It is obvious, therefore, that in a country like India where the process of transformation is being brought about through Parliamentary democracy and multi-party system, the dream of building up a socialist society will take a longer period. And that too would be possible if we begin laying the foundations of this work right from now on, with the village as the nucleus of activities.

1.41. It is difficult to give a precise definition of socialism. Almost all its protagonists have interpreted it in different ways. Confusion is worse confounded since some of its adversaries have begun to swear by it. But in spite of these different interpretations, there are certain broad principles of socialism which are universally accepted as its basic tenets. These are :

(1) Eradication of private profit motive by social ownership of important means of production.

(2) Elimination of glaring social and economic inequalities by a just and equitable system of distribution.

(3) Equality of opportunity in all spheres of life for all citizens irrespective of caste, creed and sex.

All schools of socialist thought agree that the goal of a socialist society can be reached only through the concerted efforts of the people themselves.

1.42. It is, therefore, no use discussing in a general way the theories of socialism but what is needed is to evolve, in the existing conditions of our village life, certain items of programme which might, by and large, be acceptable to all and which could accelerate the process of social and economic amelioration and thereby pave the way for a socialist transformation. The

Committee, in suggesting this line of action has been governed, not by any dogmatic or doctrinaire approach but by a sense of practical realism, for, it believes that a socialist society will not emerge just by mere theoretical discourses, sermons or repetition of slogans but will gradually take shape, on the one hand, through a change in our mental outlook, approach and emphasis on new values and, on the other, through the re-organization of our existing institutions in conformity with our objectives.

The New Programme

1.43. The new programme should be a phased one with small but well-thought-out beginnings and should be run as a pilot project in every Block. To start with, four or five villages should be selected in every Block where all programmes and activities aiming at socialist transformation should be initiated and worked out on an intensive scale. As stated earlier, what is of importance is not so much the content of the programme, as the manner in which an approach is made to the people and the programme is executed. For instance, a programme aiming at increasing agricultural production could well be fulfilled through an approach to a few but well-to-do agricultural families, but a socialist approach for achieving the same objective would differ from the former in as much as it would make its beginning by involving as large a number as possible of small agriculturists. Similarly the people could well be enthused to work for the fulfilment of their felt needs, viz. construction of roads, Panchayatghars or schools, without reference to any higher purpose. But a socialist approach would simultaneously emphasise how the people's working together was leading them to a community-way of thinking and action and to the removal of social distances amongst them.

1.44. The Committee would, therefore, suggest that a programme of socialist transformation should be broadly divided into 4 categories, viz. (1) Educational, (2) Economic, (3) Cultural, and (4) Institutional with an ideological bias permeating all these activities.

The Educational Activities

1.45. The main contents of educational activity should be—

- (i) the 3 R's,
- (ii) the new values, and
- (iii) general knowledge.

(i) *The 3 R's*—A knowledge of the 3 R's is a pre-requisite for wholesome living. Quite apart from the advantages it secures to a person in his day-to-day dealings, it enriches his life by stimulating intelligent thinking. The aim should, therefore, be that cent per cent people learn the 3 R's. The magnitude of this task is stupendous. But it is not impossible of achievement. In the limited area of intensified activity, besides the normal efforts for imparting education, special drives with suitable follow-up action should be periodically carried out. This should be a continuous process.

(ii) *The new values*—A socialist programme involves reorientation of our thinking process and a building up of a new faith. The fatalistic attitude of mind that the existing hinderances and obstacles to a happy living are pre-ordained and will have to be put up with, should give way to a new realization that most of them could be got over through determined endeavour and the use of modern scientific and technological knowledge. The prevailing attitude of people in regard to work, property and social status, will have to be completely changed. For example, work in a socialist society would not be regarded merely as a means of livelihood but would be allowed by a higher purpose in tune with the maxim "work is worship". This emphasis on the importance of work would enable the real producers of wealth and creative arts to gain their rightful place in society and lay the foundations of a prosperous community. If people are to have a living faith in the dignity of labour, we shall have to accord a higher place to the toiler and the labourer in our social and cultural life.

There should be separate educational programmes for the different age-groups of the people and specially for the children and the women. The programmes for children should, for example, be based on simple precepts, such as "love mankind", "love your country", "love work", "keep fit", "keep your school clean", "know your village", etc. aiming at rearing up the child as a worthy and responsible citizen of a socialist society. Similarly, the programme for women should inculcate ideas such as "keep your house clean", "save fuel", "know dietetics", "preserve seeds", "economize and invest in National Savings Certificate" and "be a good mother".

The overall objective of education should be to give people the vision of a new order and enthuse them with a new determination to bring it about.

(iii) *General Knowledge*—The educational programme should also disseminate amongst the people general knowledge about the country, its people, its Constitution and its problems and how they are being solved. It must explain to the people in a simple manner the whys and hows of planning and should inculcate in them a living faith in the socialistic objective. For the fulfilment of these aims, the resources of radio, audio-visual aids, exhibitions, lectures, drama, music, folk songs, etc. should be harnessed.

Economic Activities

1.46. In the formulation of economic programmes, the following should be the guiding principles :

- (i) increase in production ;
- (ii) removal of economic disparities ;
- (iii) releasing productive forces and increasing employment potential.

(i) *Increase in production*—The primary aim of economic programmes should be increase in production. To that end, a spirit of healthy competition should be created and enthusiasm generated for the adoption of improved scientific methods of production. People showing spectacular results should be hailed as heroes and accorded public recognition. Production drives should

be launched and village youths mobilized to fight against pests and diseases. This will associate the younger generation with production campaigns.

(ii) *Removal of economic disparities*—Increased production does not necessarily mean prosperity for all. It has, therefore, to be seen that whatever is produced is equitably distributed.

(iii) *Releasing productive forces and increasing employment potential*—This would involve a replanning of village economy. The untapped manpower resources will have to be fully utilized and at the same time technological improvements will have to be introduced in the means of production. And these seem to be possible only through the establishment of village co-operatives covering every aspect of village life.

Cultural Activities

1.47. The cultural part of the programme should aim at providing mental and physical relaxation to the people thereby rejuvenating them for higher and greater efforts. The village population is suffering not only from physical starvation due to want of economic resources but also from cultural starvation due to paucity of recreational facilities. Fairs and festivals which are gradually withering away, are the only sources of recreation. Cultural activities, like drama, music, dance, and poetic recitations should, therefore, form an integral part of the programme. It is hoped that these activities will help the growth of a balanced personality in the villagers and also strengthen their morale. Side by side with these activities of a purely recreational character, physical exercises of both individual and collective nature should also be encouraged. Every village must have an Akhara where besides ordinary exercises special emphasis should be placed on the performance of Yogic Asans.

Institutional Activities

1.48. It is heartening to note that numerous institutions have already begun to emerge in the countryside in fulfilment of our new objective. But these institutions, namely, panchayats, village co-operatives, and village schools will have to be so reoriented that they may serve as spearheads of a new social order. They must establish a more intimate relationship with the people and win their confidence and loyalty. The school should not only impart education in the three R's but should also disseminate knowledge about current problems and play an effective role in the development of character both personal and social. The Panchayat should develop a sense of collective responsibility in the people; should help them to solve their problems through mutual discussion and common endeavour and should impart practical training to the people in the art of governing themselves. The village co-operative should help the people to rehabilitate their economy through joint and concerted efforts.

1.49. The association of individuals with organizations tends to increase their capacity for work and instil into them a sense of discipline and with this end in view, the Committee would welcome the organization of Yuwak Mangal Dals,

Mahila Mangal Dals, Krishak Samaj, etc. It is hoped that these institutions working under the broad leadership of village panchayats, will not only ensure material prosperity but will also hasten the advent of the desired socialist transformation through a process of class reconciliation which forms the basis of democratic planning.

PART II

CHAPTER 2—ADMINISTRATION

CHAPTER 3—TRAINING

CHAPTER 4—RESEARCH

CHAPTER 2

ADMINISTRATION

What is unique about the Community Development Programme is that it can succeed only to the extent to which it evokes popular responses and enlists public enthusiasm. Unlike other major programmes, like River Valley Projects or Industrial works, no amount of Government money or technical skill on the part of the Government machinery can make this programme a success; nor does its success consist of mere material and physical achievements. To the extent to which workers in the programme succeed in reaching the hearts and minds of the villagers, in exploring and providing for their long-standing felt needs and desires, and in finding for themselves a place in the affections of the people, will this programme stand or fail.

2.2. For the implementation of a programme of this nature, it is essential that the administrative machinery must possess the necessary faith, and must have the necessary spirit of service, because without them, it will not be possible to evoke response from the people. Also it must be a very well-regulated machinery working in perfect co-ordination, so that all concerned unite in making a proper approach to the people. Obviously, such a machinery cannot be evolved in a day. The present administrative system has succeeded, to some extent, in enlisting people's participation and in implementing the programmes.

2.3. It is, however, obvious that the existing administrative system needs a good deal of change in structure, approach and emphasis before it can become a really dynamic instrument for fulfilling the new requirements. In this view the Committee has received support from the observations made from time to time by responsible members of the Union and the State Governments, including the Prime Minister, the Union Home Minister and the Chief Minister of our State, as well as by the Planning Commission. The Committee has, therefore, taken great pains to seek the opinion of all classes of people regarding the present administrative set-up as also regarding the changes which could be made in it for transforming it into an effective instrument for that social and economic change which is envisaged by the Community Development Programme.

2.4. The Committee received a very large number of replies both from officials and non-officials giving various suggestions for changes in the administrative set-up. What really impressed the members of the Committee was the near unanimity of opinion from all classes of people regarding three important points:

- (i) that a simplified system of administration should be set up, and that the large number of officials at the village level should be reduced as much as possible;

(ii) that the present circle of the Village Level Worker was much too large and definitely needed to be reduced ; and

(iii) that there was need for greater co-ordination and perhaps even integration amongst the various departments dealing with development programmes.

In particular, the topic which was agitating the minds of the people most in this connection was the working of the Irrigation Department, and this opinion was crystallized in a somewhat extreme form by one remark made before the Committee to the effect that either Irrigation should be under the Planning Department or Planning should be under the Irrigation Department.

2.5. The Committee has carefully considered the views expressed before it and feels that the administrative pattern to be set up should take into account the weight of public opinion regarding the three above mentioned points. It has, therefore, come to the conclusion that much greater co-ordination, and in fact, some measure of integration, is necessary in respect of all the departments whose functioning has a direct bearing on the Community Development Programmes. These find reflection in the entire administrative structure of these departments right down from the State level to the village level. The position at each level will be examined beginning from the village level, keeping in mind that the set-up at each level should only be one part of and should conform to the pattern of the integral whole, right up from the village level to the State level.

Village Level

2.6. At the level of the village is the Gram Sevak (known in English as the Village Level Worker), who plays the key-role in the entire programme of Community Development. The V. L. W. is a multi-purpose worker, who has received training in various programmes, such as Agriculture, Animal Husbandry, Co-operation, Panchayats and so on. Obviously, it cannot be a very advanced standard of training, but it is felt that the problems at the village level are at present not such as to require very advanced techniques. Besides, the Village Level Worker has always available to him necessary guidance and help from the subject-matter specialists, namely the Assistant Development officers.

2.7. It is the Village Level Worker, who is the closest of all to the people, and it is upon him that the success of the programme primarily depends. In one sense, it may be said that the rest of the administrative structure exists mainly to provide the Village Level Worker with the requisites wherewith he may establish contacts with the villagers and deliver the goods.

2.8. The concept of a multi-purpose worker was evolved in order to do away with numerous functionaries of various departments at the village level. It was felt that a single functionary properly trained and imbued with the right spirit would be able to function more effectively with the villager. The villager too would be spared the bewildering confusion of a number of petty

officials approaching him with multifarious programmes, and would learn to look up to this single worker as his friend and guide (though not necessarily his philosopher). At present the Village Level Worker has a circle of about 10 Gaon Sabhas with a population of six to seven thousand people. It has been found in practice that this area is too large for him to handle effectively. This was the considered opinion of the Balwantray G. Mehta Study Team also, which suggested that the number of Gram Sewaks per Block should be increased from 10 to 20. Probably owing to financial limitations no provision was made in the schematic budget of the Block for doubling the number of Village Level Workers, but instead it was suggested that the number of Village Level Workers may be increased by merging some other cadres of departmental officials in the cadre of Village Level Workers.

2.9. Administrative experience, the recommendations of the Study Team, as well as the complete unanimity of public opinion on this point have made it clear beyond doubt that the circle of the Village Level Worker needs to be reduced if he is to function effectively. It, therefore, remains to be examined as to which other workers at the village level can be merged in the cadre of Village Level Workers so as to bring about a reduction in the V. L. W.'s area of operation. This will also meet the growing public demand for reducing the number of functionaries at the village level. The two functionaries who are mentioned most often in this connection are (1) the Panchayat Secretary and (2) the Lekhpal. The majority of people who expressed their views before the Committee pleaded for the merger of the posts of Panchayat Secretary and the Gram Sevak, thus giving each of them a workable area consisting of about five Gaon Sabhas each. This was the considered opinion of not only a large number of non-officials, but also a number of officials at various levels, including the Village Level Workers and the Panchayat Secretaries themselves. At the same time, quite a sizeable percentage pressed for the merger of the Lekhpal also, so that one combined functionary can discharge the work at present being done by the Lekhpal, the Panchayat Secretary and the Village Level Worker within a reduced area of about one to two Gaon Sabhas. There was, however, also quite a considerable body of opinion against the inclusion of the Lekhpal in this merger.

2.10. The Committee understands that the question of merger of all these three, or at least two of these functionaries, has been engaging the attention of the State Government for a considerable time, but that it has not yet been possible to take any final decision. In view of the very distinct public opinion in favour of merger of at least two of these posts, it is very necessary to make a full examination and reach a definite decision. The question may be examined from three standpoints :

(i) Whether the three posts of Lekhpal, Panchayat Secretary and Village Level Worker should be merged.

(ii) Whether the posts of Lekhpal and Panchayat Secretary should be merged, leaving the Village Level Worker untouched.

(iii) Whether the posts of Village Level Worker and Panchayat Secretary should be merged, leaving the Lekhpal alone.

ITEM NO. (i)

Whether the three posts of Lekhpal, Panchayat Secretary and Village Level Worker should be merged

On an examination of the functions of these three officials, it is found that there is little in common between the work performed by a Lekhpal and by a Village Level Worker. The former's duties are regulatory in nature, and largely consist of dealing with revenue matters and with the maintenance of records. The Village Level Worker, on the other hand, is a Development worker, with development as his sole aim and extension as his method. A Village Level Worker needs the help of the Lekhpal only in respect of certain limited matters, such as verification of security for loans, certain proceedings regarding demarcation of land, etc. While it would be advantageous for development work if these matters could be co-ordinated, yet it would be, perhaps, too much if in order to resolve these problems, a complete merger of the Village Level Worker and the Lekhpal, who otherwise function in almost separate spheres, is advocated. Such a merger would present very great difficulties, because it would mean a complete merging of revenue and development functions not only at the village level, but at higher levels also. Without such merger, it would be difficult for this combined functionary to work, because he would tend to be torn apart between the two separate hierarchies of the Revenue and Development set-ups. For instance, when the village level functionary should be busy in the fields at the time of the Rabi sowing, it might be incumbent upon him to attend the tehsil in connection with important revenue work. This merger of the Village Level Worker and the Lekhpal is, therefore, only possible if there is a merger of the Revenue and Development set-ups at the Block and Tehsil levels also. This particular experiment has already been tried out in one or two other States, notably Bombay, and has not met with success. The Ministry of Community Development and the Programme Evaluation Organization have also expressed their misgivings at the result of such a merger.

It must also be mentioned that the larger majority of people appearing before the Committee expressed a feeling of distrust against Lekhpals, and gave vent to grave apprehensions in case the Lekhpal was also brought within the development set-up.

After careful consideration, the Committee, therefore, feels that it would not be proper to combine the posts of Lekhpal and Village Level Worker; and that these two functionaries as well as the Revenue and Development agencies should continue to be separate up to the Block and Tehsil levels.

ITEM NO. (ii)

Whether the posts of Lekhpal and Panchayat Secretary should be merged, leaving the Village Level Worker untouched

While the duties of the Lekhpal and the Village Level Worker have little resemblance to each other, the Panchayat Secretary occupies an intermediate

position in that his duties resemble those of both. As the Secretary of a local institution, the Gaon Sabha, and being incharge of all the work connected with the records thereof, the duties of the Panchayat Secretary have a resemblance to those of the Lekhpal, who is the Secretary of the Gaon Samaj. On the other hand, the Panchayat Secretary is also a Development worker and is expected to work for the development of the Gaon Sabhas in his circle, and the items of development activity expected of him are those which are also expected of the Village Level Worker. Thus for work connected with an institution and with records, his duties resemble those of the Lekhpal and for purposes of development his duties are almost identical with those of the Village Level Worker.

Conflicting opinions have been held as to whether the Panchayat Secretary should be merged with the Lekhpal, or with the Gram Sevak. The Committee has already made a recommendation suggesting that there should be only one single body at the village level instead of two separate institutions, viz. the Gaon Sabha and the Gaon Samaj. At first sight, it might, therefore, appear logical that the two secretaries of the two institutions existing at present, namely the Panchayat Secretary and the Lekhpal, may also merge and work as the secretary of the single body that will be set up. It has also been suggested that this combined functionary after the merger of the Lekhpal and the Panchayat Secretary may be designated as an Assistant Village Level Worker, and may give necessary assistance to the Village Level Worker in his extension work through the village institutions and through other measures, such as demarcation, verification, etc. To supervise the work of this combined functionary, there may be a combination of the posts of Assistant Development Officer (Panchayats) and a Naib-Tahsildar in each Block, who would replace the present Panchayat Inspector and the Kanungo. This combined functionary at the Block level may work under the supervision of the Block Development Officer of the Block for development work and may be responsible to the Tahsildar for revenue work. This proposal has got certain attractive features about it. But in view of the fact that people have considerable distrust in the agency of the Lekhpal with regard to his method of approach and capacity to implement the Panchayat schemes and further in view of the fact that as secretaries of the Land Management Committees, they have failed to inspire public confidence, we do not recommend such a merger. The Committee also feels that the resemblance between the important development functions of the Panchayat Secretary and the Village Level Worker is of greater significance than the similarity in the functions between the Panchayat Secretary and the Lekhpal regarding maintenance of records, etc.

ITEM NO. (iii)

Whether the posts of Village Level Worker and Panchayat Secretary should be merged, leaving the Lekhpal alone

As regards the merger of the Village Level Worker and the Panchayat Secretary, it has already been mentioned that the largest body of public

opinion was in favour of the merger of these two functionaries. In actual practice also, and especially in connection with the recent Kharif and Rabi campaigns, the Panchayat Secretaries have been called upon to perform duties similar to those of Gram Sevaks, and have been given a separate area of about five villages within which to implement the food production campaigns. By the merger of these two posts and the creation of a single unified cadre of Village Level Workers, the number of Village Level Workers will be almost doubled, and the area of operation reduced to about five Gaon Sabhas, which would be the optimum. In this way, we would be meeting the strong public demand by (i) reducing the area of operation of the Village Level Worker, and (ii) by reducing the number of functionaries at the village level, because after this merger there would be only two main functionaries, (i) the Lekhpal for revenue and land records work, and (ii) the Gram Sevak for all development and Panchayat work. The Committee, therefore, makes a definite recommendation for combining the posts of Village Level Worker and Panchayat Secretary.

It was brought to the notice of the Committee that experiments in combining these two posts have been tried in one or two States, but have not proved successful. Conditions vary from State to State, but in Uttar Pradesh the Committee feels that the conditions are such as to call for a merger of these two posts. This is supported by the experiment in the Pilot Project at Mahewa, district Etawah, where there are no Panchayat Secretaries and where the number of Village Level Workers has been doubled. These Village Level Workers are looking after the work of the Panchayats also, and it has been found that barring a few occasional delays in the preparation of some Panchayat forms and returns, the development work as a whole has greatly improved. The recent experience of Kharif and Rabi Campaigns also indicates that in this State the conditions are ripe for such a merger.

How This Merger May be Brought About

2.11. This proposal may be implemented in the first instance in the blocks which are at present functioning, namely 370 Stage I and Stage II Blocks. As and when new blocks are opened, the merger may take place in those Blocks also. In the Shadow Blocks, however, the Panchayat Secretaries may continue to function as at present for the time being.

2.12. In the running Blocks, the Panchayat Secretaries may be appointed as Village Level Workers, but they may be given a lower scale of pay to begin with. The scale of pay for a Village Level Worker is Rs.75—120. The Panchayat Secretaries may be appointed in the scale of Rs.50—80, which corresponds, to some extent, with their existing emoluments. They may, however, be given dearness allowance and cycle allowance. A programme of training for these Panchayat Secretaries may be drawn up, and as many Panchayat Secretaries as complete the training successfully and show good performance in the field may thereafter be considered for appointment in the higher grade.

2.13. A number of difficulties have been pointed out in connection with such a merger. These are examined below :

(i) *Difficulty about the Panchayat Secretary not being a Government servant*—It has been said that the Panchayat Secretary is a servant of the Panchayats and is not a Government servant. This, however, appears to be only a technical difficulty. In fact, the pay of the Panchayat Secretaries is met entirely by Government in the shape of grants-in-aid to the Panchayats. Powers of appointment and control over the work of Panchayat Secretaries vest in Government Officers. The Panchayat Secretary largely carries out programmes which are implemented or at least initiated by Government. There will not be much change in the actual position if the Panchayat Secretary is made a Government servant and this will be welcomed by the workers themselves who will thereby be afforded greater security and higher status.

There was one school of thought which urged that the Panchayat being the smallest unit of Local Self-Government should not be deprived of its Secretary by being made a Government servant. In reply to this, it might be said that while the Panchayat is certainly a unit of Local Self-Government, its main function is the development of the village. If the Panchayat cannot fulfil its function of rural development, it loses the very justification for its existence. At the present moment, it is far more necessary to make them effective organs of development rather than concentrate on model constitutions and idealistic bye-laws. Anything that can help the Panchayats in discharging this role is, therefore, to be welcomed, and the linking of the Gram Sewak with the Panchayat will definitely help to strengthen the Panchayats as development institutions for the promotion of village uplift.

(ii) *Objection that such a merger will result in the lowering of standard of the Village Level Workers*—It has been pointed out that while Village Level Workers are recruited through a strict appraisal of merit and are thereafter given 18 months (now two years) intensive training, most of the Panchayat Secretaries did not face any such rigorous selection at the time of appointment, and a good number of them have not even passed the High School Examination. Furthermore, they have not gone through any intensive course of training as might equip them for the performance of the multi-purpose duties expected of Village Level Workers. To this it may be said that a large number of people hold the view that about 60 to 70 per cent of the present Panchayat Secretaries may be depended upon to work effectively as Village Level Workers after a period of intensive training. It has already been recommended that Panchayat Secretaries should be put through a comprehensive training course, and such of them as are not found suitable, may be weeded out. But if the majority of Panchayat Secretaries are such as can discharge the duties of Village Level Workers after proper training, then there is no justification for not appointing them as such simply on the basis of an

apprehension that standards will be lowered. Besides, the reduction in the area of both the Village Level Worker and the Panchayat Secretary will add greatly to the efficiency and effectiveness of both.

(iii) *Difficulty about the increased financial liability of the State*—It has been pointed out that Government will have to pay a dearness allowance of Rs.25 per month and a fixed T. A. of Rs.10 to the Panchayat Secretaries on their being declared Government servants and appointed Village Level Workers which will mean ultimately an increase in expenditure to the tune of Rs.36 lakhs per annum besides extra expenditure on part-time assistance for Nyaya Panchayat work as explained subsequently. Further when the more deserving of the Panchayat Secretaries are brought on to the higher grade of Rs.75–120, this will mean more expenditure. There is no denying the fact Government's financial liability will increase, but the Committee hopes that in the interest of the programme, Government would not hesitate to bear this extra expenditure. Both official as well as non-official workers feel that for the success of the Community Development Programme it is imperative that the circle of the Village Level Worker is restricted to five Gaon Sabhas at the most and the Committee entirely shares this feeling. This was also the opinion of the Balwantrai G. Mehta Study Team, and we believe that in the interest of the Community Development Programme, on the success of which depends the future of the rural areas, the Government will agree to bear this expenditure.

Functions of the Village Level Worker after combination of the two posts

2.14. After the merger of the posts of the Panchayat Secretary and the Village Level Worker, the Village Level Worker in the reduced circle of about five villages will continue to perform all the functions which are at present separately discharged by the Panchayat Secretary and the Village Level worker. It is felt that there will be no difficulty about this, because while the functions may increase, the area of operation will be reduced to half. In the reduced circle less time will be lost in moving from place to place and greater contact between the Gram Sewak and the people will be ensured.

2.15. There will, however, be two items of work at present discharged by Panchayat Secretaries which will not be done by the combined functionary :

(a) *Collection of taxes*—It is proposed that the Gram Sewak will do the clerical work involved in the assessment of taxes, but he will not be actually called upon to go and realize the taxes. This is because if he is in any way associated with the demanding of money and coercive measures connected therewith, his value as an extension worker will be lost. It is felt that there would be no difficulty if the Gram Sewak is not called upon actually to realize taxes. It is proposed that in place of the taxes at present assessed by Panchayats on land revenue a surcharge on land revenue may be imposed, which may be realized by the Collection agency of the State Government and made over to the Panchayats.

Regarding the other taxes levied by the Panchayats, some other agency may be employed for the actual realization of taxes in case the Pradhan is disinclined to do the realization himself.

(b) *Nyaya Panchayat Work*—After merger, the Gram Sewak will have no concern with Nyaya Panchayat work, because this is, in no way, connected with development work. For Nyaya Panchayat work, it is suggested that the Panchayat may engage a part-time worker on a small honorarium. This should be possible, because Nyaya Panchayats do not meet more often than once a week. Furthermore, in the nomination of Panches, literacy is now taken into account, and hence the Nyaya Panchayats are not dependent upon Panchayat Secretaries to the same extent as before. At the rate of Rs.15 per month for a part-time worker, the total expenditure is likely to be about Rs.15 lakhs per annum.

2.16. The Committee has already made a recommendation for the abolition of the distinction between the Gaon Sabha and the Gaon Samaj and for the discharge of both the functions by a single body, the Gaon Sabha. The Village Level Worker-cum-Panchayat Secretary will be the Secretary of this Gaon Sabha. It is strongly felt that Panchayats should be built up as units of Local Self-Government, and functions of land management should also be entrusted to them. There is no reason why work connected with the management of land entrusted to Panchayats should be supervised by the Revenue Department. The Panchayats should be given authority to deal with all matters concerning public land within their area, assisted by the Village Level Worker-cum-Secretary, and supervised, where necessary, by the Development-cum-Panchayat agency.

2.17. At the time of forming new circles after the merger of the posts of Gram Sewaks and Panchayat Secretaries, this committee recommends that an attempt should be made to establish some relationship between the circles of the Lekhpal and the Village Level Worker. When all the blocks have been opened and all the Gram Sewaks are in position, it may be possible to make the circles co-terminus, but in the meantime, possibilities may be explored of having two Lekhpal circles, within the circle of one Village Level Worker. This may necessitate minor alterations in the existing Lekhpal circles, but this should present no unsurmountable difficulty.

2.18. In this connection it is also suggested that as far as possible boundaries of blocks and Parganas may be made co-terminus with each other.

2.19. The Committee wishes to invite Government's attention to a feeling of dislike and distrust which the people in general have against the Lekhpal. This was voiced wherever the Committee went. It is, therefore, of importance that something is done to meet this growing volume of public criticism and to bring about a definite improvement in the Lekhpal's work and conduct. This is for Government to consider, but as far as development work is concerned it is felt that some re-orientation needs to be given to the Lekhpals in order to bring home to them the importance of development programmes.

It would also help if the Lekhpals are categorically required to attend meetings of Gaon Panchayats and Block Development Committees.

2.20. It is also suggested that certain statistics regarding improved agricultural practices should be maintained by the Lekhpals which are now either not maintained at all or have to be maintained by the Gram Sewak. In respect of certain other matters also, the maintenance of statistics by the Lekhpal will prove very helpful. The details will, however, have to be worked out by the Development Commissioner's organization and the Board of Revenue in consultation with each other.

2.21. The Committee has recommended that the Village Level Worker should be the Secretary of the Panchayat after the most careful consideration. The Balwantraj G. Mehta Study Team has proposed that the Village Level Worker should be only the Development Secretary of the Panchayat and should be kept separate from its office work. That committee probably made this guarded recommendation because the conditions of Panchayats vary from State to State and the committee desired to suggest a pattern for All-India application. Since in Uttar Pradesh the Panchayats are well-established and are being entrusted more and more with development functions, the Committee is of opinion that the association of Village Level Workers with Panchayats as their full-fledged Secretaries will go a long way to give them a development bias and to improve their functioning in all respects.

2.22. The Ministry of Community Development hold the view that the Village Level Worker should not even be the Development Secretary of the Panchayat and should be purely an extension worker. There is no doubt that given the necessary conditions, it would be ideal if the Village Level Worker could be purely and simply an extension worker. The conditions in the villages to-day; however, are not such as to enable a mere extension worker to achieve any measurable success in the implementation of programmes. Under the conditions prevailing to-day the Village Level Worker has inevitably, to some extent, to function not only as an extension worker but also as a service agency. Further it is essential that he should have an effective contact with the institution which has to play a primary role in rural development, namely the village Panchayat. It is, therefore, only a counsel of perfection if in the present-day conditions we continue to hold that the Gram Sewak should confine himself only to an educative and advisory role; and for this reason, after great deliberation, we feel inclined to differ from the Ministry of Community Development and recommend that the Gram Sewak should be the secretary of the Panchayat.

2.23. We must make it quite clear, however, that this necessity should be only a temporary phase. Gradually when the Institutions develop and when the villages throw up their own leadership competent to shoulder the responsibility of implementing the programme, the Gram Sewak can resume his proper role of purely an extension worker.

2.24. The combination of the posts of Panchayat Secretary and the Gram Sewak inevitably means a virtual merger of the Community Development and

the Panchayat Raj Set-ups. The District Planning Officer is already the District Panchayat Officer. At the State headquarters also there will be a need for this integration, and this will be examined later while we deal with the administrative set-up at the State level. It might also be advantageous to transfer the work connected with Panchayats in the Secretariat from the Local Self-Government Department to the Planning Department, because while the Local Self-Government set-up will deal with the structure, frame-work, etc. of these bodies, it is the development programmes alone that can infuse life and vitality into them.

Co-operative Supervisors and Village Level Staff

2.25. A large number of people expressed the view that the post of Co-operative Supervisors should also be combined with those of Village Level Workers and Panchayat Secretaries. There is much to be said for this because in this manner the Gram Sewak will also become squarely responsible for the other main institution of village life, namely the village co-operative. But the Committee is hesitant to make any such recommendation because, the co-operatives are autonomous business institutions and any dislocation in their working might result in loss and inefficiency. Further, co-operative supervisors are essentially responsible to Co-operative Banks and any attempt to merge them with Village Level Workers will be tantamount to depriving the Banks of their staff meant to safeguard their funds distributed in the rural areas. Such a step will disrupt the Co-operative Banking structure and upset the loaning programme in rural areas.

Assistant Agriculture Inspectors

2.26. There was a suggestion that Assistant Agriculture Inspectors should be pooled with Village Level Workers. We feel that Assistant Agriculture Inspectors, who are in charge of institutions, such as seed store, Demonstration Farms, Nurseries, etc. should not be brought into the Pool, because institutional work forms an essential base for extension work and should not be disrupted. But Assistant Agriculture Inspectors, purely in charge of Demonstration work may certainly be brought into the cadre of Village Level Workers, and such a step is not likely to present any difficulty because their scale of pay is the same as that of the Gram Sewaks.

2.27. A number of suggestions were received regarding the merger of other categories of village level staff. For instance, it was suggested that Lekhpals and Canal Patrols should be merged, wherever both these functionaries exist, because both of them are concerned with records work. It was suggested that in a reduced area the same functionary could maintain the necessary records both for land revenue and for irrigation. There is something in this suggestion, which the Government might like to consider, but the Committee has not gone into the matter deeply enough to be able to make a considered recommendation.

2.28. The Committee has given considerable thought to the organizational set-up at the village level, and its recommendations have been influenced by

the urgency of providing relief to Gram Sewaks by strengthening their number and by reducing their circle. We fully appreciate, however, that the only way to relieve Gram Sewaks of many of their functions which they have now performed to perform is to build up effective village institutions and village leadership. When the initiative comes from the people, and they themselves formulate and implement their programmes, the work-load of the Gram Sewak will be considerably reduced and he can play his proper role of providing technical help and guidance. At the moment, only too often it is the Gram Sewak who has to take the initiative and build up people's interest, and supervise the implementation of the programme. In many cases he has also to see to the constant maintenance of the supply line. This naturally detracts him from his primary role of an "extension worker". "Extension" means education, and not looking after the supply line, or involvement in actual execution and administration. This blurring of the Gram Sewak's role is, however, inevitable in the early stages, but emphasis has to be laid more and more on building up voluntary workers from among the people.

Block Level

2.29. The staffing pattern at the block level consists of a number of Assistant Development Officers, who are subject-matter specialists and who supervise the work of the Gram Sewaks. The programmes of these Assistant Development Officers are in turn co-ordinated by a general purpose Administrative Officer, the Block Development Officer. While the Gram Sewak is meant to be a multi-purpose worker, the Assistant Development Officer is supposed to be a subject-matter specialist. Since there are about six or seven Assistant Development Officers supervising and guiding the work of the Gram Sewaks, co-ordination amongst them becomes a task of primary importance, and has to be the Block Development Officer's main responsibility. It is for him to see that various programmes are given the emphasis merited by each during each particular season or month of the year, and that the work of the subject-matter Assistant Development Officers is so planned that the multi-purpose Gram Sewak is not overwhelmed by the pressure of too many programmes, but that his work is evenly distributed throughout the year and he is able to give the necessary help and assistance at the proper time for the programmes in hand.

2.30. During the course of its tours and from the examination of replies to the Questionnaires issued by it, the Committee found that quite a number of persons had made the following suggestions :

(1) That the number of Assistant Development Officers should be reduced, as there are too many people to supervise the Gram Sewak thereby distracting him to some extent from his primary work in the villages, and

(2) That the Assistant Development Officers themselves should be given advanced training in a number of programmes and should function as multi-purpose workers incharge of a zone in the block consisting of about 20 villages.

2.31. These suggestions are examined below :

SUGGESTION NO. 1

Reducing the number of Assistant Development Officers in a block—The following are the Assistant Development Officers, who are supposed to function in a stage I block (though the full complement has been provided only in some of the Stage I blocks which have been taken up for intensive development) :

- (1) Assistant Development Officer (Agriculture).
- (2) Assistant Development Officer (Animal Husbandry)
- (3) Assistant Development Officer (Panchayats).
- (4) Assistant Development Officer (Co-operation).
- (5) Assistant Development Officer (Social Education).
- (6) Assistant Development Officer (Public Health).¹
- (7) Assistant Development Officer (Women).
- (8) Assistant Development Officer (Rural Engg.) (Overseer)
- (9) Assistant Development Officer (Industries).

2.32. As far as Assistant Development Officers (Industries) are concerned, there are very few of them because at present the State Government does not propose to follow the block pattern for the establishment of industries. The case of the Assistant Development Officer (Women) is also a special one because she does not supervise the work of the Gram Sevaks, but is meant to look after the women's programme, which is implemented through Gram Sevikas and Gram Lakshmis. The functioning of the women's programme has been examined elsewhere, but it will be advantageous if the Assistant Development Officer (Women) is given a small compact area where she may concentrate Gram Sevikas and Gram Lakshmis available to her and make the programme successful. This will eliminate the need for her having to cover long distances in the block without being able to concentrate on the women's programme in any particular area.

2.33. In view of the importance of the food production programmes and of building up village institutions, namely the Co-operatives and the Panchayats, there can be no two opinions about the need for the posts of Assistant Development Officer (Agriculture), Assistant Development Officer (Animal Husbandry), Assistant Development Officer (Co-operatives) and Assistant Development Officer (Panchayats). Some suggestions have been received regarding combining some of these posts with others, notably Assistant Development Officer (Co-operatives) and Assistant Development Officer (Panchayats). This experiment was tried out in this very State, but had to be given up as a failure, because one official was not able to give the requisite degree of attention to both these important institutional programmes within a block. What is worth consideration, however, is whether we may have two Assistant Development Officers, trained in both

¹ A. D. O. (Public Health)—for this one post of Sanitary Inspector is sanctioned.

Panchayats and Co-operatives work and give them about 50 villages each. This will lessen the number of supervisory agencies over the Gram Sewaks.

2.34. The post of Assistant Development Officer (Social Education) was at one time considered to be extremely important because of the emphasis given to the Social Education programme, which is the keynote of Community Development programme. The Assistant Development Officer (Social Education) was supposed to promote popular consciousness and build up people's participation in respect of the other programmes. In actual practice, however, it has been found that neither by training nor by equipment are the present Assistant Development Officers (Social Education) in a position to live up to the difficult role envisaged for them. The Committee fully realizes the importance of Social Education and the need for a worker who can give all his time to awakening people's consciousness, changing their outlook and enlisting their participation. But in view of the fact that most of the present Assistant Development Officers (Social Education) are not able, by virtue of their calibre and training, to discharge satisfactorily these functions, it appears necessary that while making recruitment for this cadre, persons with better academic attainments with the degree of M. S. W. be selected. After selection, they should be put through a course of basic training to be imparted by really efficient instructors and Lecturers. Good training and inspiration received at the training centres will furnish the Assistant Development Officers for their difficult job they have to perform. In recruiting such personnel, Government may have to consider the question of increasing their emoluments so as to attract right type of stuff, possibly in the grade of Rs.200—350. Regarding the existing strength of Assistant Development Officers (Social Education), it is suggested that they may be suitably adjusted.

2.35. As regards the Assistant Development Officer (Public Health), he has also not much direct relation with the main activities at present being undertaken in the Community Development Programme, where the main emphasis is on food production. Considering, however, the close link between the health of the people and their productive capacity and prosperity, it would not be desirable to suggest the abolition of this post.

2.36. There has been unequivocal demand that the block team should have an Overseer, who can give necessary technical advice and assistance to the people in the local development works. At present these programmes are often handicapped for lack of adequate technical guidance, and in some cases faulty constructions are made resulting in waste of people's effort and money. In view of this, the Committee recommends that there should be a post of an Overseer in every block.

2.37. There has also been considerable volume of opinion suggesting that the canal staff concerned with the distribution of water should have a close link and contact with the block team. In the Canal Department it is the Zileदार, who is concerned with the distribution of water and it is, therefore, recommended that the possibility may be examined of making the Zileदार function as a

member of the block team in the capacity of Assistant Development Officer (Irrigation). He would continue to be responsible to the Executive Engineer, Canals for the discharge of his duties but his work in the area of the block would be co-ordinated by the Block Development Officer.

2.38. Thus as a result of the Committee's recommendations, the number of Assistant Development Officers may actually go up. It is felt, however, that in view of the need for an all-sided development it is inevitable that we should also have a number of subject-matter specialists, who can give the necessary technical advice in respect of all the programmes.

2.39. So far as direct supervision over the work of Village Level Workers is concerned, it will largely be done by Assistant Development Officer (Agriculture), Assistant Development Officer (Panchayats), Assistant Development Officer (Co-operatives) and Assistant Development Officer (Public Health). This number is not too many. Other Assistant Development Officers dealing with specialized programmes like women's programme or works programmes, etc. will not be required to exercise direct and constant supervision over the Village Level Workers.

SUGGESTION NO. 2

2.40. It was suggested that Assistant Development Officers should be given advanced training in a number of subjects so that they may function as multi-purpose workers incharge of a zone in the block consisting of about 20 villages.

2.41. Although this idea was advocated by a large number of persons, it is felt that such a suggestion contains an element of over-simplification. The Gram Sewak in the field and the Block Development Officer at the head of the block team are already general-purpose men, and do need the assistance of specialists who can better appreciate the villager's problems against the background of their deeper knowledge and evolve correct solutions. If Assistant Development Officers are made multi-purpose, it will result in the Block Development Officers and the Village Level Workers being deprived of sound technical knowledge which the subject-matter specialists are meant to supply.

2.42. Furthermore, there has been considerable criticism even in the case of the Gram Sewak and it has been found to be difficult for a multi-purpose worker to look after several programmes even at that level. Again and again one has heard the trite saying being repeated that the Village Level Worker has become a "jack of all trades and master of none". When this is said of a worker at the village level, how much more difficult will it be to expect multi-purpose functioning from a worker at the block level where a much higher standard of knowledge is presumed.

2.43. The Committee has given considerable thought to this question and is alive to the administrative conveniences which it promises. But it is firmly of opinion that subject-matter specialists at the Block level should, in no circumstances, be converted into multi-purpose workers. Efforts made by certain

Block Development Officers to give overall responsibility in respect of all programmes for a part of the block to a particular subject-matter specialist have been denounced as a completely unworkable proposition by the Heads of Departments. Such a system ties down the subject-matter specialist only to a portion of the block and thereby snaps the link of the departmental hierarchy with the rest of the block area. The Committee feels that unless specialized attention is paid to the rural areas for the development of different aspects of the programme, success will be difficult to achieve.

Block as a unit of Development

2.44. The Block Development Officer being the administrator and co-ordinator of all programmes at the block level, it would be an advantage if all departments regard him as their agent for purposes of execution of their programmes within the block area. Government have also decided that the block will form the unit for planning and development. Some of the departments have allocated their staff and broken up their programmes in the districts on the block pattern. Some departments may not be able to adopt the block pattern and some adjustments may have to be made in their cases. But it should be clearly accepted by all development departments that the block will be unit of planning and development. At present there seems to be some mental reservation with regard to this on the part of some departments. It will greatly simplify matters if the Block Development Officer is recognized as the common agent of all development departments at the block level and is given certain powers of supervision and co-ordination over the staff and extension programmes of all departments within the block. This should be conducive to the growth of a spirit of integration between the various development departments and would, to a considerable degree, minimize the effects of isolated departmental work which marks the existing approach. To achieve the purpose in view, the Block Development Officer, for instance, may be the drawing and disbursing authority of pay and allowances, etc. in respect of the staff of all departments concerned with extension work in the block, and may sanction casual leave to them. This will also be in the interest of decentralization of powers on which so much emphasis is being laid.

2.45. The decision has already been taken regarding the merger of the various subject-matter Assistant Development Officers in their corresponding departmental cadres. This, however, has not yet been implemented. It is suggested that the Assistant Development Officers be merged in the departmental cadres. The District Magistrate and the District Planning Officer, however, should be given some control over them and over the group III staff working in the district and (ii) the Heads of Departments may make large-scale delegation of powers to their divisional and district level officers.

2.46. At present there are certain disparities in the pay scales of officers working in group II posts. While the pay scale of an Assistant Development Officer is Rs.120-250, some categories like Sub-Deputy Inspector of Schools have a higher maximum, while others like Panchayat Raj Inspectors have a lower

maximum. There should be the same pay scales for all these officers. Further when the question of promotion of these officers to the post of Block Development Officers is considered, it becomes difficult to fix *inter se* seniority because the Assistant Development Officers and Group Level Workers come from different departments having different rules of service. It will help to resolve these problems as well as bring about a better understanding of the essential unity of all development programmes, if a Subordinate Development Service in the scale of Rs.120-300 is created having specialized branches for Agriculture, Co-operative, Panchayat, etc. The recruitment and training of the personnel of the different branches should be separately conducted but the entire Service personnel must undergo a common course of extension training.

2.47. The Block Development Officer as a common co-ordinator for all the departmental programmes within the block and as a captain of the block team has a special responsibility. It is felt that he can successfully discharge these duties if he himself has got some experience of the working of departments whose work and progress he is expected to co-ordinate. Experience has shown that most of the directly recruited Block Development Officers are handicapped for want of such experience. It is understood that Government have already taken a decision that henceforth the post of Block Development Officer will only be filled in by promotion, and the Committee welcomes this decision.

2.48. The subject-matter Assistant Development Officers in the block are under the administrative control of the Block Development Officer, but have at the same time, to be linked to the corresponding district level departmental officers for technical guidance and supervision. In order to give the departments effective technical control over the respective Assistant Development Officers it has already been decided that the latter will form part of the cadres of their respective departments which will become responsible for their recruitment and training. At the same time, this arrangement should not disturb the block pattern of working. The Assistant Development Officers should continue to work under the Block Development Officer and the district level officers should regard the Block Development Officer as their agent for promoting their programmes within the block. While the district level officers will exercise the necessary technical supervision over the work of the Assistant Development Officers, it is the Block Development Officer, who is responsible for the implementation of the programmes and it is through him that the district level officers must work. At the same time, it is necessary that the district level officers may be given some degree of control over the Block Development Officer. As a first reaction, this suggestion might appear impracticable particularly in view of the fact that the experience of dual controls does not ordinarily tend to create confidence in the smooth functioning of such arrangements. But the Committee has given some thought to this matter and feels that since the scheme which it has in view is one of healthy integration, this can easily be achieved through a genuine spirit of oneness and of working for a common aim. It would, therefore,

appear that some control over the Block Development Officer needs to be given to the district level officers and the Committee understands that certain instructions about the submission of confidential reports in respect of the work of the Block Development Officers with regard to their particular programmes have already been issued. What is important is that while the district level officers should be able to have proper control over the implementation of their programmes within the Block, the working of the block team should in no way be impaired.

2.49. In working out arrangements to balance the extent of dual control that has become unavoidable, the question of making entries in the character roll naturally plays an important part. The question of such entries is important also because the suitability of general-purpose workers like the Village Level Workers has to be assessed for special purpose posts like Assistant Development Officers, and the work of special purpose workers like Assistant Development Officers has to be assessed for general-purpose posts like Block Development Officers. It is, therefore, suggested that the character roll entries should try to give as complete a picture of the worker and his work as possible. The various Assistant Development Officers should first give their reports as to how the Village Level Worker performed the functions with which they are concerned. Such reports should be verbatim recorded on the character roll of the Village Level Worker by the Block Development Officer who should submit them to the District Planning Officer/Additional District Magistrate (P) with his own assessment of the Village Level Worker's performance. The final remarks should then be recorded by the District Planning Officer Additional District Magistrate (P).

2.50. In the case of Assistant Development Officers, the remarks of the Block Development Officer and the District Level Officer of the subject-matter concerned must be entered on the recommendation side of the character roll by the District Planning Officer, and thereafter the District Planning Officer and the District Magistrate may give their final remarks as well as their over-all assessment. In this manner both the Block Development Officer and the District Level Officers will be entitled to have the remarks regarding the Assistant Development Officer brought on to the character roll.

2.51. In the case of Block Development Officers, the remarks of the District Planning Officer and the District Magistrate will go to the Zonal Deputy Development Commissioner and Assistant Development Commissioner. The District Level Officers may submit their own remarks in respect of the manner in which the Block Development Officers carried out their programme to their Regional Officers. The Regional Officers may utilize these remarks in sending their own comments on the work of the Block Development Officers to the Zonal Deputy Development Commissioner/Assistant Development Commissioner who will forward the remarks of the District Magistrate and of the Regional Officers to the Commissioner with his own remarks. The final entry in the character roll of the Block Development Officer will be made by the Divisional Commissioner after taking into account the remarks of the District Magistrate, the Zonal officer and the Regional departmental officers.

2.52. It will be seen that throughout the Block pattern of working there is a bi-focal link. The multi-purpose Village Level Worker takes guidance from a number of subject-matter specialists and has to pay proper attention to the programmes of each of them in accordance with the priorities fixed by the Block Development Officer and the Block Development Committee. The Assistant Development Officer is under the control of the Block Development Officer, but is at the same time linked to the district level departmental officer. The Block Development Officer, in his turn, is responsible to the district level departmental officers for the working of their programmes within the Block, but at the same time, in his role as administrator and co-ordinator, is primarily responsible through the District Planning Officer to the District Magistrate. This bi-focal link may appear somewhat complicated and has caused occasional controversies. But, given the necessary goodwill and understanding on all sides, the system can work well. In fact, the experience of the last few years in this regard has been generally quite satisfactory. What is necessary is that personal considerations and questions of prestige must be subordinated to the overwhelming challenge of development. By now, however, the system itself has come to be recognized as an indispensable one if the working of numerous programmes is to be properly dovetailed. Co-ordination presupposes some degree of control, and it does mean certain amount of subordination of the agencies whose work is being co-ordinated. But while these agencies have come to recognize that co-ordination is essential in the common interest of all, those in the co-ordinating role have become only too well aware of the fact for supplying the necessary technical content for all the programmes they must enlist the active and willing co-operation of the agencies concerned.

2.53. In the case of Shadow Blocks, an attempt is already being made to carry on development activities through the existing staff such as Agriculture Inspector, Co-operative Inspector, Panchayat Inspector, Co-operative Supervisors, Panchayat Secretaries, etc. Shadow Block Committees have also been formed. The work of all these officials needs to be co-ordinated and requisite guidance given. The Sub-Divisional Officers and Tahsildars can do a lot in this direction. While the Chairman of the Shadow Block Committee should be a non-official the programme execution should be put under the charge of the Sub-Divisional Officer or the Tahsildar, as the case may be. The Committee further recommends that Panchayat Inspectors should be appointed conveners of these Committees.

III. DISTRICT LEVEL

2.54. The integration and co-operation achieved at the block level is reflected to some extent at the district level also. The District Magistrate is the Captain of the development team, while all the work relating to planning and development is attended to by the District Planning Officer or Additional District Magistrate. (Planning). Some development departments namely Agriculture, Animal Husbandry, Co-operative, Panchayat and Prantiya Rakshak Dal have been pooled at the district level and district offices of these departments

have been merged into what is known as the "District pooled planning office", and have been placed under the direct administrative control of the District Planning Officer or Additional District Magistrate (Planning). The District level departmental officers work directly under him.

2.55. As regards the role of the District Magistrate, the Committee feels that the District Magistrate has so many duties to perform that he is unable to give the amount of attention for development work which is required of a Captain of the development team. A suggestion was received that the District Officer may devote himself entirely to development work and the routine duties like, law and order, revenue, etc. may be attended to by an Additional District Magistrate. Considering the special position of the District Officer in the district, the Committee feels that such a suggestion would be difficult of implementation, but what is needed is to give the District Magistrate sometime to devote to development work and also the necessary orientation to enable him to discharge these important duties.

2.56. As regards the District Planning Officer or Additional District Magistrate (Planning), the Committee feels that it will be better if the designation of this officer is changed to District Development Officer. Right from the bottom of the hierarchy to the top, the term "Development" occurs in the designations of the officials in this set-up, for example, Assistant Development Officer, Block Development Officer, Assistant Development Commissioner, Deputy Development Commissioner and Development Commissioner. There seems to be no special need for retaining the term "District Planning Officer", and it will be appropriate if the designation of this officer is now made "District Development Officer".

Pooling

2.57. The first steps towards "Pooling" were taken in February 1951 and further orders were issued in subsequent years. The departments that have thus been brought under the administrative control of the District Planning Officer are known as the pooled departments, while the system itself is known by the some what vague term "Pooling".

2.58. The Committee heard a great deal about the system of pooling during the course of its tours and in the interviews held with non-officials and officials. This is a system regarding the success of which considerable difference of opinion exists. While there were some who felt that this system was a necessary one and needed to be further strengthened, there were others who were of the opinion that all difficulties and bottlenecks could be directly attributed to it. This latter view in particular was held by the senior officers of the departments whose district level offices have been pooled.

The Committee has given careful thought to this whole question and has reached to the conclusion that the system of pooling should be continued, and that it should be made more effective by plugging some of the loopholes. As

far as the officials were concerned, there were those, who were in favour of pooling, while there were others, who were against it. The majority, however, favoured pooling. This was the case even with the district level officers of the pooled departments, who were not against the system of pooling as such, but pointed out certain difficulties of theirs regarding accommodation, stationery, staff, etc. When questioned pointedly, they were of the opinion that if these difficulties could be resolved then the system of pooling had much to commend it and it led to efficiency and co-ordination in working. The Committee, therefore, feels that if due attention is given to the removal of these difficulties, then there will be very few in the district who will not be in favour of the continuance of the system of pooling.

2.60. The difficulties, however, appear to be serious and need the early attention of Government. The greatest difficulty is that of the shortage of staff. The work has extended manifold, but the increase in staff has not kept pace with the expansion of work. In all districts there was a cry that it was proving most difficult to carry on efficiently with the existing staff, and the need for more staff was strongly pressed before the Committee. It is, therefore, necessary that proper attention is now given to this very pressing problem, and staff is provided on a scale adequate to cope with the greatly increased volume of work.

2.61. There were other difficulties such as shortage of stationery, typewriter, etc. These too need to be attended to. There may be some increase in expenditure, but this will be more than compensated by the great increase in efficiency.

2.62. The district pooled planning office has already been constituted into a number of sections to deal with various departmental subjects, such as Agriculture, Animal Husbandry and so on. While the office should continue to be one single combined office, there is a great need for strengthening the sections. As far as possible, each section should be made self-contained with all the requisite staff such as Cashier, Typist and equipment such as typewriter, etc. Certain routine duties like receipt and despatch may be attended to by a central section, but even here the sections may have some discretion to deal with urgent matters.

2.63. There is also a feeling in the minds of the sectional officers that they do not have adequate control over the staff. It is, therefore, necessary to give the sectional officers increased powers in respect of the sections working under them. While recruitment may be common, the Sectional Officer should have full powers of punishment over the staff working in his section. However, while the appeal against the orders of the sectional officers in matters of punishment may lie to the District Planning Officer, the remarks of the section officer should invariably be incorporated in the character roll, together with such comments as the District Planning Officer desires to make. Staff from one section should not also ordinarily be transferred without the consent

of the Section Officer. As far as possible, when staff has to be transferred, it would be better if the officials concerned are sent to the corresponding section in another district planning office, so that the experience gained by them in any particular department is not lost.

2.64. The opposition to pooling came mainly from the higher officers of some of the pooled departments, some of whom expressed themselves quite strongly on the subject. Even here, however, on closer examination these officers admitted the need for greater co-ordination and also for some form of integration between the departments dealing with allied activities, for instance, Agriculture, Animal Husbandry and Co-operation. Thus even at this level, the officers recognized the necessity for some form of closer co-ordination and even integration between the departments dealing with allied activities, even though they expressed themselves against the system of pooling as it existed to-day. Their hostility to pooling seemed to lie mainly in their impression that it had led on the one hand to domineering role of the Planning Department over other development departments, and on the other to the curtailment of some of their existing facilities which have undermined their efficiency and will to work. The Committee has kept this fact in view in their deliberations and has, after giving due weight to it, tried to find out and to suggest ways and means whereby the prevailing sense of frustration might be removed and the growth of inner pulls undermined.

2.65. As far as non-officials were concerned, it has already been mentioned that the overwhelming demand was for a simplified system of administration. Most of the non-officials were of the opinion that the system of pooling should be continued and should be still further strengthened and other departments including the Irrigation Department should also be brought in.

2.66. The Committee has taken note of this non-official demand and after a close study has come to the conclusion that the system of pooling is definitely advantageous and has led to good results. It is not possible now to go back nor would it be desirable to have separate departments working independently of each other, and each having its own hierarchy from top to bottom. The need of the hour is that administrative conditions should be improved; that administration should be simplified and that there should be closest co-ordination not only amongst all development departments but also amongst them and non-development departments. In a welfare State, all departments, even departments like Police and Revenue, are expected to work for the objectives of the welfare State and there can be no feeling of separateness between their activities and those of the departments directly concerned with development. The Committee, therefore, makes the definite recommendation that the system of pooling as it exists to-day should be continued, should be made more effective and should be extended to other departments also. At the same time, some of the bottlenecks and difficulties causing petty irritations should be removed.

2.67. It is also noteworthy that a majority of the persons, who appeared before the Committee mentioned in connection with the pooling that many of

the difficulties arose because it had not been extended to the higher levels also. This has resulted in pulls from different directions being exerted on the officers in the pooled set-up in the districts. It was, therefore, emphatically asserted that either the system of pooling should be extended to the higher levels also including the State Level, or else it should be given up altogether, as it was not a system that could admit of half measures. The Committee, therefore, recommends extension of pooling to the higher levels also as observed in detail in this chapter while dealing with the set-up at the State Level.

2.68. An anomaly was also pointed out to the Committee, in that while the Ministerial staff of the pooled departments had been pooled in the District Planning Office, the field staff of those departments was not pooled and continued to be on separate departmental budgets. In order to make pooling more rational and effective, it is necessary that the field staff of the pooled departments may also be brought on the same budget.

2.69. There was also an emphatic demand from non-official as well as officials that certain other departments should also be brought into the pooled set-up. Amongst the departments mentioned were (1) Industries (2) Information (3) Harijan Welfare (4) Social Welfare (5) Education (6) Public Health, and (7) Irrigation. The Committee's recommendations with regard to these departments are as follows :

(1) *Industries*—Activities of this department have an important bearing on the Community Development Programme. At present, the District Industries Officer has no staff in the Blocks through whom he can get necessary help in the implementation of any programme. It will definitely be advantageous if this department is also brought into the pooled set-up.

(2) *Information*—The Committee examined a number of District Information Officers and found them ignorant about some of the fundamentals of planning. It was also found that they did not possess the requisite degree of knowledge regarding the development programmes in the districts, and that they were unable to give such help as should have been expected of them in furtherance of planning activities. The Committee is of opinion that the District Information Officer and his staff should be in the pooled set-up.

It was urged before the Committee that the Information Officers had the role of Public Relation Officers and that therefore it was not desirable that they be linked to any particular department. The Committee is unable to appreciate this argument. The most important activity in the field of public relations to-day where people's consciousness has to be promoted and their response elicited is in the field of planning and development. It will definitely be advantageous if the District Information Officers are linked to the planning organization in the district. At present most of them are in no position to discharge this important duty, and they need to be given suitable reorientation and training for

this work. The Committee, therefore, recommends that the Information Officer in the district needs to be brought into the Planning set-up.

(3) *Harijan Welfare*—Activities of this department are closely linked to planning, and in fact depend largely on the help and co-operation of the team of development workers. It is difficult for one officer or a few officials working in isolation to do much for Harijan Welfare, and the vast problem of Harijan Uplift can only be tackled through the united efforts of all. It is, therefore, necessary that this department should also be brought in the pooled set-up.

(4) *Social Welfare*—Activities of this department are at present largely confined to cities, and do not have much direct relation to the Community Development Programme which are being implemented in the rural areas. It would be better, therefore, if the staff of this department continues to function separately for the time being until it extends its activities on any considerable scale in the rural areas.

In respect of the three above-mentioned departments of Industry, Information and Harijan Welfare, it is suggested that the system of pooling should be the same as for Agriculture, Co-operative, Animal Husbandry and Panchayat Raj Departments; i.e. a complete pooling of the offices as well as the field staff in the district.

(5) *Education*—This department can play a vital role in the community development programme, but so far little has been done to activate and mobilize teachers and students in schools. The necessity for this has been emphasized elsewhere in this report, but here it may be mentioned that it seems essential that there should be a closer link between the Education Department and the development set-up. It would be advantageous if the District Inspector of Schools himself becomes a member of the team of District Level Officers. If, for any reason, this is not considered feasible then there is no reason why the Deputy Inspector of Schools who deals with the schools in the rural areas, should not function as a member of the combined set-up.

(6) *Public Health*—Much the same applies to the Public Health Department and it is felt that it will be definitely advantageous if the District Medical Officer of Health and his staff also function as members of the pooled team.

In respect of Education and Public Health Departments, even if for any reason it is not considered desirable to pool the District Level Offices in the same manner as the District Agriculture Office and Co-operatives Office the officers themselves should definitely function as members of the district team of pooled officers.

(7) *Irrigation*—The greatest demand was for bringing the Irrigation Department into the pooled set-up. Complaints against the functioning

of the Irrigation Department were widespread and officials as well as non-officials were unanimous in advocating that irrigation should definitely be brought into some form of close integration with the development set-up. It was pointed out time and again by non-officials that the District Level and Block Level development officers were frequently helpless in fulfilling agricultural programmes, as the means of irrigations were controlled by the Irrigation Department which is not able to maintain close co-ordination with the development set-up. The Committee is, therefore, of the view that there should be a closer linking of the Irrigation Department with the development set-up in the districts. How this can best be done needs careful consideration. A suggestion was received that the functions of the Irrigation Department should be separated into two broad heads (1) construction and maintenance of irrigation works, and (2) distribution of water and assessment of demand. It was widely recommended that the officers dealing with the latter branch should be made members of the development set-up at block/district level. How this will be possible, it is difficult for the Committee to say, but Government may like to examine this proposal in detail.

2.70. Yet another suggestion was that while irrigation matters may continue to be looked after by the Irrigation Department officials as such, the District Magistrate should be given some effective authority by which he could co-ordinate the functioning of this department with that of the other development departments.

2.71. As regards minor irrigation, the Committee feels that more vigorous action needs to be taken in this respect. Due to the paucity of funds and the difficulty of obtaining equipment from abroad, it is necessary that there should be concentration on minor irrigation schemes. The Committee is of opinion that there should be one officer of the rank of an Assistant Engineer in every district, who should function as a member of the pooled set-up and who should look after the minor irrigation programmes in the district. It may also be examined if this officer could also function as a liaison officer between the development set-up and the Irrigation Department in the district.

2.72. While a very large number of suggestions regarding the Irrigation Department were received there are a few to which the Committee would like to invite the attention of Government. One was that in respect of canal Patrols and tube-well Operators who are the persons connected with the distribution of water. The Block Development Officer may give confidential reports in respect of their performance in this regard, and the remarks of the Block Development Officer should invariably be entered in their service rolls. This is certainly a suggestion worth implementation.

2.73. It was also pointed out that for purposes of distribution of water, there was no gazetted officer working under the Executive Engineer, since the

Assistant Engineers were concerned with the construction and maintenance side. The distribution is being looked after by Zileedars. It was suggested that one gazetted officer of the rank of Assistant Engineer should look after the distribution work, and he should also be charged with the responsibility of increasing irrigation to the extent possible. Such an officer may form the nucleus of an Irrigation Extension Service, the need for which is being increasingly felt. The officer may be known as the 'District Irrigation Engineer'. He will work under the supervision of the Executive Engineer, but the District Magistrate also will have the authority to give him instructions of a general nature. Both the Executive Engineer and the District Magistrate may give their remarks in respect of the work of this officer, while the Deputy Development Commissioner (Irrigation) at the headquarters of the Development Commissioner may also give his remarks, and all of these may be incorporated by the Chief Engineer at the time of giving his final remarks when making the annual entries.

2.74. The District Irrigation Engineer will not only look after the distribution but also after the minor irrigation schemes in the district and the Mechanical Inspectors and Supervisors will work under him. He will also specially be made responsible for full utilization of the irrigation funds in the Block budget which now-a-days remain unutilized to a considerable extent. This suggestion for the appointment of a District Irrigation Engineer coincides with the previous recommendation for the appointment of an Assistant Engineer in every district to look after the irrigation work.

2.75. At the State level also, there is a definite need for the closer linking of the irrigation department with the development organization. Suggestions in this respect have been made when examining the set-up at the State level.

Proper utilization of Technical Officers

2.76. One broad aspect that came to the Committee's notice is that the best use is not being made of the time of the technical officers like the District Agriculture Officer, the District Livestock Officer, etc. These are officers who have received training in a certain technical line, but they get very little opportunity to do the work for which they have been specially trained. For instance, the District Agriculture Officer gets very little time for the actual practice of agriculture in the field, and much of his time is spent on office and accounts work, and in work connected with the procurement, storage and distribution of seed. Again the District Livestock Officer gets little time to attend to the Veterinary hospital and keep up his contact with the practice of the profession. The difference that arises between an officer who has the opportunity to practise his profession and another who has only routine administrative duties is best evidenced by the example of the Civil Surgeon and the District Medical Officer of Health who are both qualified doctors. While the Civil Surgeon remains in touch with the profession, the District Medical Officer of Health ceases to practise the profession with the result that he is often at a loss to come to the rescue in medical matters even when an emergency demands it. Similarly, the District Agriculture Officer and the District Livestock Officer, etc. by not being

able to keep in active touch with the profession for which they have been trained do not acquire either the professional skill or the professional pride that goes with it. It is necessary, therefore, that conditions should be created in which these district level departmental officers are able to remain in active touch with their profession. The Committee attaches considerable importance to this aspect. It has been aware of sharp and bitter controversy existing over the position of officers holding administrative posts and that of those holding technical posts. During the course of its investigations, the Committee found that strong feelings came to the fore immediately this question of position came up. The Committee feels that in a society working for an order conforming to the socialistic pattern, the producers of wealth which the technical officers really are, should never be relegated to the background. The Committee, therefore, suggests that opportunities for scientific research and practices should be made available to technical officers to as great an extent as possible. In the case of the District Agriculture Officer, it is particularly necessary that he should be relieved of the details of the work connected with recruitment, storage and distribution of seed which should go to the co-operatives, and he must get more time to devote to the field. It would also be a good idea if he and his staff were required to give some part of their time to the actual working of the farms in their districts.

2.77. The Committee also feels that the status of these district level officers should be that of Class II officers. This is all the time more necessary because they have to supervise the work of Block Development Officers who are already in the scale of Rs.220—400, while some of them will be in the special grade of Rs.250—850. It is, therefore, necessary that all the District Level Officers of the department are in the Class II scale of pay.

2.78. It is also necessary that a number of posts of District Planning Officers should be filled up by deserving officers of these development departments. This will help to remove some of the frustration in their minds to the effect that officers from the administrative services will always be holding the key posts and that they are for ever being compelled to occupy a subordinate position. Almost throughout, one or two such departmental officers have been working as District Planning Officers and have acquitted themselves creditably. To the extent possible, their number may be increased.

*Provision of necessary relief to Additional District Magistrate (Planning) /
District Planning Officer*

2.79. During the course of its tours, it came to the notice of the Committee that the workload of the District Planning Officers had increased considerably and that in the interest of their efficient functioning some measure of relief was required for them. The increase in the workload has been due to a number of factors which may be briefly mentioned as follows :

- (1) The opening of new blocks every six months leads to an ever-increasing number of blocks whose working the District Planning Officer has to supervise. When all the blocks are opened, there will be an

average of 16 to 18 blocks per district while some districts will have as many as 30 or so. It is very difficult for one officer to supervise effectively the working of so many blocks, and some relief for the District Planning Officer is essential.

(2) There have been many proposals for bringing the Sub-Divisional Officers to work actively into the framework of Planning and Development. These, however, have not been implemented as it has been decided to await the final picture regarding the setting up of the Zila Parishads.

(3) District Supply Officers-cum-Deputy District Planning Officers, who are assisting the District Planning Officers in some districts in connection with certain routine work have now been required to give all the attention to supply work. The District Planning Officer has thus been deprived of whatever help he had been getting from this quarter.

(4) The Kharif and Rabi campaigns with their overall emphasis on increased food production have necessitated a great deal of touring in order to provide active supervision in the field. The District Planning Officers are being hampered in their touring duties by the heavy load of office and paper work.

(5) The District Planning Officer has been made the Chief Executive Officer of the Antarim Zila Parishads, and has now to look after the work that was formerly being dealt with by the District Boards. It is also proposed to make the District Planning Officer the Chief Executive Officer of the Zila Parishad when it is set up. All this has considerably added to the workload. In fact, an apprehension has been expressed in several quarters that work connected with District Boards is taking far too much time of the District Planning Officer and the Planning Staff, and is distracting them from their more important development duties.

(6) In case the District Level Developmental Officers are relieved of some of their office duties in order to release them for the field, then the load of office and paper work in the district office on the District Planning Officer is bound to go up.

2.80. The Committee is of the view that there should be one additional hand in every district who may provide necessary relief to the District Planning Officers in respect of office and paper work. It is learnt that in some of the districts, Assistant District Planning Officers have already been provided for this purpose. In the opinion of the Committee, the appointment of an Accounts Officer who may look after all the accounts work of the pooled office and routine office work would be more suitable for this purpose than that of the Assistant District Planning Officer. The Committee, therefore, recommends that Accounts Officers be posted in place of Assistant District Planning Officers to every district.

2.81. A question was also raised about the extent to which the Sub-Divisional Officers should be brought into the framework of the Planning and Development set-up. There was a proposal that the Sub-Divisional Officer may be made the Project Executive Officer for the blocks in his Sub-Division and that the Block Development Officers may work under his supervision. At district level, the development activities would be co-ordinated by a District Planning Officer on behalf of the District Magistrate, and perhaps, this work could be done by an officer of the rank of Additional District Magistrate. Sub-Divisional Officer may be given certain powers over the development staff and funds.

2.82. It is understood that detailed proposals were drawn up in this connection, but it was decided to defer the decision until the final picture of the future set-up emerges out of the Zila Parishad Bill at present under consideration. It has also been urged by some that while the Sub-Divisional Officers should interest themselves in planning and development activities, they should not be directly brought into the framework of Planning and Development set-up. This feeling was expressed in a statement to the effect that the Sub-Divisional Officer should not be given any duties which would come in the way of his functioning as Sub-Divisional Officer. Until, therefore, a clear picture of the future set-up is available after the passing of the Zila Parishad Bill, it is suggested that the S. D. O. need not be brought directly in the Planning set-up, but he should take more active interest and lend the weight of his authority and influence in furtherance of development programmes. For this purpose, the Committee welcomes the steps that are being taken to give all Sub-Divisional Officers a six weeks' course of training in development work at Bakshi-ka-Talab.

2.83. Until recently, the Sub-Divisional Officers were functioning as Chairmen of the Block Development Committees on behalf of the District Magistrates. Now that the Block Development Committees have non-official Chairmen, the Sub-Divisional Officers' attendance at these meetings has become somewhat irregular. It is necessary that the Sub-Divisional Officer should be made a member of the Block Development Committee and that he should attend these meetings in order to extend the help and guidance which by virtue of his position he is able to extend.

IV. DIVISIONAL LEVEL

2.84. In the early stages, supervision and control over planning and implementation of various development programmes in the districts was carried out from the State Headquarters. But with the expansion of the programmes both in coverage and in scope, it became increasingly difficult to continue the control from headquarters. Accordingly, the work of supervision was decentralized and placed under the Divisional Commissioners. The Divisional Planning Committees presided over by the Commissioners, were set up for purposes of co-ordination. One Joint/Deputy/Assistant Development Commissioner was posted at the headquarters of each Division and this Zonal Officer,

as he has come to be designated, became the Secretary of the Divisional Planning Committee. Deputy Directors of Agriculture and Deputy Registrars of Co-operative Societies were also posted in each of the 10 Divisions (those in Kumaon and Bundelkhand Divisions holding the rank of Assistant Director and Assistant Registrar respectively). All the Divisional Officers of various development departments became members of the Divisional Planning Committee, along with the District Magistrates of the districts comprising the Division. The Divisional Planning Committee is thus so far purely an official body in nature of a high-level staff committee meant to supervise and co-ordinate planning and development work in the districts. The Commissioners have also been instructed to convene separate meetings of legislators twice a year so as to keep them acquainted with and take their advice and co-operation in development activities.

2.85. It has already been recommended that there should be closer co-ordination and integration at higher levels also and hence it is necessary that the pattern of working at the Divisional level conforms as far as possible, to the block and district levels. The Committee, therefore, recommends that a combined office should be set up at the Divisional level. It is felt that even if the offices are not pooled to form a single office, yet there should be a pooling of the officers and they should have a common office building and should work as a team directly under the Commissioner, who will be assisted by the Zonal/Deputy/Assistant Development Commissioner.

2.86. At present some of the divisions are under the charge of Deputy Development Commissioners, and others under the charge of Assistant Development Commissioners. This was done on the basis of dividing the State into five zones consisting of two divisions each, and the Deputy Development Commissioner of the zone was expected to exercise some supervision over the division under the direct charge of an Assistant Development Commissioner. In actual practice, the Zonal Assistant Development Commissioners have been working more or less independently of the zonal Deputy Development Commissioners and under the direct guidance of the Divisional Commissioners. It is, therefore, recommended that there should be a uniform designation and powers for the officers working as zonal officers. While there may be some advantage in making all the ten zonal officers, Deputy Development Commissioners, this might shut out a number of young officers fresh from field experience as Additional District Magistrates (Planning), District Planning Officers or District Level Officers of various development departments, as they may not be senior enough to be given the rank and designation of Deputy Development Commissioner. Actually, it is these officers who are in the best position to give the necessary guidance to the district staff, and hence it might be advantageous to have only Assistant Development Commissioners as the Zonal officers in all the ten divisions.

2.87. In the appointment of Zonal officers, deserving class I Officers of the Development Departments may also be given an opportunity.

2.88. It has to be emphasized that with the setting up of these divisional offices, there is a great necessity for large-scale delegation of powers. Without such delegation, and if comparatively minor matters continue to be referred to State headquarters, then the divisional offices will constitute only one more channel of correspondence.

2.89. As regards the Divisional Planning Committee also, it is felt that it should have some non-officials as representatives without in any way impairing its character of a high level staff committee meant to supervise and co-ordinate planning and development work in the district. It is recommended that every (Antarim) Zila Parishad may elect two non-officials to represent it on the Divisional Planning Committee. When the Zila Parishads are set up, the Chairman of the Zila Parishad of all the districts in the division should also be a member of the Divisional Planning Committee.

2.90. It will be helpful if the divisions correspond to regions having special characteristics. This applies particularly to the hill areas and to Bundelkhand. For instance, Dehra Dun, being partly a hill district can more advantageously be placed in Kumaon Division while Mirzapur which has all the characteristics of the other Bundelkhand districts, may form part of Jhansi division. This will enable the Divisional Planning Committees of Kumaon and Bundelkhand to include most of the areas having similar characteristics so that a discussion on common problems may be facilitated.

2.91. Considering the importance of the activities of planning and development both from the point of view of their extensive range and close impact on the people, it would be useful if one Minister is associated with the development work in each division and two or three districts are grouped and placed under the charge of a junior member of Government. This association of the Ministers and members of Government with the development work will be helpful in generating public interest and enlisting public co-operation.

V. STATE LEVEL

2.92. It has already been pointed out that there is a need for some form of integration at the highest level namely the State Level. Without this, it would be meaningless to talk of integration or pooling or perhaps even co-ordination at the district, block and village levels. The Committee is, therefore, of the view that in the interest of efficient development administration, much closer co-ordination and in fact some form of integration between different development departments at the State Level is an essential *sine qua non*. Before venturing to offer the opinion on what form such an integration at the State Level should take, the Committee briefly considers it necessary to describe the set up as it exists to-day.

2.93. At the State Level, the Development Commissioner is responsible for the working of the Community Development Programme. Besides being the Head of the Community Development Organization, he is also responsible

for co-ordinating the activities of other development departments and enlisting their co-operation. Development activities have expanded to such an extent that all departments concerned had to be brought fully into the picture to share the burden along with the Planning Department. The Community Projects and Blocks could no longer be regarded as the exclusive responsibility of the Planning and Development Department. All the departments have to work in unity and cohesion if the programme is to cover the whole State and the responsibility for ensuring this unity and cohesion now devolves on the Planning Department. The other development departments on their part have begun to feel that the working of their programmes in the blocks is their direct responsibility, and can receive a tremendous fillip by a co-ordinated approach and enlisting the aid of the block staff. They are, therefore, coming more and more to adopt the block pattern of working.

2.94. Since the basic institutions through which the Community Development movement is to be propagated are village institutions like the Panchayat and the village co-operative, the headquarters organizations dealing with Panchayats and Co-operatives have been linked with the Development Commissioner. The Director of Panchayat Raj and the Registrar, Co-operative Societies have been designated *ex officio* Joint Development Commissioners and work their programmes under the general supervision of the Development Commissioner. The Administrative Commandant, P. R. D. is also an *ex officio* Deputy Development Commissioner and this links the P. R. D. closely with the Development Programme.

2.95. The Development Commissioner is assisted by a number of officers at headquarters, such as Additional Development Commissioner, Joint Development Commissioner and a number of Deputy and Assistant Development Commissioners. These officers deal with matters such as, recruitment, training, budget matters, grants-in-aid, administration of programmes, etc. Some of these Deputy and Assistant Development Commissioners dealing with the programmes in the Development Commissioner set-up act as Liaison Officers with the departments of Government handling such programmes and thus maintain the necessary link between the Head of Department concerned and the Development Commissioner.

2.96. While, broadly this is the system that is working to-day, there is no doubt that more integration at the top level is needed. It is a very difficult matter to suggest exactly what form such an integration should take at such a high level. The Committee has been fully conscious of the various difficulties that usually arise when measures for integration in working are introduced where independent working has been the norm over a long period. The process of merger often results in considerable resistance from those involved or

affected. But for considerations of larger good, such an integration is considered desirable. The following two proposals which have the backing of the opinion of a large body of both officials and non-officials are, therefore, made for consideration :

(1) The Development Commissioner may be placed in an effective position to co-ordinate the work of all departments intimately connected with Community Development, such as, Agriculture, Animal Husbandry, Co-operative, Panchayats and Irrigation. At present, the Heads of the Panchayat Raj and Co-operative departments have been designated as *ex officio* Joint Development Commissioners, and are supposed to work under his over-all supervision, but this arrangement is somewhat vague and ill-defined. The Development Commissioner, himself being the head of a Department has to concern himself with details and with routine matters of administration which can be dealt with only by a Head of Department. It is felt that it is a great waste of the ability of an officer holding the high post of Development Commissioner that he should be burdened with routine details of administration. He should be relieved of such routine work so as to enable him to exercise necessary co-ordination in respect of the working of all departments concerned with the Community Development Programme.

In order to relieve the Development Commissioner of routine work as Head of the Department, it is suggested that there may be an Additional Development Commissioner or a Director of Community Development who may exercise the functions of Head of Department and under the over-all supervision of the Development Commissioner. The Development Commissioner himself may act as Commissioner in respect of the following six departments :

- (1) Community Development.
- (2) Agriculture.
- (3) Animal Husbandry.
- (4) Co-operation.
- (5) Panchayats.
- (6) Irrigation.

All these departments would have their separate Heads who would deal with programmes and the general functioning of these departments. In matters of policy and important programmes, however, they will work under the guidance of the Development Commissioner who will have the status of a Commissioner of their department. In respect of such important programmes and policies, they will approach Government only through the Development Commissioner. Such an arrangement will relieve the Development Commissioner of details in connection with the working of any department, and will leave him free to devote his time

and energy to effecting the necessary co-ordination between all these departments whose work is so closely linked to one another.

At the Secretariat level, the Development Commissioner may also be the Secretary not only of the Planning Department but of the Agriculture, Animal Husbandry, Co-operation, Panchayat Raj and Irrigation Departments. Here too he may deal only with the really important matters pertaining to these departments, while in respect of normal working he may be assisted by Additional Secretaries or even where necessary by Special Secretaries. As Secretary of all these departments the Development Commissioner will naturally be responsible to the Ministers in-charge of the departments.

It might help if the Development Commissioner who is always a very senior officer is given the status of an Additional Chief Secretary.

(2) The second proposal which is more radical is for the integration of all the development departments into one single department of Community Development with a single budget head. It is proposed that a board of Community Development should be formed, which will be responsible for the functioning of all programmes of Community Development. The Development Commissioner will be the Chairman of the Board while the present Heads of Departments will be the members of the Board. For instance, there will be member (Agriculture), member (Animal Husbandry), member (Panchayats), member (Co-operatives), member (Irrigation) and so on. There will be single Development Service constituted into different branches like Agriculture branch, Animal Husbandry branch, etc. Each member will be responsible for the working of his branch and he will be responsible for the particular programme for which he is specially qualified. He will have the advantage as a member of the Board seeing his own part in terms of the whole. The Board can do more than what is possible for departments working separately as specialized agencies.

An objection has been raised that the setting up of a Board may result in the loss of leadership. This need not be the case if the role of the Development Commissioner-cum-Chairman is suitably defined in relation to other technical members. It may be made clear that the Development Commissioner as the Chairman of the Board has a pre-eminent position.

While the Board may be delegated wide powers for dealing with various programmes connected with Community Development, there may be a single department of Community Development in the Secretariat. Thus at the Secretariat level also all the problems and programmes relating to Community Development will be regarded as an integrated "whole". It would definitely be an advantage if the Development Commissioner who is the Chairman of the Board is also the Secretary of this

department of Community Development. He may be suitably assisted by Special Secretaries or Additional Secretaries in respect of Secretariat work.

The department of Community Development, considering the magnitude of the various problems to be tackled by it, should be under the charge of a Minister for Community Development.

The setting up of a single department in the Secretariat and a Board of Community Development will simplify all the problems of administration and co-ordination at the divisional, district, block and village levels. It will also meet the overwhelming demand of the public for a simplified system of administration.

2.97. While the first of the two alternatives proposed will enable the departments to retain their separate identities the second will result in a merger of all these departments. The first proposal may, therefore, be easier of implementation, and for that reason the Committee recommends that it may be examined first. The second proposal might follow later as an outcome of the first. It might be said of the second proposal that while the setting up of such a system offers a number of problems, yet, it will solve a far greater number of problems that are vexing both non-officials and officials alike at all levels of administration. The advantages of such an integrated system appear to be so great that this proposal deserves the closest examination and consideration.

Committees to co-ordinate the work at the State Level

2.98. The constitution of Committees for co-ordinating the programmes at the State Level will largely depend on the proposal adopted. There is at present a sub-committee of the Cabinet for Community Development which has, however, held only one or two meetings so far. If there is a single Minister in-charge of all Departments concerned with Community Development, it may not be necessary to have a sub-committee of the Cabinet for Community Development Programme, and all these programmes can be considered by the entire Cabinet. In fact, it would be advantageous if the progress of the working of these programmes is examined by the Cabinet once a quarter or so, as this is a programme which needs the most careful guidance, understanding and inspiration from the highest level. Similarly, it will not be necessary to continue with the Development Commissioner's Co-ordination Committee presided over by the Development Commissioner, if a Board is set up, because the Board will be performing the functions visualized for the Committee.

2.99. If on the other hand, it is not proposed to set up a Board of Community Development, and a single department in the Secretariat, then it would be advantageous to continue with the sub-committee of the Cabinet for Community Development as well as the Development Co-ordination Committee. The meetings should however, be more frequent and both these Committees should give more attention towards guiding the programmes.

2.100. There are also two separate non-official bodies at present, i.e. (i) Standing Committee of the Legislature for Planning and Development, and (ii) an Informal Consultative Committee consisting of some members of the State Legislatures as well of the Parliament. The functions of these two Committees are almost identical. It would be advantageous if instead of these two committees, a single committee is set up in which there may be members of Parliament as well as members of the State Legislature, while there may be one non-official member from every Zila Parishad. Provisions can be made for co-opting other suitable members whose guidance will be valuable in connection with matters of Community Development. Such a Committee may meet once a year or once in six months and discuss generally the working of the Community Development Programme in the State and offer suggestions for improvement.

VI. GENERAL

2.101. In connection with the functioning of the administrative set-up, the Committee has a number of general recommendations to make :

(1) There is a definite need for a large scale delegation of powers and decentralization. The working of some of the development departments is much too centralized and considerable delegation of powers to the Divisional and District levels is called for. Similarly, delegation of powers at the block level needs to be made to the Block Development Officer. This is a matter which has been urged by the Government of India as well as by the State Government from time to time but no delegations of any considerable consequences have yet been made. It is most important that a decision should be made at the lowest level at which it can possibly be made. This matter needs expedition.

(2) It has been found that all dynamic programmes like Community Development suffer from defects and delays caused by following certain prescribed routine procedures. These procedures have come down to us from the British times when the whole system of administration was regarded as a system of checks and balances to prevent any one from going too fast. There is much to be said for the provision of such safeguards, but such safeguards lose meaning if they tend to clog the very programmes, which are needed to build up a dynamic society. The whole legacy of the past was based on suspicion and on checks and safeguards at all levels, but much more trust needs to be reposed in the men on the spot and much greater delegation of authority as well as assurance of support is necessary if the programmes are to move with the desired speed.

It is, therefore, suggested that it may be examined as to how far relaxations can be made from some of the prescribed procedures which have necessarily to be followed at present and which inevitably cause delays

and difficulties. The subject is too vast and important a one for the Committee to offer any specific recommendations, but it is urged that the whole system needs careful examination. In particular, in respect of dynamic programmes like that of Community Development, it is necessary that the atmosphere should be one of trust and confidence and support rather than of suspicion in the form of checks and balances and safeguards.

(3) It also came to the notice of the Committee that there was a good deal of frustration in the minds of the officers of the development departments. There was a feeling that the top position would always be occupied by an officer of the General Administration Department and that the role of the technical officers would always remain a subsidiary one. In particular, it was mentioned that the Development Commissioner at the State Level, the Commissioner at the Divisional Level, the District Magistrate and the District Planning Officer at the District Level and the Block Development Officer at the Block Level were General Administration men. The technical services supply the technical content of the programme, without which administration and co-ordination would be meaningless. One method by which this can be done is by improving the pay-scales of the development services to a level which can compare favourably with that of the general administrative services. Another method would be one to appoint a number of officers of the development departments who are found suitable to posts having administrative and co-ordinating duties. In the case of Block Development Officers it has already been decided that all these posts should be filled up by promotion from amongst the Subordinate Development Service or alternatively from Group II workers of the development departments. As regards the post of District Planning Officer also deserving departmental officers may be considered, for higher levels also officers of development departments may function as Deputy/Joint and Additional Development Commissioners, and possibility need not be ruled out of one of them even holding the post of Development Commissioner.

2.102. The question of setting up a Subordinate Development Service has already been considered in the portion of this report dealing with the administrative pattern at the Block Level. Similarly, it is suggested that the question of setting up a State Development Service in the Class II scale of pay may also be considered. Recruitment to this State Development Service may be as follows :

- (1) Sixty-six per cent by promotion from Block Development Officers and Group I officers of various development departments, and
- (2) thirty-three per cent by direct recruitment.

There may also be a Class I Development Service on the lines of the State Service, Class I, existing to-day.

2.103. At present there is a Group I scale of pay in the Development Departments from Rs.200 to Rs.350. The Block Development Officers' scale of pay is Rs.220-400. It is suggested that at least in the case of those departmental officers who are concerned with extension work, there should be an uniform scale of pay, namely Rs.220-400.

Miscellaneous

2.104. (1) *Buildings*—The construction of Block buildings should be taken up only when no suitable buildings (of ex-zamindars or others) are available at the Block Headquarters for the office and residence of the Block team. It was brought to the notice of the Committee that the workers of the Village Level i.e. V. L. W.s., Panchayat Secretaries, etc., were experiencing considerable difficulty and inconveniences for want of residential buildings and if they stayed with the Pradhan or other influential persons in villages, their position and work was effected. The Committee, therefore, suggests that village panchayats should be encouraged to undertake construction of these buildings which should be regarded as community buildings for purpose of sanction of grants-in-aid.

(2) *Use of Jeeps*—This is a matter which found frequent mention before the Committee, but in which opinion was almost equally divided. This division of opinion exists even at the highest levels. For example, the Balwant-ray G. Mehta Study Team suggested the withdrawal of the jeeps, but the Ministry of Community Development decided that it was necessary to keep one jeep in every block. The arguments in favour of withdrawal were as under :

- (i) Misuse of the jeeps ;
- (ii) jealousies created amongst officials of other departments ;
- (iii) excessive expenditure involved ;
- (iv) tendency of the block level staff to pay flying visits to villages and to come back, instead of making prolonged halts and also night halts in the villages and establishing closer contacts with the people ;
- (v) coming in the way of effective contacts with the people ; for instance, some non-officials said that if a Block Development Officer or an Assistant Development Officer had to cycle then he would naturally halt at various places and would meet people there and take interest in the surroundings, instead of which he just drives past leaving a cloud of dust behind.

2.105. Further more, the villagers had a tendency to regard with suspicion these officials, who came driving up in jeeps, descended to give them a few words of advice and then got in and drove off again.

On the other hand it was urged that a dynamic programme like Community Development could not be pushed through without rapid means of transport. Drives like the Kharif and Rabi campaigns would be difficult

to implement unless the workers were provided with the necessary mobility. It was, therefore, urged that if we envisage the continuance of programme on the scale and intensity with which the Community Development Programme had been launched then rapid transport in the form of jeeps becomes inevitable.

Among the alternatives suggested for the jeep were :

(i) *Cycles*—These already exist, but do not provide the speed of movement which is necessary.

(ii) *Horses*—These may be expensive to maintain and may not be altogether suitable. They should, however, replace jeeps in the hill areas.

(iii) *Bullock Tongas*—It was suggested that a light tonga with a pair of bullocks may be provided, which would not be difficult, to maintain. On the other hand, a pair of bullocks together with the owner as driver may be hired for the bullock tonga on a monthly basis.

There is much to be said for the withdrawal of the jeeps but after a careful consideration of the problem, the Committee feels that in order to keep up the tempo of the Community Development Programme and to intensify development activities, it is necessary that the jeeps should continue. Necessary precaution should, however, be taken against their misuse. There is no lack of instructions on this score but these need strict enforcement. Further, there should be some limit on the use of the jeeps, and the Block staff should not utilize the vehicles except for distant village or for work of an urgent nature. In any case, the requisite number of night halts, etc. should be ensured and any tendency to pay hit-and-run visits to the villages should be strongly discouraged.

(3) *Issue of Timely Sanctions to be insisted*—It is also necessary to emphasize the need for issue of timely sanctions from Headquarters. Delay affects the whole programme and leads to hold-ups all down the line. It is, therefore, essential that those at headquarters in all the concerned departments take care to see that all sanctions are issued well in time before the taking up of any programme. Delegation of powers to lower levels to the extent possible will also greatly help in eliminating delays.

CHAPTER 3

TRAINING

In administration, training has been utilized as a means of conditioning administrative personnel to serve as an instrument for fulfilling the aims and objects of those ruling the State.

Training under Monarchies—its lessons

3.2. In India, during the days of monarchies, the aim and purpose of administration was radically different from what it is to-day. Even under the benevolent monarchies, the emphasis was on strengthening the monarch and on maintaining his undisputed sway over the life and property of the people. The administrators were mostly drawn in furtherance of this aim from a few chosen families and were a class by themselves—quite apart and aloof from the generality of the people. Training in administration, as we know it to-day, was not mostly in vogue, but was imparted to a person as a part of his upbringing according to his position. It found its expression in his conduct, behaviour, etiquette, conversation, and even dress. On the extent and quality of this training rested the strength or weakness of the kingdom itself.

Training of the Bureaucracy under the British regime

3.3. When India came under the sway of the British imperialism, a new system of administration began to emerge slowly till finally it bloomed into what is now known as the bureaucratic system. Before India achieved independence, the bureaucratic system was almost the acme of administration as sought by the British Government which built institutions in India calculated to further its own interests and secure its own hold on the Indian masses. The over-all purpose of administration was maintenance of only that much of law and order as might enable the collection of adequate revenues and uphold the supremacy of the British "Raj" in India preserving consequent benefits to the Britishers. This necessitated the creation or, at any rate, the perpetuation of the social and economic distances amongst the people. The bureaucratic machinery of administration, generally speaking, reflected, in its conduct and functioning, the basic approach and interest of the British rulers. The administration thus came to be based upon distrust and a system of checks and counter-checks. The personnel was trained to keep itself away and aloof from the people and approach them as their "Mai-bap" and not as their servants. Whatever might be said about the aims of the alien Government, the training given to the personnel was so well designed that all cogs in the wheel of administration worked smoothly for fulfilling the tasks assigned to them.

Importance of Training

3.4. With the dawn of Independence, special responsibilities and new obligations devolved on the State. Independence brought new aspirations and

hopes to the masses. These could only be fulfilled by giving a welfare bias to the State. The new India is wedded to building a Socialistic Society with a welfare bias. These new obligations demand re-orientation of our entire administrative set-up for shouldering new responsibilities.

3.5. During the past ten years, several far-reaching steps have been taken by the Central and the State Governments to bring about suitable changes in the attitudes and functions of the administrative personnel. This has been particularly so in the case of the personnel employed under the Planning set-up for executing the Community Development Programme.

3.6. It was not within the purview of the committee to examine the system and content of the training programme for the personnel other than that engaged in the Community Development Organization. The Committee, therefore, studied the training programme pertaining to various aspects of the Community Development Programme alone. It visited six Training-cum-Extension Projects and studied the syllabi and methods of teaching adopted for different categories of trainees. It held discussions with trainees, Village Level Workers, Assistant Development Officers, Block Development Officers and the members of the staff of these Centres.

Investigation made by the Committee

3.7. The Committee examined the trainees as well as the teachers with a view to finding out how far their present training equipped them psychologically to fulfil their new tasks in the field. Did the training create an intelligent understanding of the objectives in the trainees? Did it enthuse the trainees to work for the objectives, and furnish requisite practical experience to enable them to work out positive solutions to problems in the context of local conditions? Did it enable the trainees to pick up the techniques of mobilizing masses and enlisting their co-operation? etc.

3.8. The investigations made by the committee have led to the conclusion that the existing courses and the system of recruitment of trainees need be revised. The following steps are therefore, recommended :

Need for understanding philosophy of the programme

3.9. The Committee is of opinion that the present training, though quite elaborate in nature, puts more emphasis on the programmes than on the philosophy behind them. Even a cursory view of the courses of training for the Village Level Workers, Assistant Development Officers and Block Development Officers would reveal that there is more emphasis on agriculture, rural economics and extension methods than on origin, background and objectives of planning, though the former are means in furtherance of the objectives. Due emphasis should, therefore, be placed on a clear and precise understanding of the philosophy of the Community Development Programme which will strengthen the faith and conviction of the trainees in various programmes.

Arrangement of courses

3.10. There does not appear to be any logical sequence or continuity of thought in the arrangement of courses which are intended to build up in the trainee, an integrated concept of life and its various problems. The Committee would, therefore, suggest that due emphasis on practice and theory should be placed side by side. The Committee has learnt that there is a paucity of literature as well as of speakers on the subjects taught. It, therefore, recommends that steps should be taken for the preparation of suitable literature on these subjects and for drawing up a panel of speakers thereon. The courses should veer round patriotism, democracy, planning and socialism. They should give the trainee an idea of the theory and practice of planning and the way planning helps under-developed countries to solve their various complex problems and ensures all-round development. Lastly they should give him an intelligent idea of how the world is moving towards Socialism and why we are endeavouring to usher it in our country.

3.11. It was also suggested to the Committee that not only the personnel working under the Community Development Programme but also the entire administrative machinery needed some sort of training and re-orientation. It was feared that even the good effects of the training given to the personnel of the Community Development Programme would be lost if their counterparts in other departments were not imbued with the same spirit. The Committee fully appreciates the force of this argument and is of opinion that the administration should be treated as an organic whole and as such the welfare bias of the State should manifest itself in the conduct and behaviour of its entire personnel. The Committee would, therefore, suggest that action should be taken to ensure that the entire administrative personnel is kept abreast of all the live currents of life.

Deficiencies in Training of the various categories of officials

3.12. The Committee observed certain deficiencies in the contents of the training being imparted to officials of various categories. These are discussed below category-wise :

The Village Level Workers—The Committee was informed that Village Level Workers were very poor in their performance in agricultural engineering, plant protection, public health and social education. It is, therefore, recommended that the courses for these subjects should be examined and allocation of periods in theory, practice and village work should be so re-arranged that these subjects receive due attention.

Assistant Development Officers (Social Education)—The arrangements for training of the Assistant Development Officers (Social Education) are perhaps the poorest of all. These workers have no clarity of thought about the work they are required to do in villages. In consequence, they are assigned miscellaneous duties by Block Development Officers. They are thus not fulfilling the task expected of them. In future, the

standard of training to be imparted to these Assistant Development Officers may be raised by clarifying objectives, specific duties and means to achieve the objectives. This will necessitate entrusting the task of training into really capable hands. The work of creating consciousness among masses and changing their outlook and attitudes should not be treated as the sole concern of Assistant Development Officer (Social Education). This responsibility has to be shared by all workers of the block i.e. the Village Level Workers, Assistant Development Officers, etc. who should pay adequate attention, in their own spheres of work, to the work which is at present expected of the Assistant Development Officers (Social Education). For this purpose, social education should be made an important subject in the training programme of all the workers and greater emphasis should be laid on it. The most important point to bear in mind is that the extension worker must be so trained that he masters the art of capturing the minds of the people. He has to guide and mould the thought-currents of the people and to produce in them an irresistible urge to forge their way towards the goal.

Assistant Development Officers (Agriculture)—The Assistant Development Officers (Agriculture) are graduates of Agriculture and are given four to five months' training in extension techniques, village work, etc. This period of training is inadequate and should be extended to about a year to enable them to have adequate job training in each of the two agricultural seasons of the year.

Assistant Development Officers (Co-operative)—The Assistant Development Officers (Co-operative) are given training in Co-operation by the Co-operative Department. It is felt that this training should have greater practical bias so that the Assistant Development Officer (Co-operative) may acquire necessary confidence for carrying out their programmes independently. These officers should be given comprehensive training in Co-operative Member Education. They should also be made conversant with the working of the Marketing and Processing Societies and should be imbued with a spirit that in the working of co-operative institutions, they have to encourage the greatest possible participation of the village people.

Assistant Development Officers (Public Health)—Assistant Development Officers (Public Health) should be made fully conversant with the latest researches made in the field of Public Health. They should also familiarize themselves with Health Education Lessons recently prepared by the Planning Research and Action Institute.

Assistant Development Officers (Animal Husbandry)—Assistant Development Officers (Animal Husbandry) are usually not given adequate training in extension methods or the philosophy and concept of the Community Development Programme. It is necessary that they should also be given two to three months' training in these subjects.

Assistant Development Officers (Works)—The Committee is of the view that the Assistant Development Officers (Works) should also be given training in extension techniques and in methods of enlisting people's participation in the Community Development Programme.

Block Development Officers—The Committee considers that a period of about two months for the training of Block Development Officers is inadequate. The courses are sketchy. It is in fact largely for this reason that Block Development Officers, when posted to blocks, are unable to create necessary team spirit amongst the Assistant Development Officers, are found lacking in extension techniques and fail to guide the programme in a co-ordinated manner. It is, therefore, proposed that the period of their training should be extended to about six months in the initial stages. Arrangement should also be made to impart training to them in special features of various regions of the State. Even after this training, it would be advantageous if a newly-trained Block Development Officer is first attached for a period of about three months or so as an under-study to an experienced Block Development Officer. Work as an under-study, the committee feels, would save the newly-trained Block Development Officer from many a pitfalls to which, in the absence of such an experience, he would be exposed to the detriment of public interest. Later on, when such Block Development Officers have worked for a year, they should be called back to the training centres for in-service training when they should be required to discuss their problems, and the Instructors should be able to offer them necessary solutions. This would also enable the Instructors not only to judge for themselves the short-comings, if any, of the courses of training but also to decide the lines on which the courses could be recast.

General observations

3.13. So far as the buildings and the teaching staff of the Training Centres are concerned, the Committee believes that the position, on the whole, is quite satisfactory. At every centre which the Committee visited, it found that the buildings of Training Centres are generally situated in healthy surroundings. Some buildings, however, need improvement. The Principals and the teachers appeared to be quite smart and steady in their work. It would be useful if there is a closer association of the officers actually implementing the programme i.e. Zonal Officers, District Level Officers, Block Development Officers with the training programme. If the efficacy of the training imparted is to be correctly assessed, it is also necessary that these officers are associated with the final tests as well.

Recruitment

3.14. The Committee has gone into the important question of the method of recruitment of the various categories of the officials engaged in the

Community Development Programme. The observations of the Committee are recorded below :

Recruitment of the Village Level Workers—The system of recruitment of the Village Level Workers though it has been systematically improved during the last six years, needs to be further improved. One of the conditions for eligibility to the post of the Village Level Worker is that a candidate must have passed High School Examination at least in II Division. The factual position, however, is that most of the Higher Secondary Schools and Intermediate Colleges situated in rural areas are neither properly equipped nor properly staffed for imparting education for High School or Intermediate standards. For want of such facilities, the examination results of such institutions are very poor and the percentage of the students passing in III Division is usually very high. But a total ban that such students would not be eligible for consideration to the posts of Gram Sevaks needs relaxation as it is militating against the entry of even those candidates who might otherwise turn out to be good workers. The Committee, therefore, recommends that at the time of selection, candidates with rural background and keen to work with devotion and zeal in villages should be selected as Village Level Workers. Physical fitness, aptitude for work in villages and knowledge of rural conditions should be the criteria for selection of candidates. To minimize the element of error in this respect, a standard of fitness may be drawn up and aptitude tests formulated. At the training centres also, the progress made by trainees should be closely watched and their aptitudes further verified with a view to weeding out those who fail to come up to the requisite standard within the first two to three months of the training period.

Recruitment of other workers of the Planning set-up—The recruitment of Assistant Development Officers is done at the State level by a Board consisting of the Development Commissioner or his representative, the Head of the technical department concerned or his representative and one or two other members. Efforts are made by the Board to recruit persons with rural bias. It is, however, felt that at the time of selection greater attention should be paid to the candidates' aptitude and willingness to work in villages rather than to their academic attainments only. It would be advantageous to draw up a standard of fitness and to formulate aptitude tests to facilitate selection.

As regards the selection of Block Development Officers by the Public Service Commission, we feel that it would be advantageous if one or two members of the Commission are kept apprised of the needs of the field and are afforded facilities by the State Government for going round rural areas and seeing things for themselves so that they may have first-hand knowledge of the type of persons required in blocks.

CHAPTER 4

RESEARCH

In its term of reference No. (3), the Committee has been asked to determine the scope of research work in the Community Development Programme and the extent to which such research could help to cover the blind spots therein.

4.2. The Committee subscribes to the general maxim that research is the basis of all progress. It is, therefore, of opinion that the Community Development Programme to be dynamic and pulsating with life needs to have a spirit of constant enquiry and research in all spheres of activity. When the spirit of enquiry and research languishes, stagnation sets in and the process of decay inexorably begins. In an ideal situation there should be a continuous flow of the problems in the field to the research workers and solutions thereof from the research laboratories to the field. The workers have to be continually replenished with new thoughts and ideas, methods and techniques in order to provide sustenance and strength to the programme in the field.

4.3. The extent to which the present programme is flourishing bears a direct relation to the strength it is receiving from a correct appraisal of the problems in the field and from the results of researches carried out on those problems. The nature and extent of these researches, however, falls much too short of the urgency and requirements of the situation. There are many problems of which the current researches have touched only the fringe and there are others which are still craving for attention.

4.4. While research, in fact, knows no saturation point, the Committee is fully aware of the fact that its extent and scope will, of necessity, have to be determined by the resources and opportunities available. While, therefore, the Committee has a very large number of problems in view on which there is an emergent necessity for carrying out research, it has proceeded to determine an order of priority of the subjects which should be taken up for immediate research in preference to several others. In determining this order of priority, the Committee has taken into consideration three principles. Firstly, research should be undertaken on those problems which affect the largest number of people and the solutions of which would directly and intimately touch their lives; secondly, the processes involved in research should not conceivably be costly and thirdly, that there should be concentration on as few problems as possible so that energies and resources are not frittered away in too many directions. In coming to this conclusion, the Committee has taken into account the trends of opinions as elicited through the Questionnaire.

4.5. It may, however, be stressed that in a programme like that of Community Development which aims at the social and economic transformation of the people, research on any subject, to be effective, would have to be carried

out region-wise keeping in view the different conditions prevailing in different regions of this large State.

4.6. The items on which research should be undertaken, or if at present being carried out should be intensified, are enumerated below :

- (i) Attitudes of the people ;
- (ii) The three rural institutions, namely, the School, the Panchayat and the Co-operative Society ;
- (iii) Cottage and small-scale industries ;
- (iv) Public Health and Sanitation ;
- (v) Agriculture including soil conservation and reclamation ;
- (vi) Animal Husbandry ;
- (vii) Minor irrigation ;
- (viii) Rural Housing ;
- (ix) Youth, Women and Child Welfare ;
- (x) Family Planning.

(i) *Attitudes of the people*

4.7. It has already been discussed in considerable detail how the present Community Development Programme is suffering from a lack of positive interest of the people and how at present there is no visible sign of the fulfilment of the ultimate aim of changing over the character of the programme from a Government programme with people's aid to a people's programme with Government aid. The programme at present is not receiving that amount of enthusiastic support of the people which could normally be expected of it. It is, therefore, necessary that research—both intensive and extensive in nature—should be undertaken to analyse the attitudes of the people and to find out solutions for removing the obstacles in the way of the people in readily accepting new ideas of the Community Development Programme. The field of this investigation is very wide indeed as it would take into account the influences and factors which govern the attitudes of the people. The research on this subject would go hand in hand with anthropological and sociological studies taking into their ambit religions, ethics, customs, festivals, patterns of human relations, folk-lore, etc. The influence of many of these factors is easily recognisable but the nature and degree of the influence and the conditions in which such influences are heightened or mitigated could only be known after extensive study and research. The results of this research would unfold the reasons which are responsible for the lack of active interest in the people towards the programme and would also enable to discover the lines on which greater enthusiasm and support of the people would be ensured.

(ii) *Village Institutions*

4.8. There is a general discontent amongst the people about the present functioning of the three most important institutions in the villages, namely, the School, the Panchayat and the Co-operative Society. Since these institutions are the corner-stones of the edifice of rural reconstruction, it is imperative that

their functioning should not only yield the tangible results for which they have been created but should also evoke the firm and abiding emotional attachment of the people. That these institutions are not fulfilling these expectations is an extremely serious matter calling for immediate investigation.

4.9. On schools lies the main responsibility for building up the character of the citizens of tomorrow. Habits and attitudes formed at school become a part and parcel of the life of a person. Next in importance to the influence of the environment and education of home in the formation of the character of a child comes the environment and education in the school. Health habits, acceptance of practices like the use of latrines, urinals, etc., norms of behaviour and social relationship should become a part and parcel of the habits and attitudes of the child at the school stage. If a child fails to pick up these rudiments at the school stage, it is very difficult for him to acquire them later in life. The Committee is aware of the emphasis at present being laid in different quarters on the building up of a healthy, patriotic and disciplined atmosphere in schools but taking into account the fact that tangible results are not perceptible, it has come to the conclusion that the failure is due to the fact that the entire subject has not yet been fully investigated.

4.10. Regarding the Panchayat, the Committee has come to the conclusion that the present functioning of Panchayats leaves much to be desired. There is evidence to the effect that Panchayats are ridden by factions, feelings and prejudices about caste. Even though Panchayats are working under a comprehensive Act of the Legislature calculated to ensure that they would in all respects function for the public weal, the fact remains that there are occasions when the public interest is not safeguarded. The entire matter needs to be properly investigated and the results of the investigation subjected to close scrutiny.

4.11. The Co-operative Society, by far, is the most effective instrument for ensuring the economic welfare of the people. It is, however, common knowledge that the expectations placed on the Co-operative Society as an institution working for economic prosperity and indirectly for social cohesion have not been satisfactorily fulfilled. The way the co-operative societies are at present functioning has brought the system itself into disrepute. There is a general feeling that but for the official agency which forms the framework of the co-operative structure, it would prove an utter failure. This, in fact, goes counter to the principles of co-operation. The co-operative society, as a body should have the minimum of official control. It is, therefore, of utmost importance that techniques of passing on the initiative and responsibility for running the co-operatives to the people should be developed. Research work should, therefore, be taken up for devising ways and means for restoring the co-operative movement to its high pedestal.

(iii) *Cottage and Small-scale Industries*

4.12. In the evidence which the Committee has collected, there is almost a unanimity of opinion that amongst the various items of the economic and

social programmes cottage and small-scale industries should claim the first priority for research. In view of the fact that in our villages there is a large number of landless labourers and under-employed cultivators, for whose employment cottage and small-scale industries are the only solution, the Committee strongly subscribes to the general opinion as expressed by the people. Considerable research is required for locating suitable industries and exploring their potentialities including marketing of finished goods.

(iv) *Public Health and Sanitation*

4.13. This matter is very closely linked with the attitudes of the people. But there are certain important problems for the solution of which research is necessary viz., the disposal of night-soil, system of drainage, and control of flies. These apparent liabilities can be turned into positive assets as in the case of cow-dung, where research has evolved the cow-dung gas plant through which cow-dung remains not only a source of fertilization but also a source of light and power.

(v) *Agriculture including Soil Conservation*

4.14. The Committee has noticed that considerable research has been going on in the field of Agriculture. But considering the importance of the problem, it would appear that the research programme so far carried out falls short of the needs and demands of the Indian farms. The Committee, therefore, feels that more intensive research work is needed on plant breeding and improvement of seeds.

4.15. The problem of soil conservation and reclamation has already attracted attention and the Committee has been informed that research on it is already under way. The Committee was favourably impressed by the Pilot work in this direction being done in Bhagya Nagar block of the Pilot Development Project, Etawah. The Committee, however, feels that more intensive work should be undertaken by the Department of Agriculture. Research work is necessary for checking erosion in the ravines of the rivers like the Yamuna, Chambal, Ganga, etc., and also in the hill regions of the State for different altitudes.

(vi) *Animal Husbandry*

4.16. In this field, forage crops require considerable research. Intensive work should be done to evolve nutritious and high-yielding varieties of forage crops. Controlled and rotational grazing is a line which offers many possibilities. Research is also needed for controlling the diseases to which the cattle are prone at present as also for the upgrading of the cattle. Artificial insemination, poultry, fishery and sheep-rearing are also important items on which research should be undertaken.

(vii) *Minor Irrigation*

4.17. There are large tracts in U. P. which are at present suffering from lack of irrigation facilities. Intensive research should be undertaken with a view

to finding cheap means for providing irrigational facilities in all types of tracts and even in areas such as Dudhi and Robertsganj.

(viii) *Rural Housing*

4.18. The condition of houses in the countryside is deplorable. In the field of construction of buildings and residential quarters in urban areas research has already taken big strides. But considerable scope, for research still exists so far as rural housing is concerned. Considering the special topographical and physical conditions obtaining in different parts of the State, the requirements of housing in the countryside are different for different regions. Research aiming at evolving durable, easy-to-build, cheap and hygienic houses for rural areas should be undertaken. The requirements of kitchens in these houses should receive particular attention.

(ix) *Youth, Women and Child Welfare*

4.19. This subject is allied to the attitudes of the people. But it should be taken up as a separate item of research with the immediate need of evolving programmes conducive to the social and economic welfare of the women, youth and children.

(x) *Family Planning*

4.20. There was a belief sometime back that rural folk did not react favourably to ideas about family planning and to the use of contraceptives. The enquiries made by the Committee, however, have revealed that this belief is unfounded and that people are, in fact, eager to adopt methods to limit their families provided these methods are within their means. What in fact is needed is research on this subject to evolve effective and cheap methods which might psychologically and economically be acceptable to the people.

Agencies

4.21. The Committee is aware that at present several agencies are carrying on research on one or the other subject mentioned above. These agencies are both official and non-official. In the latter category might be placed the Universities and colleges. The various departments of the Government are also, in some cases, carrying on research on the subjects with which they are concerned. In the Planning set-up, the Planning Research and Action Institute is the centre of hopes for carrying out research on a variety of problems, calculated to strengthen the Community Development Programme. The Committee has learnt with satisfaction that on several of the subjects enumerated above, the Planning Research and Action Institute is already carrying out research with the Pilot Project at Etawah as its field laboratory. But considering the vast requirements of research particularly in relation to the needs of different regions, the activities of the Planning Research and Action Institute need to be expanded considerably. It is the considered opinion of the Committee that the Planning Research and Action Institute should have its substations in various regions of the State each with a Mother Project on the

lines of the Pilot Projects at Etawah to serve as its field laboratory. The Committee, therefore, makes a definite recommendation that Government should take immediate action in this direction, as otherwise the interests of research would suffer retarding the growth of the Community Development Programme as a whole. Also, the Planning Research and Action Institute should take upon itself the task of maintaining an effective liaison with various research agencies functioning in the State and outside. It is obvious that no single agency can carry out research on all the subjects mentioned above. In fact, use of as many agencies as possible should be made. But it should be the function of the Planning Research and Action Institute to pass on the ideas for research to various agencies, obtain results from them, test them in specified field-laboratories and, when found upto the mark, pass them on to the extension agency for effective implementation. This, it needs no emphasis, is a very important and delicate task but the Committee feels that the Planning Research and Action Institute should take over this work. The Committee recommends that the Government should take all possible steps to strengthen this pioneer Institute.

PART III

**CHAPTER 5—PEOPLE'S PARTICIPATION AND PUBLIC
CO-OPERATION.**

**CHAPTER 6—PEOPLE'S INSTITUTIONS AND ORGANI-
SATIONS.**

**CHAPTER 7—BLOCK DEVELOPMENT COMMITTEES—
THEIR STRUCTURE, FUNCTIONS AND
LINK WITH THE ZILA PARISHAD.**

CHAPTER 5

PEOPLE'S PARTICIPATION AND PUBLIC CO-OPERATION

The subject of public co-operation has come up for discussion in almost all the chapters. It is but natural because public co-operation forms the very basis of all Planning in general and community development in particular. It is now accepted on all hands that the growing needs of a welfare state and an expanding society can be fulfilled only through the enthusiasm, active support and whole-hearted co-operation of the people for whose benefit the new society is to emerge. Therefore, public co-operation has developed into a big problem which needs tackling it as a technique.

5.2. But the question itself is not so simple as it appears to be. Unfortunately planning in India had a different background from its counterpart in the totalitarian countries which started with a clean slate under a single party system. Consequently, it has been easier for them to mould the people's outlook on their own pattern. But in India independence was followed by partition resulting in socio-economic disruption. Besides, free India inherited the legacy of a foreign rule that made the task of the planners all the more difficult. And thus planning was initiated in the background of anti-government bias, scarcity psychosis and a multi-party system. Above all, the machinery with which planning had to be implemented, lacked the requisite faith, capacity, and training. The result was that the necessary psychological atmosphere could not be built up.

5.3. The Committee has tried to study this question of public co-operation in all its aspects. It feels that there can be no piecemeal solution, nor can a spectacular programme by itself create the necessary conditions. A concerted effort on all fronts—political, social, economic, educational and cultural—is needed to create a climate that will enthuse the people to work. The Community Development Department alone cannot create the necessary atmosphere.

5.4. "People's Participation" is an oft-repeated expression but very few have a clear idea as to what it connotes. In planning, it has different connotations varying according to the nature of the programme concerned. For instance, public co-operation in reference to railway implies the general public paying for the services rendered and taking care of the railway property as their own. Similarly public co-operation in financing the Plan and meeting the shortage of foreign exchange should reflect in the people building up capital through small savings and in their conscious efforts to earn foreign exchange by practising austerity and sparingly using those commodities which have a foreign market.

5.5. The present form of people's participation in the Community Development programmes, as generally accepted, is the contribution of the people either in cash or in kind towards the completion of the projects for the benefit

of the community, such as construction of approach roads, community centres, schools, seed stores, drinking water wells, pavement of lanes and so on. In a broader sense, this term includes participation of the people in the various development programmes such as agriculture, animal husbandry, co-operation, public health, education, social education, cottage industries, etc.

5.6. The Committee has, therefore, proceeded first to determine what exactly has been the extent and nature of public co-operation and participation in the Community Development Programme. What are the media through which it is finding expression? What are the impediments in the way of its free flow and how can the various media be developed into powerful and effective instruments for enlisting public co-operation?

5.7. A clear idea of the exact nature of the people's participation in the Community Development programme can be had by a reference to the following characteristic items :

- (i) acceptance of new techniques of production in agriculture and industry, utilization of facilities and services made available by various programmes and adoption of all development programmes ;
- (ii) utilization of grants-in-aid to augment local resources for community works ;
- (iii) development of local initiative and leadership and a will to preserve the tempo of work.

5.8. In the light of the above characteristic items, the Committee has tried to assess the extent of the people's participation in the fulfilment of various items of the programme.

Acceptance of new techniques, utilization of facilities and services, etc.

5.9. The Committee is convinced that a good many people, in spite of their conservative nature and sceptical attitude towards change, have come forward to take to improved techniques in all programmes of agriculture as soon as they have been convinced by facts and practice that by adopting these techniques they would add to their produce and efficiency. The growing demand in the Community Development areas for improved seeds, chemical fertilizers, agricultural implements and insecticides lends support to the above contention. The success of the recent Rabi and Kharif campaigns bears practical testimony to the fact that the people are alive to their interests and to the advantages which accrue from working out programmes which show promise.

5.10. It is of importance here to note that while some of the improved techniques in agriculture have been readily accepted by the peasants, these very persons, for want of tangible prospects, have shown no interest in taking to cottage industries. This shows that public participation, on an enduring basis, is possible only when the programme ensures favourable economic conditions at all stages of its activity.

5.11. In the spheres of Public Health and Animal Husbandry programmes also, the people have shown a spirit of co-operation. It is evident from the

Shramdan. This position has, at places been exploited although in reality this kind of situation rarely arose. The truth is that even poor people join Shramdan with the same will and vigour as others do. It is only when Shramdan drive continues long, the poorer group feels a bit hit-hard for want of wages. The Committee would, therefore, recommend a system of token payment for Shramdan in such cases. This would enable them to identify themselves with the work of village uplift without grudge.

(ii) The Committee has observed that at many places the roads constructed through Shramdan have not been maintained properly. In the construction of these roads the people had given their best and worked with zeal as well as with all the fanfare associated with patriotic effort. Particularly spectacular work was done in the hills where the people, passing through difficult terrain, had built roads cutting through hills. They had been assured by the local workers that once the road was built, it would be maintained by the Government. But such promises, the Committee found, have at many places not been fulfilled, and this has naturally chilled their enthusiasm. The Committee would suggest that due care should be taken in making such promises.

(iii) The grants-in-aid in the block budget are divided into specified heads like communications, drinking water facilities, pavement of lanes, etc. The rates of subsidy differ from item to item and area to area. Further, there is no provision of any grant-in-aid for meeting any special problems of particular blocks such as waterlogging, floods, etc. These factors often stand in the way of the people for fulfilling immediate community needs even when they are willing to make their own contributions. Such procedural difficulties which the people find irksome and even insurmountable, create in them a feeling of helplessness and weaken the will of the community. The solution of this serious problem appears to be that special grant-in-aid should be made available to the block. There might, of course, be certain broad directives regarding the manner and the purposes for which this lump grant could be utilized. The Gaon Panchayats should be made responsible for planning all community works. The payment of the grant-in-aid may be made in advance in the beginning of the year. So far as the subsidy rates are concerned, it would be better if a uniform rate is prescribed. It is to be noticed that the system of Labour-cum-contribution is dependent upon growing prosperity of the community as a whole. But as conditions are, it is difficult for the Committee to assert that the people to-day are better off so as to contribute more than they were a few years back. The Committee, therefore, has come to the conclusion that the present system needs liberalization. In the opinion of the Committee, the lump sum grant to a Gaon Panchayat may at least be 50 per cent of the total estimated expenditure. This would immediately have the effect of

broadening the scope of initiative of the people for tackling their problems—special or otherwise.

(iv) There is, at present, no machinery for prompt disposal of petty disputes arising on account of construction of roads, drains, etc. The procedure for land acquisition is dilatory and complex. It is not unoften that a decision, through this procedure, is available after such a great lapse of time that meanwhile the enthusiasm of the people for the particular work is completely cooled down. It is, therefore, suggested that the Nyaya Panchayats should be given powers to settle disputes of land in connection with community works and to determine the compensation for land acquired for such works. This might perhaps entail a modification of the laws regarding acquisition or requisition of land.

Development of local Initiative and Leadership

5.16. The manner in which the Community Development programmes are initiated and executed, does not provide much scope for local initiative and leadership but in spite of this handicap, it is heartening to note that wherever programmes have been executed through energetic and inspired officials or through good Panchayats, people's initiative and local leadership both have emerged. The Committee, however, is confident that a change in approach and an encouragement to local workers will improve matters. The Committee has found an innate urge in the people for improving their living conditions and has also found good material for local leadership in the countryside.

Conclusion

5.17. The Committee has refrained from discussing the nature and extent of public co-operation in each item of the community development programme since this aspect of the matter has been fully covered in the chapter on "Evaluation and Orientation of Programmes". But on the basis of general observations made above, the Committee is of opinion that it would not be fair to charge the people in a general manner with lack of co-operation or want of enthusiasm towards the community development programmes. It is too vague and sweeping a charge. The mass of evidence which the Committee collected shows that in spite of a good many handicaps the people, generally speaking, have participated in the programmes within the limitations inherent in the situation and tried to utilize all available facilities for improving their lot.

5.18. Independence, in its wake, has brought a general awakening among the rural people to improve their living conditions and work for social and economic freedom. In the Community Development programmes, they have found some avenues for creative activity. Comparatively speaking, the Community Development machinery, by and large, has been able to acquire their goodwill and co-operation. This is indeed a very healthy sign.

The present Approach

5.19. The Committee has already offered in Chapters I and II, some suggestions, both in regard to pragmatic and administrative aspects of the matter which

it is hoped would go a long way to create conditions in which greater public co-operation might be possible. It would, however, like to re-emphasize that the problem of public co-operation is to a great extent dependent upon our approach to it, upon the content of the Community Development programme and upon the nature of the institutions through which the programme is to be implemented. These three points have also in one form or the other been stressed in the foregoing chapters. But the Committee would reiterate that the present programme requires a radical change in the approach and content before it could be able to enthuse the people. It is, in fact, the approach which builds the psychological background implementation of any programme. It evokes new urges and aspirations in the people.

5.20. The present approach worked well in the initial stages but since it had no appeal on a higher plane, it gradually led the people to look to the government for almost everything, and at the same time, moulded the services personnel to work for the fulfilment of the physical targets only. Besides, it deals with problems in isolation. Further, it lacks a comprehensive outlook. The programmes consequently suffered for want of an organic link and co-ordination with the life of the people. In spite of certain efforts in the direction of co-ordination, conflicting and contradictory pieces of advice are still given at times to the villagers. For instance, one day the health officer goes to a village and says that it is not good to have manure pits near the house. Next day, the agriculture department agent visits the same village and talks to the people about the importance of manure and its preservation—not indicating where it should be preserved. The villager listens to both and shrugs his shoulders and carries on as usual. It is not surprising if such an approach robs the movement of its vitality.

The new Approach

5.21. A good many suggestions in regard to the manner of approach and content of the programme have already been made in Chapter I dealing with the background, objective and content of the Community Development programme.

5.22. The Committee has no illusions that the task of mobilizing man-power needs a good deal of coaxing and can only be performed by persons who endear themselves to the people and gain their full confidence. The development machinery, as a whole, has first to lay its foundations deep in the countryside before it could do anything substantial. The Committee gives a few more suggestions in this regard :

(1) The Village Level Worker should not approach people as a benefactor but as a friend and co-worker.

(2) He should build a circle of friends from all classes—the most backward among the villagers being nearest to him.

(3) The village *vaid*, *hakim*, musician, priest, teacher, leaders of Caste Panchayats, retired officials and political workers—all these can form the nucleus for his approach.

(4) His behaviour and mode of dressing should not alienate him from the people he is working with.

(5) The methods and techniques adopted by the Village Level Worker should be simple and in keeping with local traditions and conditions so that these are easily understood and taken up by the people.

(6) After gaining some confidence of the people, he should proceed slowly and steadily to make them problem conscious.

(7) Through his regular contacts and associations, people should be convinced of the efficacy of work through local institutions.

5.23. It should be borne in mind that there cannot be any rigid pattern of approach while dealing with human problems. Only certain broad indications can, however, be given. In a growing society, new ideas emerge according to new needs and situations and hence there cannot be any specific items of programmes for all time to come. The fieldworker should, on the one hand, be given full scope to exercise his initiative according to local conditions and, on the other hand, should be properly fed on subjects of interest.

5.24. The new approach will bear fruit only when all functionaries at the village level work in unison and the schemes of village uplift are initiated through people's institutions. This may not show tangible results on the target side in the beginning but would surely pave the way for solid groundwork.

CHAPTER 6

PEOPLE'S INSTITUTIONS AND ORGANIZATIONS

In the early stages of the Community Development Programme, the Village Level Worker generally approached the villagers with the help of a few village leaders whom he considered to be useful for his assigned purpose. May be, it was the only practical way open for him to enlist public co-operation. This approach, while it did some good, ultimately began to provoke personal rivalries and undermined the expansion of the programme. It is now being felt that a stage has come when it will be much better to function through established institutions rather than depend only on individual approach. It is recognized on all hands that with a view to broadbase our programme, its execution through village Panchayats is the only effective method. This view has been supported by the recommendations of the Planning Commission, Development Conference at Abu, Balwantraj G. Mehta Study Team and National Development Council. The Prime Minister of India also in his different speeches has repeatedly emphasized upon the strengthening of village institutions in furtherance of the Community Development Programme.

Village Panchayats

6.2. The Committee examined the working of a number of Gaon Panchayats, particularly, the extent to which their participation had been sought in the Community Development Programme. In spite of many complaints against the present working of Panchayats, people generally favoured the idea of implementing development programmes through them. This clearly shows that the institution of Panchayats has taken its root in the soil.

6.3. During the course of discussions held with Pradhans, village leaders and workers of different departments, the following shortcomings were pointed out in the present working of Panchayats :

(1) There is dearth of competent and popular leadership to take over the responsibility of overall village planning and development.

(2) The present system of Panchayat elections has further aggravated the existing village factions which militated against the community way of thinking and co-operative effort.

(3) The resources of panchayats are very meagre and, therefore, they cannot cope with the expanding activities under the Community Development Programme.

(4) Meetings are not held regularly and their follow-up is inadequate. This often slackens people's interest in execution of panchayat programme.

(5) Due to lack of proper maintenance of accounts, often an atmosphere of suspicion and distrust is created, which hampers smooth functioning of panchayats.

(6) Panchayats do not enjoy any real powers. Pradhans have to follow very cumbersome process even to get small things done.

6.4. The above shortcomings have some element of truth in them, but they are not inherent in the nature of the system and can be removed if certain necessary structural changes are effected and concerted efforts made to improve the working of Panchayats. The committee feels that Government should go ahead with the programme of transferring powers and responsibilities to Gaon Panchayats with a firm belief that people are instinctively sound and possess an innate urge to rise to the occasion. Any shaky, hesitant and half-hearted attitude is likely to do more harm than good. The existing shortcomings should not be permitted to form a basis to put the clock back. It is hoped that most of the bottlenecks would disappear the moment we start functioning through Gaon Panchayats with greater hope, confidence and determination.

Leadership at Village Level

6.5. It is true that a new leadership is emerging at the village level, but it is as yet not very popular and constructive. If adequate steps are taken to train and channelize it, it would not be far off when this leadership will develop a constructive bias and take root in villages. For this, it would be necessary that Pradhans and other village leaders who take due interest in village planning and development get adequate recognition and encouragement from higher leadership and governmental agencies. Further to increase their competence, it would be necessary to organize regular training camps as also to provide them suitable literature in simple language which may help them to understand the salient features of the working of Panchayats and give them an insight into the working of other development programmes and Plans in general. Occasional tours arranged for Pradhans to study the working of other panchayats will stimulate a spirit of healthy rivalry among the panchayats and benefit them by interchange of experience.

Panchayat elections and village factions

6.6. At present, Panchayat elections are conducted by show of hands which often result in group rivalries and tensions. The popular demand is that these elections should be conducted by secret ballot. We are convinced that there is great force in this demand of the people. The secret ballot system will not only ensure a free and unbiased expression of people's opinion resulting in the election of better persons, but will also minimize the chances of party factions being aggravated. Ultimately it will make for a better climate for securing participation and co-operation from all sections of the village community. The committee, therefore, recommends that Gaon Panchayat elections should be conducted through secret ballot.

6.7. No doubt the system of secret ballot would involve considerable expenditure in the conduct of elections; but in view of past experience, it can be safely presumed that the entire expenditure will be easily met from the sale proceeds of nomination papers.

Resources of Gaon Panchayats

6.8. Despite the functioning of Gaon Panchayats for about a decade, there has been no appreciable increase in their resources. An idea of the very meagre resources of Gaon Panchayats could be had from the fact that the average annual income of a Gaon Panchayat from taxes comes to about Rs.120 and from other resources including *ad-hoc* subscriptions for community works, etc. to about Rs.200. This is much too meagre a resource for undertaking the increasing responsibilities of village development by Gaon Panchayats. The income from taxes cannot be substantially increased. Therefore, steps have got to be taken to augment their existing resources through external help. To that end, the committee recommends that at least 25 per cent of the State land revenue should be allotted to Gaon Panchayats as grants-in-aid. This would roughly come to a grant of rupee one per head. This practice has already been introduced in the States of Bombay, Madras, Andhra, Mysore, Punjab and Madhya Pradesh and has been further supported by Balwantrai G. Mehta Study Team, which recommended that 40 per cent of the land revenue of a block should be allotted to the "Panchayat Samiti" and the "Panchayat Samiti" should allot 75 per cent of that amount (i.e. 30 per cent of the land revenue) to village Panchayats. The committee is aware of the financial stringency with which the State Government is faced, but in view of the increasing responsibilities of Gaon Panchayats, Government must come to their help and supplement their resources in the manner suggested with a view to building up resources in the countryside.

Community Assets

6.9. The committee further recommends that Gaon Panchayats may be utilized for constructing minor irrigation and soil conservation works, laying out community orchards, community afforestation blocks and developing fisheries.

6.10. The above projects will need huge expenditure. By mobilizing man-power, these works can be completed without much difficulty. In some cases, however, it may be necessary that free labour may cause hardship to poorer groups of people hence Panchayats may pay them on the basis of low wages. This will help in building up community assets which may increase the income of Panchayats in future.

Grants-in-aid procedure

6.11. The system of grants-in-aid provides a great incentive to Gaon Panchayats to develop their resources both in terms of free labour and cash contributions. The present system has much scope for improvement so as to provide greater incentive to Gaon Panchayats for mobilizing their resources. We do not think it necessary to go into the details of the system, but would

suggest that the present procedure of sanctioning grants-in-aid may be revised keeping the following salient features in view :

(a) The grants-in-aid should be allocated to Gaon Panchayats by the Block Development Committee on population basis.

(b) The grants-in-aid so allocated should be issued in lump sum for being utilized by Gaon Panchayats on community works according to the programme drawn up by them for a year. There should be no insistence on utilization of grants-in-aids on individual work basis. Panchayats should be free to utilize them on all the programmes they take up in a particular year. Further, people's contribution should include the value of earth work done by Shramdan or otherwise while adjusting the grants-in-aid.

(c) There should be a system of incentives to encourage the working of good Panchayats.

If the procedure of grants-in-aid is so revised, it is hoped that people's contribution would be coming forth in larger measure and a healthy spirit of competition would grow among Gaon Panchayats.

Land Management Committee and Gaon Panchayats

6.12. Under the U. P. Zamindari Abolition and Land Reforms Act, Land Management Committees have been granted an independent role and have thus been brought into conflict with Gaon Panchayats. The Committee does not think it necessary to go into the technicalities of the question, but it must ventilate the strong reaction of the village people against the functioning of two parallel bodies at the village level dealing with common aspects of community life. The consensus of opinion is in favour of the merger of the functions of Gaon Samaj into those of the Gaon Sabha. A necessary corollary of this merger would be that the Land Management Committee would become a statutory Sub-committee of the Gaon Panchayat under the overall control of the Gaon Sabha. This merger should strengthen the institution of Panchayats and place additional resources at their disposal for the effective functioning. The Committee, is therefore, strongly of opinion that changes on the lines suggested above should be made as early as possible.

Conduct of Meetings

6.13. With a view to associating village people more intimately in development programmes, the meetings of Gaon Sabhas and Gaon Panchayats should be held regularly. Whenever village plans are formulated or discussed, Gaon Sabha meetings should be called after due publicity so that maximum number of persons may be able to participate in them. A copy of the proceedings of these meetings may be hung up prominently in the Panchayatghar or some other suitable place in the village so that all members of the Gaon Sabha may know about it. Regorous follow-up of the decisions taken would enliven the interest of the village people, create in them more faith in their own working and develop their initiative for future action. Further, emphasis

should be laid on explaining democratic procedures of conducting Panchayat meetings. In such meetings, each and every member may be given a chance to express his views freely. This will develop the art of speaking and democratic way of thinking among people.

Maintenance of Accounts

6.14. At places, many a member of Gaon Panchayats, to the great surprise of the committee, betrayed ignorance of the accounts maintained. It appears that the statement of income and expenditure of Gaon Panchayat is not put up for consideration in monthly meetings. Though a minor affair, the non-observance of this rule may sometimes lead to major consequences inasmuch as the people may lose their faith in the leadership of Gaon Panchayats for lack of proper maintenance and presentation of accounts. Instructions already exist to this effect and are being reiterated from time to time. But what is more important is that their follow-up is effectively maintained.

Authority of Panchayats

6.15. Since Panchayats are to play an increasingly greater role in the Community Development Programme, it is imperative that they should be delegated adequate powers and responsibilities for their effective functioning. The committee, after studying the working of a few good Gaon Panchayats has come to the conclusion that there is great potential in them for village planning and development. And, therefore, it advocates that Panchayats should be made more responsible, self-reliant and progressive. The programme of Community Development would then grow rapidly with its root going deep into the soil. To this end, the following steps may prove useful :

- (1) All programme planning within the jurisdiction of Gaon Panchayats should be done in close consultation with them.
- (2) Even Government departments should work in villages through Gaon Panchayats. For example, if a State tube-well or a dispensary is to be located in a village, Gaon Panchayat concerned should be consulted.
- (3) Pradhans and members of Gaon Panchayats should be given due courtesy and regard. The opinions and recommendations of Pradhans and Panchayats in matters relating to their village problems should be given weight.

6.16. In this context, it may be pointed out that the general attitude of the officials particularly those at the village level was not very sympathetic towards Pradhans. Further, Pradhans had to waste a lot of time in pursuing Panchayat affairs at higher levels especially in Tehsils and district offices. It may be partly due to the fact that Pradhans are not yet fully aware of their duties and responsibilities and partly due to the lack of recognition of the authority of Panchayats and the position of Pradhans on the part of officials. The committee feels that unless Pradhans as representatives of the most important village institutions are given necessary facilities and help by the officials at all levels, they may not be in a position to handle and manage Gaon Panchayat affairs properly.

6.17. The committee has given these few suggestions knowing fully well that a good many risks are involved in their implementation. Democratic functioning involves the right to commit errors and it is hoped, through errors, people will learn how to control and manage their own affairs.

Village Co-operatives

6.18. Co-operatives come next to Panchayats as institutions of village Development. The country is committed to the establishment of a socialist society and co-operation, in the true sense of the term, is the nearest approach to Socialism. It is only by adopting the methods and principles of co-operation that we can attain the objective.

Appraisal of the Co-operative Movement

6.19. The co-operative organization in Uttar Pradesh has made considerable headway during the last few years. The number of villages covered by co-operative credit or multi-purpose societies now stands at 68,000 as against 42,000 of 1956. Membership which stood at 14.03 lacs has now reached the figure of 26.36 lacs. Share capitals have similarly risen from Rs.268.0 lacs to 494.17 lacs during the same period. The quantum of loaning also which stood at Rs.400.00 lacs in 1956 has now touched the figure of Rs.1072.02 lacs. Besides, 88 marketing societies have been organized which transacted business to the tune of Rs.21,16,890,96 and handled 15,45,490 maunds of foodgrains during 1957-58. These are completely new institutions and immediately on birth were pitted against the powerful opposition of organized trade which left no stone unturned to put them under. Sixteen Processing Societies have also been organized in the rural areas and they have gone a long way to help the cultivators in building up their economy partly with Government aid and partly with the initiative displayed by both officials and members of these societies. The institutions at various levels and particularly the U. P. Co-operative Bank and the U. P. Co-operative Federation have succeeded not only in strengthening themselves, but also in stabilizing their affiliated institutions both in rural and urban areas. While this, by itself, is no mean achievement, there is still great room for improvement and expansion. The message of co-operation has to be carried to every village and to every home so that we forge our way ahead towards the desired goal.

Need for Education

6.20. The success of the co-operative endeavour essentially depends on the acceptance and adoption of the methods and principles of co-operation by the people in general. The importance of co-operative education, therefore, cannot be over-emphasized. In the villages, few people know what co-operation really stands for. Even Members of Societies have little realization of the true import and significance of co-operation. The committee came across a very large number of people whose knowledge about their rights was vague and undefined

and who knew almost nothing about their obligations. Unless people generally have a clear conception of their duties and responsibilities, they cannot successfully run co-operative institutions. The inevitable consequence is that, in many a case, co-operative organizations have fallen into the hands of a few scheming persons, who have a tendency to perpetuate themselves in power and thereby thwart the progress of the movement.

6.21. It is felt that in spite of its creditable organizational expansion, co-operation has yet to take the shape of a people's movement. If co-operation is to be an instrument of social change, it must be made more broad-based and democratic in character. The essential pre-requisite thereof is co-operative education. The effort hitherto made in this direction by the department have been inadequate. The department has launched a member education scheme in 21 districts and for this purpose has detailed only one official of the rank of a Group II Inspector in each district. According to the scheme, this solitary Inspector is to pursue the member education programme in a Block for a period of about two years. At this rate, it will take pretty long time to cover a district. Such a scheme, therefore, cannot be considered to be effective. It goes without saying that efforts in this direction have to be further intensified.

6.22. The Committee feels that no useful purpose can be served by detailing one, two or even half a dozen men to a district for the implementation of the member education scheme. The proper course would be that every Supervisor and every Village Level Worker should devote adequate time and attention to the furtherance of the member education programme. Group meetings must be held in every village time and again and Zonal Conferences should be encouraged. In order to make these meetings and conferences attractive, cinema shows, exhibitions and *melas* should be organized as frequently as possible in blocks. Printed literature in the shape of pamphlets, booklets and handbills should be widely distributed. Intensive efforts should be made to make the people co-operative conscious. The Committee, however, is fully conscious of the fact that mere knowledge about a thing is not sufficient to stimulate prompt action. The process of co-operative education has got to be followed by convincing the people through successful demonstrations that Co-operative effort is a sure method of improving their economy by mobilizing better resources at their disposal. The moment people become co-operative minded and develop faith in the co-operative way of action and living, the battle is won.

6.23. In the present system of working of the Co-operatives, there is too much of official interference. Such interference cripples people's initiative and retards the growth of self-reliance in the people. The co-operative movement must essentially be a people's movement and must progress, expand and develop in tune with the genius of the people. The role of the official must only be to kindle the spark, to guide, to assist and help, but not to superimpose any order or directive which may hamper the growth of the movement according to its natural genius.

Co-operation at the Village Level

6.24. Generally speaking, at the village level, co-operative activity has confined itself to the grant of productive loans and distribution of seeds, fertilizers and agricultural implements to cultivators. But even here, it has been noticed that quite a large number of cultivators prefer to keep out of the co-operative movement. This is due *inter alia* to two main reasons: (1) credit is usually not made available to members in time, and (2) co-operatives fail to meet the full credit requirement of cultivators. While for productive purposes, a cultivator would normally need credit at least twice a year for his Rabi and Kharif cultivation, the societies generally grant loans only once during the course of twelve months. Secondly, the rules with regard to the fixation of credit limits are so rigid that no member can depend solely on co-operative credit for carrying out his normal productive activities. And since he has perforce to go to the local money lender for a good part of his credit requirement, he sometimes prefers to deal only with one agency. It is, therefore, clear that the village credit society must reorientate itself and take steps to see that it satisfies the full credit requirements of its members and also makes loans available to them at least twice during the course of a year so that villagers feel drawn towards it and develop an intimate relationship with it.

6.25. The Committee further observed that these village credit societies while partially meeting the requirements of cultivators have failed to do any good to the village craftsmen, artisans and landless labourers. Such people constitute a substantial proportion of the village population. And now that we are aiming at achieving the economic betterment of all sections of the village population, it is important that due attention is paid to these people as well. All such people stand in need of funds for the promotion of their own arts and crafts. But in the present set-up they scarcely get any recognition of their claims. In areas which have a large concentration of artisans separate industrial societies have been organized by the Industries Department, but by and large, Village artisans and craftsmen have been left to find funds for themselves in areas where their population is not large enough, and where separate industrial societies cannot be set up. The Committee feels that in all such areas, artisans and craftsmen should be admitted as members of the normal village credit societies and should be advanced loans for the promotion of their individual activities. The Committee is aware of the fact that funds drawn from the Reserve Bank of India for purposes of agricultural production cannot be advanced to craftsmen or artisans. But under the new arrangement the Reserve Bank does advance separate loans for handloom weavers and there are other all-India institutions, such as the All-India Khadi and Village Industries Board, Handicrafts Board, Small Scale Industries Board, Handloom Board, Central Silk Board, etc. which advance separate funds for the promotion of rural crafts and industries in the countryside. These funds are channelized through the Director of Industries who passes them on to institutions organized by his own staff. For obvious reasons, the Director of Industries has confined his activities to

areas which have a concentrated population of craftsmen and artisans. Stray artisans or craftsmen inhabiting a large majority of villages in the State do not, therefore, derive any benefit from these funds. The Committee, therefore, suggests that excepting in areas with a large concentration of artisans or craftsmen, where separate industrial societies may be organized, the rural credit societies should admit everybody including artisans, weavers and craftsmen as their members and advance them adequate loans so that they may augment their resources and secure their economic betterment. Funds for this purpose should be made available to credit societies by the Director of Industries according to their needs. In other words, the Committee suggests that administrative arrangement should be made to provide funds to the rural credit societies both for purposes of agricultural production as well as for the development of cottage and small-scale village industries.

6.26. This will obviously warrant a more intimate co-ordination between the activities of the Co-operative Department and the Industries Department than obtained at present. According to the present arrangement, the Co-operative Department is dealing exclusively with agricultural credit and is, therefore, excluding a large section of the village population from the purview of village co-operatives. This certainly is not a healthy sign and cuts at the very root of an integrated development plan.

Size of a Village Society

6.27. There has been a lot of controversy over the size and jurisdiction of a primary village society. While some people are of the opinion that large-sized credit societies are more conducive to the implementation of our development plans, there are others who think that large-sized credit societies are not co-operative in character and should not be encouraged. We do not want to enter into the merits of the arguments advanced in support of these views, but we are unanimously of the view that a co-operative society in order to be successful must be able to stand on its own legs. No co-operative society can function successfully unless it is an economically viable unit. The Committee is, therefore, of the view that while ordinarily every Gaon Sabha should have a co-operative society of its own, where Gaon Sabhas are too small two or three of them may join together in organizing a common society. These societies should not only deal in credit but should also take up other subsidiary activities in order to make themselves economically self-sufficient. To start with, these societies may take sale of seeds, fertilizers, agricultural implements and other commodities in order to meet the daily requirement of members. We believe that the interest earned by the societies on the loans advanced and the profits made by the sale of commodities suggested above would enable them to meet their normal expenses. Every society should have either a part-time or a whole-time paid Manager for the efficient conduct of its business.

Loaning and Co-operative Marketing

6.28. As suggested earlier, societies must meet the full credit requirement of their members. This would warrant considerable liberalization of their

loaning policy. But a liberal increase in the quantum of loan will necessitate proper and adequate arrangement for its recovery. To facilitate borrowing and repayments by members it will be advantageous to decentralize the working of the existing district co-operative banks. If these banks manage to open their branches at Block headquarters it will help prompt advancement of loans, ensure speedy recovery and also lead to better participation of the people in the activities of various co-operative organizations. The main criterion for fixing the credit limit of a member should be "whether the member will be able to repay the loan through the sale of his surplus produce?" If so, the member should be asked to enter into an agreement with the society to the effect that he shall sell his produce through the marketing society to which the society is affiliated. The marketing society should deduct the loan advanced to the member from the sale proceeds of his produce. We feel that marketing societies should be set up in all the Mandies of the State and every village society must be affiliated to at least one of them. After the harvest the village society must collect the member's produce and arrange to transport the same to the marketing society to which it is affiliated. It will be necessary for every village society to have adequate storage accommodation and since under this arrangement the marketing society will be receiving large quantities of foodgrains during the season, they should also have sufficient storage accommodation so that they may have adequate staying power in order to ensure an economic return to cultivators. In case of artisans and craftsmen, village societies should make adequate arrangement for the supply of raw material as well as the sale of the finished products. Details for the same shall have to be worked out to make them really useful media for undertaking these functions.

Block Unions

6.29. The Block Unions are now engaged in the distribution of seed on "Sawai" and sale of fertilizers and agricultural implements. The Committee after a careful examination of the economics of the "Sawai" system, has come to the conclusion that it is unlikely to yield good results. Very few Block Unions in the State are reported to be running on sound economic lines. The Co-operative seed stores generally find it difficult to realize seeds on "Sawai" all of which may be classified in "A" category. Whatever be the merits of this system in theory, it is found that in practice, the stocks maintained in these seed stores are not generally very satisfactory. The Committee is, therefore, of opinion that the recovery of seed on Sawai should be made optional. The seed store should insist on realizing seed of "A" category only. Those members who are unable to return good quality of seed should be required to pay for it in cash. The Committee has suggested earlier that the distribution of fertilizers and implements should be undertaken by village societies. Block Unions, as they exist to-day, should be abolished. Instead, as stated elsewhere in the report, an Integrated Agricultural Service Co-operative may be set up in each Block for the efficient maintenance of what may be called the "Supply line". In the new set-up suggested by us, every village society will have to be continuously fed

with the supplies of good seeds, fertilizers, implements and other articles of daily requirement of villagers. The procurement of these commodities should be done by the District Co-operative Federations on Co-operative lines and distributed to the village societies through their federal units for the sake of efficiency and convenience. It is also suggested that raw material needed by village artisans and craftsmen should be similarly procured on co-operative lines by the District Federations and passed on to the village units from where the member artisans may purchase their requirements without difficulty. Further specific steps should be taken by the Industries Department to supply technical guidance even to the scattered population of weavers, artisans and craftsmen in villages. They should be encouraged to produce goods according to specifications to be prescribed by the department and when they do so, the department must set up an organization to market the same in order to secure an adequate return to the producer.

Non-Official Organizations

6.30. The Committee has also been asked to examine the possibility of enlisting greater co-operation of non-official organizations engaged in rural welfare and uplift work. Non-official organizations had played a very active part in development activities before the popular Government came in power. They have a history of their own. The Committee tried to find out whether there are some active non-official organizations at the village level and whether they are serving any useful purpose, and if not, how such organizations can be activated and effectively used for promotion of development activities in villages.

6.31. The Committee tried to elicit opinion of the people on this score through the replies received to the questionnaire issued by the Committee and also by holding discussions at the village level in various districts of the State. The Committee was disappointed to find that very few all-India social organizations have their branches in villages. Wherever they actually have, they are not functioning actively at the village level. Sporadic attempts are made here and there by some agencies by organizing relief centres, training camps and Shramdan drives, but there is no continuity of efforts in their working nor do they follow up the programmes worked out to keep up the tempo of enthusiasm. In Uttar Pradesh, there are a few organizations like Gandhi Ashram, Kasturba Trust, Social Welfare Board and All-India Seva Samiti which have got their branches spread all over the State and carry out certain limited activities in villages, but their work is generally of a limited nature. Bharat Sewak Samaj is another all-India organization which has sprung up in furtherance of the Five-Year Plan, but its activities, too, are confined to a few centres. It has no active branches in the countryside.

6.32. Most of the social welfare organizations of such type used to depend in the past on voluntary subscription raised from the zamindars and well-to-do sections of the community. But after the abolition of the zamindari and other subsequent steps, it has become difficult to collect subscriptions in the manner it

was done in the past. People have begun to look more and more to the Government for running social welfare programmes in the countryside.

6.33. In view of these considerations, it has become incumbent on the Government to develop substitute institutions of the above type for providing initiative to the people in expanding and propagating social welfare activities in villages. These institutions have necessarily to depend considerably on Government finances and at the same time need technical assistance of different agencies. There is a further need of organizing training camps for the members of these organizations so that they may acquire necessary technical skill to run these institutions and make proper approach to the village people. After the training has been imparted, there is a further need of organizing mixed camps of officials and non-officials so that both the sections may understand the view points of each other and make combined efforts for the uplift of the masses. The main function of such non-official organizations should be to specialize in certain aspects of the development programmes. In fact, they should run pilot project schemes and demonstrate to the people the methods evolved by them for implementing schemes through self-help with minimum assistance from the Government.

6.34. The Committee realizes that most of the All-India and State organizations are experiencing great difficulty in the absence of their units below. They should have their branches in all districts and blocks and, if possible, in villages. At village level they should have specific activities to bring about specific improvements in village life. To avoid multiplicity of such institutions, it would be desirable if they function through Gaon Panchayats at the village level.

6.35. In villages, Youth Clubs, Mahila Mangal Samitis, Farmers' Forum, etc. should have corresponding organizations at the block, district, State and National levels. The Committee hopes that if these non-official organizations emerge and develop on more or less functional basis and establish co-ordination and understanding and grow a sense of mutual respect for official agencies, they would certainly be contributing their mite towards national reconstruction.

De-officialization

6.36. One of the terms of reference of the Committee was: "What steps could be safely taken in the direction of de-officialization".

6.37. De-officialization pre-supposes that governmental programmes with people's participation are to be converted into people's programmes with Government participation. With this view, the Committee tried to examine this question and elicited the opinion of the people at the village, block and district levels. Further, the Committee enquired whether the stage has come for the transfer of responsibility from the Government to the people and their institutions. An overwhelming majority of the people did not agree with the view that the time is ripe for taking steps in this direction. Even those who strongly criticized the working of governmental machinery and talked of wastage, corruption, etc.

did not advocate this step at this stage. Only a few persons here and there talked about it and that too vaguely and in a cursory manner. The Committee scrutinized both the views for and against de-officialization and came to the conclusion that it would be premature to think of taking any radical steps for transferring the responsibility, because the requisite leadership has not yet fully developed in the countryside and the local institutions have not been able to inspire full confidence among the rural folk. It may, however, be added that there is a realization of the fact that people should manage their own affairs through their own institutions. But realism demands that the transfer of responsibility to the people should be gradual and in a phased manner. However, it should be properly understood that de-officialization does not mean total elimination of governmental machinery. But what is aimed at is that the government machinery should be there only to provide technical skill and guidance with freedom of action and initiative vesting with the people. It is also an accepted fact that only public leaders working independently through their own institutions with a sense of responsibility will be able to carry the people on their march to progress.¹ Therefore it goes without saying that the agency through which the various development programmes are carried out should have its root deep in the soil. And efforts in this direction should be made right now to stabilize the local institutions in rural areas. This is the only practical way to prepare the ground for de-officialization. Certain suggestions have already been made in the chapters on "Panchayats" and "Co-operatives".

6.38. The Committee has found that while it is the aim of the Government to lead gradually to de-officialization, the officials entrusted with the task of carrying out this programme seem to hold a different view, namely, that they alone could successfully implement the programme and that public bodies, left to themselves, were not competent to discharge such responsibilities. This view has led them consciously or unconsciously to entrench themselves more and more at key positions. The Committee would therefore suggest that an effort should be made to rid the officials of this complex and on the other hand convince the people by action about the sincerity of Government's intentions. It is hoped that this emphasis will pave the way for de-officialization in stages.

CHAPTER 7

BLOCK DEVELOPMENT COMMITTEES—THEIR STRUCTURE, FUNCTIONS AND POWERS AND LINK WITH THE ZILA PARISHAD

In its term of reference no. 7, the Committee was required to make recommendations about the structure, functions and powers of the Block Advisory Committee and also its relationship with the Zila Parishad. The Block Advisory Committee has now been designated as Block Development Committee which is supposed to advise and assist the block staff in the planning and execution of the programme and also in securing maximum participation and co-operation of the people in various activities of the block. This Committee consists of all Pradhans of Gaon Sabhas and all Sarpanches of Co-operative Societies falling within the block; members of the Legislature and Parliament residing in or representing the block area or any portion thereof and Upadhyaksh and members of the Antarim Zila Parishad belonging to the block area. The Group Level Workers of different Development Departments posted in the block are also members of this Committee without right to vote. Where necessary, the District Level Workers are also its members. The Block Development Officer is the *ex officio* Secretary. The strength of the Committee varies from 150 to 200. Until recently, the Sub-Divisional Officer in whose jurisdiction the block was located, used to be the Chairman of the Committee. Now the Chairman is a non-official elected from amongst the members present every time the Committee meets. There is no regular Chairman. Though this Committee is intended to function as a Development Committee, yet we find that its role is still more or less advisory. The programmes of the block are generally planned and operated by the official machinery with the Development Committee functioning merely as a consultative body without having any financial or executive functions.

Structure of Block Development Committees

7.2. A number of questions were put to both officials and non-officials about the usefulness of the Block Development Committee. It was pointed out to us that the present Committee was too unwieldy to have an effective functioning. The attendance in the meetings was generally poor as the meetings were held frequently. A suggestion was made that the strength of the Committee should be reduced so that it could be a compact and business-like body for handling block programmes more efficiently. The Committee does not subscribe to this view. The bulk of membership is constituted of the representatives of Gaon Sabhas and Village Co-operatives falling in the block. In our opinion, active association of all these representatives of important local institutions at the village level is very essential because it would be of great help in formulation of realistic block plans. Their membership would also be conducive to enlist people's support from all villages in successful imple-

mentation of those plans. Further, their involvement in the affairs of the block would promote the growth of constructive leadership at the block level. The Committee is, therefore, of the view that the composition of the Block Development Committee should be retained as such and further special interests which may be helpful to the programme may also be represented on it. For this, the Committee suggests the inclusion of the following as members of this body :

- (1) All Principals of Higher Secondary Schools located in the block area.
 - (2) All Headmasters of Junior High Schools located in the block area.
 - (3) Five representatives of Primary School teachers to be elected by the teachers of Primary Schools falling in the block area.
 - (4) Three women representatives.
 - (5) Three representatives of Scheduled castes and Backward classes.
 - (6) Two representatives of Youth Clubs
 - (7) One representative of "Krishak Samaj"
 - (8) One representative of "Bharat Sewak Samaj".
- } They may be co-opted by the Committee.
- } They may be nominated by the respective institutions.

7.3. The Block Development Committee so reconstituted should function as a general body. There should also be an executive to perform such functions as may be entrusted to it by the general body. This executive may be constituted as under :

- (1) Five Pradhans to be elected by all Pradhans of Gaon Sabhas falling within the block area.
- (2) Three representatives of Co-operative Institutions to be elected by all Sarpanches of these institutions falling in the block area.
- (3) All non-official members of the Zila Parishad residing in the block area.
- (4) Members of the Legislature and Parliament who are on the Block Development Committee.
- (5) Two representatives of Educational Institutions to be elected by the members representing Educational Institutions on the Block Development Committee.
- (6) One member each representing special interests, i.e. women, Scheduled castes and Backward classes and voluntary organizations in the block. These representatives may either be elected by their own groups of members in the Block Development Committee or co-opted by the executive itself.

7.4. The Block Development Committee should have a permanent non-official Chairman who should also be the Chairman of its executive. The functions of the Block Development Committee should be broadly :

- (1) To consider and approve the block plan as a whole or plans for special drives or campaigns in the block.
- (2) To evaluate the progress of programmes in the block.
- (3) To help in securing public co-operation and participation in various programmes.

7.5. The executive may be entrusted with day-to-day operation of programmes particularly in regard to sanction of grants-in-aid, loans, etc. It may also be made responsible for formulating block plans in detail, and drawing up of schemes of special drives or campaigns for the approval of the general body. It will, of course, also perform such other functions as may be entrusted to it by the general body.

7.6. The Block Development Committee should have a quarterly session for one or two days, as the case may be, while the Executive Committee should meet every month to decide matters which may come up before it from time to time. This arrangement, it is hoped, will provide with a broadbase and business-like executive. It will enhance its functioning capacity as well.

Link with Zila Parishad

7.7. In this context, the question as to how the Block Development Committee should be linked with the Zila Parishad also came up for detailed discussion. Both officials and non-officials strongly pleaded that the Block Development Committee should be assigned maximum responsibility in regard to various development programmes in a block. Their opinion seemed to be based on the following considerations :

(1) Though the block is a new unit, it has been able to win confidence of the people as it provides them with some help and advice on matters which primarily concern their development. Blocks are much more convenient units than Districts for self-government and area development. District headquarters are far away from a large number of villages while block headquarters are within easy reach of the people.

(2) Technical services of all departments are provided at block level. A block is a fairly large unit for maintenance of essential services. District level services are needed only for guidance and supervision. Block level services will be of greater use to the people for implementation of programmes.

(3) For planning and development purposes, co-ordination of activities of Panchayats and serving the common needs of village people, Block Development Committees can be much more useful than Zila Parishads.

(4) People can be better mobilized and their co-operation can be better secured by Block Development Committees than by Zila Parishads.

(5) While the leadership at the district level tends to be more political and careerist in nature, the leadership at the block level tends to be much more realistic and enthusiastic about the actual problems of the area though it may not be as educated, enlightened and influential as at the district level. Village leaders within the block can be associated in block affairs much more easily than they can be associated in the affairs of the Zila Parishad. Further, the transfer of main power and responsibility to the Block Development Committees will help in the emergence of constructive leadership which may provide a strong base for district or even higher leadership.

7.8. The Committee attended a large number of meetings of Block Development Committees and Antarim Zila Parishads. Discussions in Antarim Zila Parishads frequently tended to be of a general nature while on the other hand, the members of Block Development Committees showed greater awareness of the advantages as well as the short-comings of various programmes and also offered many useful and constructive suggestions. The Committee feels that time has now come when greater power and responsibility should be transferred to the people at the block level. Such a transfer of power and responsibility would not only help in the emergence of creative leadership at the village and block levels but would also ensure better execution of various development programmes with greater people's participation and co-operation. We are, therefore, definitely of the view that Block Development Committee should be a statutory body and it should have maximum powers and responsibilities so far as programme planning and execution are concerned.

7.9. As regards the Zila Parishad, its chief role should be to guide, supervise and co-ordinate the functioning of Block Development Committees in the district. It should also deal with matters relating to economic and social planning in the district which cannot adequately be looked after by Block Development Committees for one reason or the other. The Zila Parishad should also act as the co-ordinating link between Block Development Committees and various departments of the State Government at the district and higher levels. It should also co-ordinate and help the activities of Block Development Committees so far as their relationship with other external agencies, whether within the district or without, is concerned. In order that co-ordination and supervision by the Zila Parishad may be of real help to Block Development Committees, it is suggested that a part of the Zila Parishad's membership should be by election from Block Development Committees. It cannot be too strongly emphasized that Block Development Committees must have some say in the composition of Zila Parishads which are to supervise, co-ordinate and help their work. While making this proposal, the Committee leaves it to the consideration of the Government whether both the bodies, i.e. Zila Parishad and the Block Development Committee, should have statutory status. The Committee, however, endorses the suggestion of the Balvantray G. Mehta Study Team on this point and recommends that it is the Block Development Committee (Panchayat Samiti) which should be the real institution of development in rural areas. Proper role of the

Zila Parishad would be one of co-ordination and supervision rather than of direct execution.

Functions and Powers of Block Development Committees

7.10. The Committee also discussed the question of transferring more powers to Block Development Committees. The consensus of opinion was in favour of :

- (i) entrusting maximum powers for programme planning and execution ;
- (ii) providing adequate resources for successful implementation of various development programmes.

Considering this popular demand and the nature of programmes being handled at the block level at present, the Committee is of opinion that responsibility for the formulation and execution of programmes in respect of the following subjects should be passed on to Block Development Committees :

- (i) Agriculture including minor irrigation.
- (ii) Animal Husbandry including cattle ponds.
- (iii) Primary education.
- (iv) Medical and Public Health.
- (v) Roads, bridges and culverts which are not the property of the State Government, Zila Parishad or Gaon Panchayat.
- (vi) Panchayats.
- (vii) Co-operatives.
- (viii) Village and Cottage Industries.
- (ix) Rural Housing.
- (x) Welfare of the Scheduled Castes and Backward Classes.
- (xi) Social Education.

7.11. Here the Committee has visualized the ultimate picture of the functions and powers of Block Development Committees but it is open for the State Government to pass on the responsibility in respect of these programmes either in part or as a whole in a phased manner depending on the development of their resources and organization.

Resources of Block Development Committees and Zila Parishads

7.12. As already stated, the question regarding resources of Block Development Committees was also raised when their relationship with Zila Parishads was discussed. People seemed to be dissatisfied with double taxation levied by Gaon Panchayats and the erstwhile District Boards. When the Zila Parishad, Block Development Committee and Gaon Panchayat would all be statutory bodies, it would not be desirable to allow all of them to tax the same population for common purposes. The Committee considered this matter and has made the following recommendations :

- (i) District Board cess on land and Panchayat tax on land revenue should be amalgamated and realized along with land revenue. Out of

this 12½ per cent may go to Zila Parishad, 12½ per cent to the Block Development Committee and the remaining 75 per cent to Gaon Panchayat. This may be supplemented by Government by allotting special grants-in-aid depending on the needs and resources of these bodies.

(ii) "Circumstances and Property" tax should be levied by Gaon Panchayats alone. Out of the net income from these taxes, 12½ per cent may go to the Block Development Committee and 12½ per cent to the Zila Parishad.

PART IV

CHAPTER 8—EVALUATION AND RE-ORIENTATION OF
PROGRAMME.

CHAPTER 9—AGRICULTURE.

CHAPTER 10—IRRIGATION.

CHAPTER 11—ANIMAL HUSBANDRY.

CHAPTER 12—EDUCATION AND SOCIAL EDUCATION.

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CLASSES.

CHAPTER 15—WOMEN AND YOUTH WELFARE.

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CHAPTER 8

EVALUATION AND RE-ORIENTATION OF PROGRAMMES

Importance of Evaluation

Periodical evaluation of the Community Development Programme, which aims at transforming the social and economic life of villages, is as important as the launching of the programme itself. It is only through a dispassionate evaluation of the programme that its planners can know whether its progress towards the achievement of the goal set before it is slow or satisfactory, or whether it has, in any particular aspect deviated from its original goal. Such knowledge helps the planners in modifying, reshaping or even overhauling the programme so as to make it a surer instrument for achieving the objective in view.

Nature of Evaluation

8.2. The process of evaluating the Community Development Programme is an intricate and difficult one. Unlike various other programmes, such as gigantic engineering projects or mammoth industrial undertakings—whose results can be gauged in terms of almost mathematical precision, the Community Development Programme, which is concerned not only with the economic but also with the social, moral and cultural uplift of the vast multitude of human beings, does not always lend itself to precise assessments. A proper evaluation of such a programme would therefore, aim at finding the achievements in relation to physical targets and their impact on the life of the people in the Community Development areas. There are three perceptible aspects of this impact, viz. (i) the aspect of material benefit, (ii) the aspect of subjective re-actions and (iii) the aspect of cumulative effect i.e., the effect of the totality of programmes on the life of the people as a whole. The assessment of the results achieved under each of these three heads will have to be related first to the conditions prevailing just before the programme was launched and then to the final objective in view. The nature of each of these three aspects and the yardsticks which can be employed to gauge the results are briefly discussed below :

Yardsticks for Measurement

(i) *The aspect of material benefit*—Each programme starts with certain material condition already existing. For instance, in case of agricultural programme, at the time when it was launched, a particular area of land was already under cultivation giving a certain amount of yield and the programme aimed at increasing that yield for which a target was fixed. At the time of evaluation, it can easily be ascertained whether the yield has actually increased or decreased whether the targets have

been partially or wholly achieved—and if not, what are the plausible reasons thereof. Similarly, the correct position in respect of the use of fertilizers, improved seeds, implements, etc. can be ascertained by a comparison of the data on the subject obtained at the time of launching and later on while evaluating the programme. The efficacy or otherwise of the methods employed under the programme can be judged or evaluated with reference to the tangible results obtained. Likewise, the assessment of material benefit derived from other programmes, is amenable to almost mathematical measurement.

(ii) *The aspect of subjective re-actions*—Each programme evokes certain reactions in the people. These reactions are mostly subjective, and, therefore, elusive to precise measurement. But, their effect is perceptible in the people's outlook, attitudes, habits, social and cultural behaviour, thinking process and other ways of life. For example, a good harvest following the use of improved methods of cultivation may change the entire outlook of the cultivator and even create in him a thirst for further scientific knowledge not only about the methods of cultivation but also about his life in general. Similarly, the loss of crops due to the faulty application of improved methods may create a pessimistic outlook on him and undermine his faith in such programmes. And, therefore, it becomes difficult to gauge, in terms of mathematical precision, the extent of such changes in the outlook or attitudes of the people. But to the extent these changes crystalize into action, they are amenable to measurement. The various items of the Community Development Programme covering, as they do, the entire being of the people, ensure that the people lead a fuller and healthier life. The material prosperity derived through community way of working and thinking must lead to general contentment, a sense of increased brotherhood, security and an urge for further progress. This change in social outlook and attitude must be further reflected in—

(a) increase in literacy to be assessed by circulation of newspapers and visits to Information Centres ;

(b) increase in healthy activities such as opening of Youth Clubs and Akharas and participation in Panchayat meetings ;

(c) awareness of problems as manifested through visits to Family Planning Centres, use of contraceptives, etc. ;

(d) increased participation in people's institutions viz., Panchayats, Co-operatives, Schools, etc. ;

(e) decline of faith in superstitions and emergence of a scientific outlook as concretized in—

(i) increased popularity of vaccinations,

(ii) steady adoption of Artificial Insemination Service,

(iii) acceptance of improved practices.

(f) decrease in litigation and anti-social crimes such as crop thefts cattle lifting, dacoity, etc.

(iii) *The aspect of Cumulative Effect*—Any progress on the material and subjective sides of the programme will have a cumulative effect of creating in the people an urge to build a new life through proper utilization of their resources and hard work. The extent of improvement in a social order is not amenable to mathematical measurement but could be reflected in the following :

- (a) increase in per capita income ;
- (b) increase in employment ;
- (c) narrowing down of social and economic distances through increased participation in Shramdan, works programme and other drives of community benefit ;
- (d) increase in contributions to the Small Savings Scheme.

Evaluation of the Programme

8.3. The Committee has evaluated various items of the Community Development Programme in considerable details in the light of the three aspects discussed above. Measures adopted by the Committee in making this evaluation have been indicated earlier in the Introductory Chapter. The aspects of subjective reactions and cumulative effect of the programme have already been discussed in Chapter I on "BACKGROUND, OBJECTIVE AND CONTENT OF THE COMMUNITY DEVELOPMENT PROGRAMME". The aspect of material benefit of the programme has been discussed in detail in subsequent chapters.

8.4. The Committee has considered the question of evaluating the programme in the light of observations made above and recommends the following measures for assessing the extent to which results are being achieved in the Community Development Programme :

- (i) Periodical assessment and checking ;
- (ii) Establishment of Evaluation Teams at various levels ; and
- (iii) Periodical visits of press reporters, educationists, lawyers and Members of Legislature for independent observations.

8.5. (i) *Periodical assessment and checking*—There is a school of thought which considers statistical records and reports to be a wasteful encroachment on field workers' time which could be better devoted to actual field work. The evidence produced before the Committee also seemed to bring out that a fair section of the people, both officials and non-officials, held the impression that development workers had too much of statistical work. On a closer examination of this view, however, it came out that the impression was based on inadequate knowledge or information regarding actual statistical work being done by field workers at different levels. In the modern age, to know and to let others know the nature and extent of the work to be done and actually done, at suitable time intervals, should be regarded no less important than the field work itself. All statistical records and reports should have this purpose in view. At the same time, they should be neither more detailed nor more frequent than is necessary for the purpose in view.

8.6. There is another aspect of statistical records and reports, to which the Committee considers it necessary to draw attention. It came to the Committee's notice that a fairly large section of people, including a few officials, was of the opinion that a good part of the work reported to have been done was *farzi*. The Committee does not agree with this view in general but emphasises that, even though the view be not wholly correct, it is necessary to take adequate steps to remove that impression. For this, it would be necessary to have a certain minimum of statistical records and reports and a system of on-the-spot checks, not only by development officials themselves but also by an agency which, though not entirely unconnected with the work, may yet be an objective agency.

8.7. In order that a clear idea of the progress of work done may be obtainable from time to time, it is necessary that complete and detailed information regarding the position before development work started in a block is available. The Committee understands that a block survey, to be conducted in the pre-extension stage of a block, is already prescribed, but that such surveys have not been conducted in all the blocks. The Committee considers it important that a detailed and systematic block survey should be undertaken without fail in the pre-extension stage of new blocks to be opened. For blocks which have already started functioning and where such surveys were not conducted at the pre-extension stage, they should be taken up without delay. A copy of all information collected in such block surveys should be available with the Village Level Worker and extracts relating to each Gaon Sabha in the block should be available with the Pradhan concerned.

8.8. In the course of evidence tendered before the Committee, a view was expressed that there was too much of emphasis on fixation and achievement of targets. A small section went to the extent of suggesting that there should be no targets, but on cross-questioning, it was gathered that what was considered unhealthy was not the fixation of targets but their fixation in an incorrect manner. The Committee feels that the targets should, however, reflect that felt needs of the people and that they should be worked out as far as practicable from the Gaon Sabha level upwards.

8.9. With the beginning of development work in a block every Village Level Worker should have with him a register which would show, separately for every Gaon Sabha in his charge, the targets fixed for achievement from month to month during the course of the year in respect of each important item of development activity. Such a register should be available at the headquarters of each Village Level Worker. An extract from the register in so far as it relates to a particular Gaon Sabha should be available with the Pradhan of the Gaon Sabha.

8.10. Every Village Level Worker should maintain a simple but detailed diary of the work done by him from day to day. The daily entries in the diary should indicate the date, the village or villages visited, the place of night halt and details of development work actually done or observed. This diary should provide the ultimate and the only basis for all periodical progress reports

which a Village Level Worker may send. It is, therefore, necessary that the entries in the diary should be detailed and accurate. There should also be insistence on the diary being filled in regularly. All inspecting officers should be required to look into and report specifically on the point whether the diary of the Village Level Worker whose work they inspected was filled up-to-date.

In addition to this detailed textual diary, the Village Level Worker should have another diary containing statistics relating to development work done or observed by him from day to day. Entries in this statistical diary should be based entirely on the entries made by him in the textual diary and should, in all cases, exactly correspond with them.

Besides his diary, every Village Level Worker should be required to keep a register of local development works.

8.11. Based on his targets register and his statistical diary, the Village Level Worker should submit to the block authorities a periodical report of progress of development work done. Such report should give details separately for each Gaon Sabha in his circle, so that they are available for inspection at the block headquarters.

8.12. An important question to decide is the frequency with which such reports should be submitted. The Committee understands that at present there is a monthly progress report as well as a quarterly progress report and also an annual progress report. The Committee considers such multiplicity of reports unnecessary and wasteful. The Village Level Worker should be required to submit only one periodical report from which data may be compiled, at the appropriate level, on any other periodical basis necessary. It is, therefore, important to consider whether such reports should be monthly or quarterly. After a careful consideration, the Committee is of the view that a monthly progress report would better serve the object of scrutiny, check and follow-up action. With a monthly progress report, the need of separate quarterly progress reports should cease and it should be possible, if necessary, to compile quarterly progress reports from the monthly progress reports. For this purpose, the monthly progress reports should be made sufficiently detailed to serve the purpose of all concerned, so that separate statistical statements and reports, besides the monthly progress report, are avoided. There may, however, be a few items on which data cannot appropriately be collected and repeated every month; they may be separately collected once every year.

8.13. A copy of each of the monthly progress reports submitted by the Village Level Worker should be available for inspection at his headquarters. His copy of the monthly progress report for the preceding month should always be carried by the Village Level Worker with him even when on tour. Each monthly progress report should be placed by the Village Level Worker before the next meeting of the Panchayat for information and approval.

8.14. At the block level, it is necessary to make suitable arrangements for a careful scrutiny of the monthly progress reports received from the Village Level

Workers, their compilation and consolidation in a form in which they are to be forwarded to various levels upwards. Besides this, there should also be arrangements for on-the-spot checks based on random sampling with a view to secure reliability of primary data as reported by the Village Level Workers.

8.15. The Committee considers that the above suggestions will not involve too much of statistical work with field workers either at the village level or at the block level. It is, however, necessary that additions to statistical work, particularly at the village level, should be kept under close check. For this purpose it would be desirable that all statistical work which ultimately passes on to the Village Level Worker should be channelised through a single agency at the State headquarters and through the progress assistant working under the Block Development Officer at the block level.

8.16. (ii) *Establishment of evaluation teams at various levels*—There is an all round emphasis on people's participation in every aspect of the Community Development Programme. It appears necessary to associate non-officials in evaluation work so that they may get a real insight into the various aspect of the programme, both in respect of its failure and success. For this purpose, evaluation teams should be constituted at the village, block and district levels and may be composed of both officials and non-officials. The non-officials would mostly be drawn from Gaon Panchayats, Co-operative Societies, Village schools and other non-official agencies working at the village level. Members of Block Development Committees at the block level and of Zila Parishads at the district level may also be included in the evaluation teams. These teams would mainly be responsible for assessing the progress of work under different items periodically. Their work may either cover the whole Community Development programme or be confined to evaluation of certain aspect of a particular programme in an area.

The Committee would further suggest that an evaluation team might function at the State level which should conduct random sample surveys for checking the extent of progress as a whole or any specific aspects thereof in any particular area or the entire State. This team should mainly aim at forming impressions rather than going into technical details of a programme. It should be a mixed team of experienced officials and non-officials interested in the Community Development Programme. The number of persons composing the team should not be more than 5 otherwise it is likely to become unwieldy and may not function in a business-like manner. This team may be appointed for a period of five years with powers to co-opt such members as it may consider necessary in the interest of the task in hand.

8.17. (iii) *Periodical visits of press reporters, educationists, lawyers and members of Legislature for independent observations*—Small groups of press reporters, educationists, lawyers and Members of Legislature may be requested to visit Community Development areas and indicate their observations about the actual progress and its impact on the people.

8.18. The work regarding evaluation would be greatly facilitated if some organization as a counter-part of the Programme Evaluation Organization at the national level were also created at the State level. Obviously such an organization should have a status independent of the various departments involved in the programme so that it might carry out its functions without fear and prejudice. The Committee feels that the expenditure involved in the setting up of the State Evaluation Team and a Programme Evaluation Organization at the State level would be so small that it could easily be met out of the existing allotment for the Community Development Programme. It need not be emphasized that the value of such assessment and evaluation would more than repay the expenditure incurred on it.

CHAPTER 9

AGRICULTURE

The First Five-Year Plan laid emphasis on agricultural development. This emphasis has continued even in the Second Five-Year Plan which envisages increase in agricultural production to meet the food requirements of a growing population as also to stimulate growth in other sectors of the country's fast expanding economy. Agricultural development, therefore, rightly constitutes the core of activities under the Community Development Programme. Our special attention to it during the last two years is more than justified in view of the recent food crisis which has evoked a serious criticism of the Community Development Programme in certain quarters where it is regarded as a programme of agricultural production alone. The Committee has, therefore, tried to examine the role of the Community Development Programme in the sphere of agricultural development with a view to suggesting such orientation as may lead to higher production.

A Review of the Progress

9.2. In agricultural development, main emphasis has been on increasing food production through the following measures :

- (i) Supply of improved seeds.
- (ii) Use of larger quantities of fertilizers ; encouragement of the use of natural and compost manures.
- (iii) Increasing in irrigation facilities.
- (iv) Adoption of improved agricultural practices, like Japanese Method of Paddy Cultivation, U. P. Method of Wheat Cultivation, mixed cropping, line sowing, etc.
- (v) Popularisation of improved agricultural implements.
- (vi) Land reclamation and development.

9.3. All these are the usual measures for agricultural production but under the Community Development Programmes, stress is laid on getting these measures widely adopted by cultivators with the help of the extension agency which aims at providing technical guidance, maintaining supply line, extending facilities for loan, etc.

9.4. An examination of the achievement in the Community Development areas reveals that people have generally begun realising the usefulness of the above measures and are accepting them though slowly. The Committee made intensive studies in particular relation to these measures in selected blocks of the State and tried to find out the extent to which these measures have been adopted by the people existing bottlenecks in the way of further progress and

also the methods to eliminate them so as to expedite their adoption. The observations and conclusions of the Committee in this regard are contained in the following paragraphs :

(i) *Supply of Improved Seeds*

9.5. One of the significant achievements of agricultural extension has been in the field of improved seed multiplication and its distributions. The fact that the distribution of improved seeds which was about 18 lakh maunds during the year 1950-51 rose to about 25 lakh maunds during 1955-56 and 31 lakh maunds after the Kharif and Rabi drives during 1958-59 indicates wide acceptance of this programme. The programme of seed distribution is being accomplished through a net-work of seed stores belonging to Agriculture, Co-operative and Cane Departments. For maintaining the quality of seed in the stores, a scheme for opening of seed farms has already been in operation during the Second Plan. Out of the total target of 876 farms to be opened during the Second Plan period, 100 farms started functioning during 1956-57 and 356 during 1957-58. Looking to the break-up of targets for these 2 years, the achievement seems to be fairly satisfactory.

9.6. The Committee inspected a number of seed stores both belonging to the Co-operative and Agriculture Departments and studied peoples reactions about the existing system of seed distribution. Since the programme is being handled by more than one agency, there is always some confusion and duplication of effort. Village people have, therefore, indicated their preference for retention of only one agency so far as seed distribution is concerned and for this, they have preferred the agency of Co-operative Seed Stores. The Committee is, therefore, of opinion that the programme of seed distribution should be channelised through co-operative seed stores only, whose number may be increased to 3-4 in each block. In order to maintain supply of nucleus improved seeds, it would be necessary to continue or open agriculture department's seed stores as well. These seed stores should be attached to seed farms and should not distribute seed directly to cultivators.

9.7. One of the charges levelled against the existing system of seed distribution is that the quality of seed supplied through the Co-operative Seed Stores is not always of superior quality. Though the figures maintained by these seed stores were something else yet the samples examined by the Committee on the spot indicated that there was much room for improvement in the quality of seeds stocked therein. The Sawai system seems to be mainly responsible for the deterioration of the quality of seed. It appears that the institution of seed stores is satisfying more the credit needs of the cultivators rather than their production needs. To meet this situation, the Committee would recommend that the Sawai system should be made optional and recoveries in kind should be effected from those cultivators only who are in a position to return quality seed. From others, the recovery may have to be made in cash.

9.8. The Committee observed that under the improved seed programme main emphasis was being laid on selected crops only, i.e. wheat, paddy, barley,

gram and peas. Other crops particularly millets are by no means less important from the view point of food production in the State. The Committee would, therefore, suggest that extension work in the direction of seed improvement should also be intensively undertaken in respect of other crops. Keeping in view the regional requirements based on the type of soil, climate and irrigation facilities.

(ii) *Use of larger quantities of fertilizers ; encouragement of the use of natural and compost manures*

9.9. A perusal of the figures relating to the distribution of fertilizers would show that the use of chemical fertilizers is getting popular. Correctly dosing of fertilizers has been carried on considerably but intensive efforts are needed to apprise each and every cultivator of correct dosage in accordance with the requirements of crops and soils.

9.10. In a number of villages visited by the Committee, the people exhibited reluctance to the extensive use of chemical fertilizer because they were afraid and rightly so, of its long-range effects. They on the other hand preferred green manuring and natural compost. But there were certain difficulties in their way which handicapped the large scale expansion so far as green manuring programme was concerned. Cultivators were prepared to adopt it provided the supply of green manuring seeds at subsidized rates and adequate water facilities were assured. In order to popularise this programme it may be necessary not only to subsidize the prices at which green manuring seeds are issued from Seed Stores but also to allow further concessions in irrigation rates. To achieve self-sufficiency in green manure seeds for the State, it would be necessary to produce large quantities of seeds on Government seed farms and also to develop special pockets in suitable areas like Bundelkhand, Mirzapur and ravine areas of the rivers Jamuna, Saingur, etc.

9.11. Despite age old emphasis on the preparation of village compost, success has not been very encouraging, partly due to lack of effort and partly due to non-availability of suitable land for compost pits. Except sporadic attempts to non-availability of suitable land for compost pits. Except sporadic attempts in some blocks, there has not been any organized programme for digging of pits for making compost. In view of the prime importance of compost in raising agricultural production and maintaining fertility of the soil, the Committee strongly recommends that this programme should be taken up on a campaign basis. Extension workers with the help of Gaon Panchayats should make sustained efforts in persuading each family to have compost pits according to its requirements and using them effectively. It is gratifying to learn that efforts are being made to provide land for compost pits under the scheme of Consolidation of Holdings but it will take sometime for a wide coverage. The Committee, is therefore, of the view that the existing Requisition enactment should be modified suitably to overcome the difficulty in acquiring land easily and promptly. Another well-known factor which stands in the way of successful village compost programme is the traditional use of cattle dung for fuel purposes. This must be discouraged by the extension agency through an

intensive propaganda on the one hand and creating alternative sources of fuel on the other hand. Among the methods which can be recommended to provide alternatives for fuel are to popularise improved design of *chulhas* consuming less fuel, raise fuel reserves on community lands and utilize cow dung gas.

(iii) *Increase in Irrigation Facilities*

9.12. Field studies have revealed that agricultural extension programmes have been widely adopted in those areas only where irrigation facilities are assured. In areas where irrigation facilities are inadequate, the cultivators are generally not keen on adopting improved techniques of production. A few cases came to the notice of the Committee in which Japanese Method of Paddy cultivation was adopted by cultivators but crops failed because adequate and timely water supply could not be arranged. This did not result in loss in yield only but also damaged the faith and initiative of the people in the efficacy of improved methods recommended by the extension agency. It is, therefore, very important that improved agricultural techniques are popularised in such areas only as have adequate facilities for their adoption.

(iv) *Popularisation of improved agricultural implements*

9.13. Many of the modern techniques of agricultural production are dependent on the use of improved agricultural implements. They succeed to the extent the improved agricultural implements are adopted by cultivators. Though there are no systematic data available for examining the physical progress under this item, yet from whatever the Committee saw in the field, it can be inferred that this programme has not made much headway in the majority of blocks. After our visit to the Pilot Development Project, Etawah, we are convinced that the improved implements programme can be considerably expanded if two essential conditions are satisfied; firstly, there should be proper arrangement for the supply and repairs of implements and secondly, some loan facilities should be provided to induce cultivators to purchase them. The Committee, would, therefore, recommend that for popularising the improved agricultural implements programme, each region or zone should have preferably a co-operative workshop to undertake manufacture and supply of implements to Community Development areas. Further loans should be liberally granted to cultivators for the purchase of implements.

(v) *Land reclamation and development*

9.14. Uttar Pradesh has large tracts of eroded, usar and ravine land. Since the launching of the Grow More Food Campaign and the Community Development Programme, a portion of it has been reclaimed. So little has been done in this direction that still 98 lakh acres of such land remains unreclaimed. The problem is a gigantic one which can be solved only through a large army of trained workers and huge resources of the people and the State. A beginning in this direction has been made in selected blocks through the recently introduced Soil Conservation Programme with the help of Agriculture

and Planning Departments. There are a number of simple practices like contour bunding, mendh bundi, mixed cropping, etc. which can be extended to cultivators through the existing machinery of Village Level Workers after giving them an orientation course for a week or so in simple soil conservation methods. We, therefore, recommend that simple soil conservation techniques should be popularized amongst the cultivators through Village Level Workers in all the blocks where the problem of eroded or usar land exists. Particular attention needs to be given in the hilly areas of the State where erosion problems can assume serious proportion if control measures are not taken up in the near future.

(vi) *Adoption of improved agricultural practices*

9.15. Besides emphasis on the above measures, Japanese method of paddy cultivation, U. P. method of wheat cultivation, line-sowing, dibbling and inter-cultural operations with simple bullock-driven implements are some of the practices which are being advocated in Community Development areas for wide adoption by the cultivators. While these schemes have been in operation for the last several years their impact has never been so comprehensive as during the last Kharif and Rabi campaigns. The three important factors, i.e. training of village leaders, maintaining nearer home supply-line and intensive propaganda have contributed largely towards the success of these campaigns. The Committee observed that these campaigns had created great enthusiasm amongst cultivators to adopt improved practices. Such drives should therefore, form a normal feature of our efforts towards increasing agricultural production. While selecting village leaders, greater care should be exercised so that only such people were trained initially who not only adopted improved practices themselves but also were enthusiastic enough to propagate them amongst other cultivators of their villages. The training camps programme of village leaders should also be so regulated that it might not adversely affect the operations of other programmes in blocks. Further, in order to make these campaigns more effective, it is suggested that adequate attention should also be paid to crops like maize, juar, bajra, small millets etc., by evolving suitable methods of increasing their yield.

General observations

9.16. It has been observed that good progress cannot be achieved without an effective and co-ordinated supply line. In this context, cultivators have emphasized that the supply line needs reorganization so as to serve all their major needs for increased agricultural production viz.

A strong supply line supply of improved seeds, improved agricultural implements, fertilizers, insecticides, pesticides, etc. for increased agricultural production. The reorganized supply line should meet the following requirements :

- (i) Catering to the major needs of cultivators of all sections.

(ii) Involvement of Gaon Panchayats and village co-operatives fully so that the programme of agriculture extension may assume a strong institutional base.

(iii) Management through the village people.

9.17. To this end, it will be necessary to organize an Integrated Agricultural Service Co-operative in each block whose functions would be mainly to maintain the supply line in respect of seeds, fertilizers, agricultural implements, plant protection equipment and material, etc. Such an organization would require sufficient funds and would also have to involve Gaon Panchayats and Village Co-operatives of the block. In addition, it may be helpful to enrol selected agricultural experts, private manufacturers of agricultural implements, representatives of Krishak Samaj, Krishi Pandits, etc. as member so that their co-operation and guidance may also be available to the entire block area through this organization. So far as the financial aspect is concerned, it should not be difficult to raise requisite funds with the help of share contributions from Gaon Panchayats and Village Co-operatives. This new organization would then take over the existing co-operative seed stores in blocks and would also open new seed stores or sales depots in various parts of a block. The ideal position would be to have one sales depot of this organization in each Gaon Sabha. However, to start with, one sales depot may be opened in each V.L.W. circle. The experience of the last Kharif and Rabi drives shows that such sales depots can be run without any extra financial burden. In addition to these seed stores and sales depots, a Plant Protection Service Centre may also be run at each block headquarters by this agency. This centre should distribute insecticides and pesticides and also supply equipment on hire. At the district level, this agency should be linked up with the existing District Co-operative Federation. This step, it is hoped, would go a long way in providing a close and effective supply line in blocks.

9.18. A strong supply line would succeed to the extent the extension agency is able to create demand for utilizing its services in blocks. No doubt great effort has been put in agricultural programmes in block areas but the bulk of population still remains uncovered. On the basis of intensive studies carried out by the Committee, it appears that agricultural extension programme has benefited utmost 50 per cent of the agricultural families in the blocks where good work has been done. Half of the agricultural families in rural areas are, therefore, yet to be approached and for this, concerted efforts of the extension agency as well as officers of the Agriculture Department would be needed. The officers of the Agriculture Department are too busy with the supply line and other routine duties with the result that they have not been able to contribute fully in furtherance of the agricultural extension programme. The Committee, therefore, thinks it necessary that they should be given some assistance to enable them to devote more time to agricultural extension than hitherto.

9.19. While examining agricultural extension work in blocks, the Committee also elicited public opinion on the problems of food shortage and rising trend

in prices in the State. The concensus of opinion was that both these problems could be suitably tackled if a positive and long-range agricultural policy were followed by the State Government. Such a policy could envisage, among other measures, fixation of minimum prices of various food grains keeping in view the parity of prices between food and non-food stuffs as also the relationship between the prices of agricultural commodities and those of consumer goods purchased by cultivators for their domestic requirements. The floor prices should be notified for a number of years in advance. This would encourage cultivators to plan their cropping pattern on long-term basis and also put in greater effort and resources towards increased production. At the same time, they will also get adequate returns for their produce.

9.20. The above steps will provide a general incentive to cultivators for increasing their agricultural production. But small cultivators having uneconomic holdings cannot be very much benefited by such a policy unless some measures are simultaneously taken to improve their economic condition and means of production. This can be accomplished, to a great extent, through organization of co-operatives in the field of agricultural services and farming.

9.21. A view has been expressed that there is uncertainty in the minds of the majority of cultivators on account of the so far uncrystallized policy of the Government on major issues of land reforms like consolidation of holdings, fixation of ceiling on holdings, etc. It is claimed that any amount of effort or facilities afforded to cultivators would not result in higher production unless the Government policy is clarified on these major issues. The committee does not fully subscribe to this view as the aforesaid issues are already under active consideration of the Government which is making every effort to tackle them to the advantage of cultivators. No sooner a positive agricultural policy clearly indicating the future agrarian pattern in the State is announced than all misgivings in the minds of cultivators would disappear creating a more favourable climate for increased production.

CHAPTER—10

IRRIGATION

Irrigation is a very important factor in raising agricultural production. Both the Plans have emphasized rapid increase in irrigation potential which is proposed to be created in two ways, i.e., through construction of new irrigation works like canals, dams and tube-wells, by the State Irrigation Department and through development of minor irrigation works with the help of cultivators in rural areas. Under the Community Development Programme, there is emphasis on minor irrigation works like construction of masonry wells, repair of derelict wells, boring, installation of "Rahats" and pumping sets, etc.

10.2. Considerable progress is reported to have been made in increasing irrigation facilities in blocks, but in a large number of cases, the loans had to be diverted to the State Irrigation Department for installing new tube-wells or constructing channels to the existing tube-wells. The Committee probed into this matter and found that these loans could not be availed of mainly because of the well-known difficulties of non-credit-worthiness of cultivators and delay in sanctions. In order to popularise minor irrigation works programme, it is very essential that loan and Taqavi rules be simplified and liberalised so as to enable even the small cultivators to take full advantage of these facilities. Further, the present limit of loans for individual works should be increased so as to cover the cost of completion.

10.3. In a large number of villages visited by the Committee, it was generally complained that adequate and timely supply of water was not made available both from canals and State tube-wells. The Irrigation Department authorities could have avoided such a situation by giving timely information to cultivators regarding water-supply. The Extension workers could also have helped the cultivators in adjusting their agricultural operations accordingly. This difficulty can be removed, considerably by bringing about an effective co-ordination between the working of the Planning and Irrigation Departments at the block level. The Committee has dealt with this matter in detail in the Chapter on "Administration", but here it would like to stress that matters would greatly improve if Irrigation Sub-Committees are constituted at Gaon Panchayat level with the Canal Patrol and the Tube-well Operator as members. The functioning of these Sub-committees, it is hoped, would bring the irrigation officials close to village people. At the block level, it is suggested that the tube-well supervisors and Ziledars should regularly participate in the meetings of the Block Development Committee which will help them to regulate their water-supply programme according to the requirements of the area.

10.4. In some of the areas, it was reported that the irrigation potential created through new State Irrigation works was not being fully utilized. The

following table indicates the extent to which irrigation potential remains un-utilized :

Particulars	Up to the end of March, 1946.	Up to the end of March, 1958.
Irrigation potential	66.47	109.28
Actual area irrigated.	59.33	80.26

Among many other reasons, perhaps the strongest is that little attention was paid to educate the people in advance for the utilization of this potential. A great deal of improvement can be brought about in this situation, if new crop patterns involving cash crops and improved techniques of farming are popularized in such areas.

10.5. In a large number of blocks, it was pointed out that cultivators were not paying due attention to the cleaning and maintenance of "guls" resulting in considerable wastage of water. Prior to the abolition of Zamindari, the maintenance of "guls" was the responsibility of zamindars. Thereafter, though the "guls" have legally been vested in Gaon Samajs but no system has yet been adopted for their cleaning and maintenance with the help of these bodies. In the absence of any satisfactory arrangement, cultivators generally do not feel any responsibility in the matter. The Committee would, therefore, strongly recommend that the existing legislation in this regard should be carefully reviewed and steps taken to clearly define the responsibility of Gaon Panchayats in this sphere which should be enjoined and helped to take up this work regularly.

Role of Co-operatives in minor Irrigation Schemes

10.6. For obvious reasons, there is now growing emphasis on encouraging minor irrigation works. So far, efforts have been concentrated on helping individual cultivators to develop their own sources of irrigation but these efforts have mostly benefited the comparatively big cultivators. The plight of small cultivators is rather unhappy inasmuch as they neither possess enough land for independent source of irrigation nor have sufficient means to operate it. Their conditions can be considerably improved if Irrigation Service Co-operatives are organized in villages. These co-operatives should concentrate on constructing surface wells to be used on co-operative basis. Unless small holdings are consolidated in a compact block, there may be difficulty in organizing such co-operatives if a minimum of ten members is insisted upon. To obviate this difficulty, it is suggested that the organization of such co-operatives may be specially permitted even if the membership is less than ten.

CHAPTER—11

ANIMAL HUSBANDRY

In a predominantly agricultural State like Uttar Pradesh, Animal Husbandry occupies a key position in rural economy. It offers great scope for developing one of the useful industries suited to our village conditions. The State Animal Husbandry Department has been operating various schemes for improving the quality of cattle, for increased milk production and better draught cattle. It has also been operating various schemes of minor animal industries like poultry, fisheries, piggery and sheep and goat rearing. Under the Community Development Programme, all these schemes are being intensified with the help of extension agency and the joint resources of the people, Community Development Blocks and the Department. In the following paragraphs, the committee has attempted a brief appraisal of the Animal Husbandry programme as undertaken in the Community Development areas. A reference has also been made to major problems which are confronting village people and need immediate attention of the State Government.

Up-grading of cattle

11.2. For up-grading of cattle, there is emphasis on the following three schemes in the Community Development areas, viz. :

(i) *Supply of pedigree bulls*—Pedigree bulls are supplied to Gaon Panchayats on a nominal payment of Rs.50 as against an average cost of Rs.700 or so. During the last seven years of the Plan period, 14,428 bulls have been supplied to Gaon Panchayats in Community Development areas of the State. It was observed that many Gaon Panchayats were not maintaining these bulls properly with the result that their full service potential was not being utilized. In view of the great scarcity of pedigree bulls, preference should therefore be given to those Gaon Panchayats which can afford at least one or two acres of land for their grazing and also arrange a systematic programme of natural service of the cattle in their areas. Wherever these bulls have already been supplied, Gaon Panchayats should be persuaded to make such arrangement at the earliest. Considering the total population of buffaloes and cows in the Community Development areas, the number of bulls supplied is too inadequate to provide natural service. The Animal Husbandry Department should, therefore, take some steps by way of opening additional farms or adopting selected breeders in villages to facilitate rapid rearing of pedigree bulls of various breeds recommended for different regions of the State.

(ii) *Artificial Insemination Centres* : At present there are 65 Artificial Insemination Centres in the whole of the State. Most of these centres are located in veterinary hospitals at tehsil and district headquarters.

In Community Development areas, they have been mostly provided at the headquarters of the erstwhile Intensive Development Blocks. The committee availed of an opportunity to study in detail the working of a few Artificial Insemination Centres. It is gratifying to note that village people are gradually realising the importance of this scheme and their conservatism which hitherto retarded its progress, is fast disappearing. However, it cannot be claimed even now that these centres are being fully utilized. In this connection, a detailed study* was made by the Planning Research and Action Institute which can serve as a guide for improving and re-orienting this programme.

(iii) *Supply of improved cattle*—There is no separate provision for loans or subsidy in the schematic budget of blocks for the supply of improved cattle. Some loans are, however, advanced to cultivators in Community Development areas for this purpose out of the special budget placed at the disposal of the Animal Husbandry Department. Purchases of cattle are usually made from Punjab and the western parts of Uttar Pradesh. By the end of 1957-58, 3,258 cows and buffaloes of improved breeds were supplied in villages falling within Community Development blocks. Since the scope of importing improved cattle from outside the State is limited, it would be worthwhile to develop pockets in selected areas for intensifying breeding of improved cattle. Within these pockets, either departmental farms should be opened or improved cattle breeder's co-operatives organized and developed.

Feeding

11.3. No appreciable work seems to have been done either by the Extension or Departmental agency in educating village people about feeding cattle. Whatever forage crops are already known, i.e. "Chari", oats, berseem, lucerne, "Maithi", etc., have not yet been popularized. Since proper feeding is an essential factor in improving livestock any amount of effort would be justified in evolving and popularizing better feeds for the cattle.

Stray and Wild Cattle

11.4. It was generally complained that great damage to crops was being caused by stray and wild cattle. It was also reported that the cattle owned by landless persons who could not make proper arrangements for their stall feeding, were proving a menace to crops. To overcome this menace, the following measures are suggested :

(a) For stray and wild cattle, the existing scheme of Go-Sadans should be expanded rapidly so as to have one Go-Sadan in each district. Un-economic cattle may also be kept in these Go-Sadans.

*Working of Artificial Insemination Centre in Uttar Pradesh P.R.A.I. Publication No. 149.

(b) For landless persons owning cattle, the scheme of community cattle-sheds and growing of fodder on community land should be encouraged. Wherever grazing grounds are available, small co-operatives could also be organized somewhat on the pattern of the Arey Milk Colony, Bombay.

Control of diseases and care of the cattle

11.5. The programme of vaccinations against Rinder Pest and Haemorrhagic Septicaemia which is mostly carried out with the help of Village Level Workers, has grown quite popular. People now generally do not offer any resistance against scientific treatment of cattle diseases. Therefore the number of veterinary hospitals and stockmen centres should be increased as much as possible and their functioning made efficient. So far, the Veterinary Hospitals are engaged mostly in local treatment and the villages in the interior are still deprived of their services. The committee would, further, suggest that the doctors incharge of veterinary hospitals should have a regular programme of visits to the villages in the interior for rendering as much treatment as possible on the spot and advising severe cases for hospitalisation. So far as stockmen were concerned, it was found that they were not yet fully involved in the block programme and were hardly maintaining any liaison with Gaon Panchayats for securing their assistance in the treatment and care of the cattle. They were also handicapped in their working because of lack of adequate stock of medicines. The committee, therefore, emphasizes, that stockmen should try to secure as much co-operation and assistance of Gaon Panchayats as possible. Further, they should be provided with adequate stock of medicines so that they could effectively treat the cattle in all the villages in their charge.

Minor Animal Industries

11.6. Poultry, fisheries, piggery, sheep and goat rearing, tannery and bone-crushing are some of the important animal industries which can be popularized in rural areas. While some efforts have been made in this direction, they have been more or less of a sporadic character. The committee is of the view that organization of these industries can render great help in relieving unemployment in villages particularly among landless labour, scheduled castes and backward classes. In order to popularize these industries, it would be necessary not only to standardise the technical know-how but also to give liberal financial assistance in initial stages of the programme. We, therefore, recommend that this programme should be taken up on a systematic basis in all the blocks which should be provided with special funds for grants-in-aid and loans to finance these schemes.

CHAPTER—12

EDUCATION AND SOCIAL EDUCATION

In the field of education, the Community Development Programme aims at expansion and improvement of primary and secondary education with particular emphasis on the following items :

- (1) Expansion of education up to the primary stage by :
 - (a) opening new schools both for boys and girls ;
 - (b) increasing the number of students, and
 - (c) constructing new buildings or renovating the old ones.
- (2) Re-orientation in education with a view to providing employment to the educated unemployed.

12.2. While the general education programme is being looked after by the Education Department and local bodies, the extension agency has mainly concentrated its efforts towards social education which aims at bringing about a change in the outlook of the people so as to make them problem-minded and plan-conscious. Without traversing the whole field of education, the Committee has therefore confined its attention to assess how far the programme of education and social education as a part of the Community Development Programme has succeeded in achieving the aims in view.

Primary Education

12.3. That the Community Development Programme has on the whole evoked great enthusiasm and interest among village people is really a happy feature. This enthusiasm has definitely resulted in the increase of number of school going boys and girls at the primary stage in the Community Development areas. Though the number of primary schools which was 35,047 at the end of 1957-58 is to be raised by another 3,500 by the end of the Second Five-Year Plan, yet people do not seem to be satisfied and there is a constant clamour for opening more schools in blocks. In fact, every village is keen to have its own school.

12.4. According to the above figures, there should be one primary school for every two Gaon Sabhas. But the position is not so, as expansion of primary schools in rural areas has not proceeded on a rational basis. The schools have been opened without first assessing the comparative needs of different areas in a district and this has often resulted in an uneven distribution of primary schools. In some blocks, as many as 80—90 per cent of the villages have been covered while in others the coverage is only 40—50 per cent. It is, therefore, suggested that further expansion of primary schools should be planned on the basis of a survey of the requirements of different areas so as to ensure uniform expansion in all blocks.

12.5. A striking feature of this expansion has been that girl students have started joining primary schools in large numbers. Village people are now keen to educate their girls and therefore, demands for more girls' schools have been pouring in. They are even in favour of co-education in primary schools but due to their limited capacity, more girls cannot be enrolled. The Committee would, therefore, suggest that the shift system may be tried in these schools by providing lady teachers who may run separate classes for girls.

Village Nursery Schools

12.6. In villages, there are no facilities for nursery schools for the pre-primary stage children. Village people have pressed that a programme of nursery schools should be undertaken in rural areas as well. Such schools can be very well handled by lady teachers of primary schools. Even Gaon Panchayats may come forward to share the burden of these schools if teachers are provided to them. In the opinion of the Committee, a programme of nursery schools should, therefore, be initiated on a pilot basis and after a suitable pattern has been evolved, it may be expanded on a large scale.

Reorientation in education

12.7. A significant achievement has been the introduction of the Reorientation Scheme in Junior High Schools and Higher Secondary Schools of the State with the aim of providing part time or whole time employment to the educated rural youths by engaging them in agriculture or in some craft.

12.8. In initial stages, the scheme aroused great enthusiasm and interest among the people who liberally donated over 24,000 acres of land for the establishment of agricultural farms in these schools and subscribed over Rs.30 lakhs towards the Chief Minister's Fund for implementing this scheme.

12.9. The Committee could visit only a few schools where the Scheme was in operation. It found that wherever there was close co-ordination between the activities of these schools and the extension agency, good work was being done. In many cases, however, enthusiasm seemed to be waning. Some better critics even suggested the withdrawal of the scheme as according to them it had failed to achieve the objectives with which it was launched. No doubt, the scheme has not yet fully succeeded in attaining the objectives in view but it has definitely been instrumental in re-establishing the dignity of labour among the educated youths and equipping them better to understand the problems of both agriculture and industry in rural areas. The Committee is, therefore, of the view that the scheme should be continued with renewed vigour.

12.10. However, the scheme has certain problems for immediate attention. These problems relate to (i) consolidation of scattered plots of land donated by the public; (ii) lack of adequate circulating capital to meet recurring expenditure on agricultural farms; (iii) inadequate co-ordination between the agricultural extension agency and the school and (iv) absence of technical skill and marketing facilities in craft programmes.

12.11. The Committee suggests that immediate action should be taken to remove these bottlenecks which are retarding the progress of the scheme. As a further measure to strengthen the scheme, it is suggested that a regular technical training school be established in each district to provide further training to youths interested in crafts. This would raise the standard of training and enable the trained youths to compete and settle in the market.

Basic education

12.12. In the context of reorientation of education, the question of basic education also came up for discussion. Quite a large number of people considered it merely a pastime for students and teachers. There were others who condemned it out-right. Only few seemed to have faith in the programme and were in favour of its continuance. The programme of basic education is not a new one as it has been in existence long before the inception of the Community Development Programme. It is a vast subject and of late has led to a good deal of controversy. It would be unfair for this Committee to pass any final verdict on this programme without going into its full details. However it must be pointed out that on the whole, village people are not satisfied with the way this programme is being operated. The whole matter, therefore, needs a thorough examination before any large scale expansion is undertaken as envisaged in the Second Five-Year Plan of the State.

Deterioration in education standard

12.13. While there is an all round expansion of the educational programme in blocks, there is a general feeling that the educational standard is going down. The following factors have been attributed to the fall of standard in education :

- (a) Lowering of the quality and content of text books and of methods of teaching,
- (b) Abnormal increase in the pupil-teacher ratio, and
- (c) Poor selection of teachers and lack of adequate training.

12.14. It was expressed before the Committee that instead of expanding the educational programme rapidly, there was a greater need for consolidating and improving the existing position. The Committee is aware that this problem is already engaging the attention of the State Government. We would, therefore, like to emphasise the need of strengthening the already initiated training programme of teachers through mobile squads and of improving the contents of text books. In order, that text books may help children in developing a scientific and community outlook from the very beginning, subjects such as, "know your country", "its potential and problem", "Functioning of village institutions," "dignity of labour," "civic awareness", "personal hygiene", etc. should be introduced in a graded form.

Linking with the Community Development Programme

12.15. The Committee was disappointed to find that most of the village school teachers did not have any knowledge of the Community Development

Programme and the basic features of the Five-Year Plans. It appears that so far no attempts have been made to involve village school teachers in the programme. The Committee is conscious that the village teachers' primary job is to impart education, yet in the larger interest of the Community, it is necessary to involve him in as many aspects of the programme as possible.

12.17. The main directions in which these teachers can play an effective role in the Community Development Programme are :

(a) *Education of the village community*—The teacher may prepare popular talks on various subjects of the Community Development Programme with the help of block authorities. Since the teacher not only knows the dialect of village people but also intimately knows the people themselves, he can have a better appeal to them than most of the other functionaries who visit villages at intervals. The meetings of Gaon Panchayats and Co-operative Societies offer good opportunities for such talks.

(b) *Involving school children in Community Action Programmes*—The teacher can very effectively and profitably engage the students in action programmes like cleanliness drives, anti-malaria operations, Shramdan, tree plantation drives, dibbling, etc.

(c) *Holding of adult education classes*—Naturally the village teacher is the most suited agency for doing this work. As these classes are generally held at night, there would be no encroachment upon his school duties. It would, however, be necessary to give him some honorarium for this additional work.

12.18. The development of village school as a Community Centre is still an unfulfilled task. Some of the concrete items which can improve matters in this direction are :

(a) *Reading Rooms and Library*—A plan should be prepared for providing a reading room and a small library for each school. Charts depicting basic information about village/blocks, plans and their progress should find a prominent place in the reading room. News magazines like "Krishi Samachar", "Pashupalan" and "Panchayat Raj" should be supplied at least on 50 per cent subsidy basis.

(b) *Demonstrations regarding better living*—Each school should be provided with improved designs of latrines, urinals, soakage pits, etc. Provision for safe drinking water supply should also be made particularly in the hill areas where there is scarcity of water supply in a number of schools. Improved agricultural techniques should also be demonstrated in the school premises.

(c) *Cultural Activities*—Staging of "One Act Plays", short dramas bearing closely on various aspects of the Community Development Programme should be encouraged and popularised.

(d) *"Parents' Day"*—A "Parents' Day" should be organized in each school once a month or so wherein other village functionaries, i.e.

Village Level Worker, Panchayat Secretary, Co-operative Supervisor, Stockmen, etc. should also participate.

(e) *Link with Youth Clubs*—The village school should have a closer link with the Youth Club, if any.

Co-ordination between Education and Planning Departments

12.18. A disconcerting feature of the educational programme in rural areas is that there is inadequate co-ordination between the Planning and Education Departments at the block and district levels. Even at the village level some schools are found to function in isolation from Gaon Panchayats. As regards the co-ordination between the village school and the Gaon Panchayat, the Committee is of the view that an Educational Sub-committee consisting of the gaon panchayat pradhan, school teachers, village level worker, panchayat secretary etc. be formed to help in smooth running of schools in villages.

Social education

12.19. The programme of social education envisages fulfilment of its aims through certain specific means viz. adult classes, community cinema shows, community listening sets, exhibitions, Kisan Melas, community centres, libraries, reading rooms and Information Centres, and other cultural programmes, i.e. Bhajan Mandalis, Dramatics, etc. This programme is conducted by the Assistant Development Officer (Social Education) through Village Level Workers with the help of Gaon Panchayats.

Factual assessment

12.20. A study of the physical achievements shows that the objective of providing one community listening set to each Gaon Sabha and of having a community centre or an Information Centre in every Panchayatghar has not been achieved. Out of all the items mentioned above, these two occupy a very important place in the scheme of social education in villages. The Committee is, therefore, of the view that provision for community listening sets and establishment of community centres including libraries and reading rooms should receive priority under this programme. Community cinema shows, exhibitions, Kisan Melas, cultural programmes and similar other activities, taken together, are powerful instruments of creating an awakening, a longing for more knowledge and an urge for achieving excellence in all walks of life. But these programmes have so far made very little headway in the directions intended for. So far as the work of Adult Education is concerned, the situation is not very encouraging. Adult classes are mostly run on an *ad hoc* basis during winter. The teachers selected are generally not well equipped to do justice to their work. The result is that the people who attend these classes are hardly able to derive any benefit of permanent value. Further, due to the absence of any follow-up whatever training or education is imparted through these classes is soon lost. Since the programme of adult classes is an important and useful one, the Committee would recommend that a detailed study of the

Adult Education Programme in selected blocks should be made with a view to evolving the most suitable pattern and the type of training that should be undertaken in these classes. As recommended earlier, this programme can very well be handled by the village school teacher and, therefore, in future it would be better if adult classes are organized on a regular basis with the help of village school teachers who may be paid some monthly honorarium out of the social education budget of the block.

12.21. In many quarters, doubts have been expressed about the efficacy or even the necessity of the Social Education Programme in blocks. These doubts seem to have been created because Social Education Programme has generally not been understood in its right perspective and even in places where it has been understood properly, its implementation has not been made in a way so as to fulfil the objectives behind it. Further, the Assistant Development Officers (Social Education) who are responsible for implementing this programme lack a proper understanding of their role and are unable to fulfil the main purpose of this programme. It is, therefore, of utmost importance that the objectives of the Social Education Programme should be re-stated and the field programme so modified as to fully achieve the objectives in view. In the opinion of the Committee, Social Education Programme should be such as might lay emphasis on the following objectives :

(a) to educate people about the concept, philosophy and objectives of the Community Development Programme and the Five-Year Plans of the country.

(b) to create general awareness and urge among the people to accept and carry out various programmes of development in a planned manner, and

(c) to develop community consciousness and planning as a way of life.

12.22. So far the efforts made have aroused general consciousness among village people and have created an urge in them for improving their conditions to some extent. But as already discussed in Chapter I, there are no perceptible changes in their outlook towards community way of thinking and adopting planning as a way of living. Even in the areas where the activities of the community development programme have been taken up on an intensive basis, this change is not visible. There are instances in which people have cast their votes on caste considerations even in areas, where the Community Development Programme has been going on for a long time. The Committee has tried to look into the causes responsible for such a situation. It appears that the machinery which we have so far set up to propagate our ideas has not yet been fully geared to bring about a change in the outlook of the people. So far the programme has mainly been the concern of the Assistant Development Officer (Social Education) and he too has not been able to devote his full time due to other multifarious duties assigned to him. Looking to the basic importance of the programme, it is very essential that the whole staff

is reoriented in social education programme so that they may all make concerted efforts to propagate ideas about the Five-Year Plans and the Community Development Programme in particular. Another factor which seems responsible for lack of progress in this direction is that we have not yet tapped the nerve centres of the community. This aspect has already been considered in detail earlier in the report.

CHAPTER 13

MEDICAL AND PUBLIC HEALTH

If there is anything common between the old rural development programme and the present Community Development Programme in U. P., it is perhaps most conspicuous in the field of medical and public health. Admittedly, there has been considerable progress in the direction of expanding medical facilities through primary health centres, rural dispensaries and midwifery centres; control of communicable diseases like cholera, malaria and small-pox and improving rural sanitation through provision of safe water supply, pavement of lanes, construction of drains, etc. But by way of extension, little seems to have been done for creating health consciousness and popularising family planning methods among village communities. A majority of the villages still present the same appearance and the people are still ignorant of simple facts concerning their primary health needs and hygienic environments. Apparently, the situation presents a stupendous task. However, if proper approach is made, substantial improvements can be brought about without straining the existing resources.

13.2. The Community Development Programme in the sphere of Medical and Public Health chiefly aims at providing institutional facilities like primary health centres and midwifery sub-centres; undertaking measures to control communicable diseases which are widely prevalent in village communities, an active campaign for environmental hygiene and extension of family planning programme. The Committee has examined the progress of these programmes in Community Development areas with a view to suggesting orientation or improvements which may lead to healthier living and better environment in villages.

Institutional facilities

13.3. Village people desired that there should be provision for medical facilities in every Nyaya Panchayat circle. In view of the limited resources, particularly lack of trained personnel, it may not be possible to achieve this standard in the near future. The Committee would, therefore, suggest that the medical officers of the existing dispensaries—health centres and those to be opened in future, should frequently visit villages so as to render service on the spot. Though instructions already exist to this effect, yet the Committee found that very little attention had been paid to these so far. These instructions should be strictly followed. In order that medical officers may be able to render really useful aid, it may be necessary to give them some orientation course in extension techniques of Public Health activities.

13.4. A number of Gaon Panchayats expressed their keenness to utilize the services of local Vaid and Hakims if some financial assistance could be given to them. Something should be possible in this direction when the

financial resources of Gaon Panchayats are increased as proposed by the Committee.

13.5. Similar is the case with midwifery centres whose number is too inadequate to render effective service to all the villages. In the budget of stage I blocks, there is a provision of four midwives. It should now be possible to establish at least four midwifery sub-centres in each block. For this, the State Government may have to organise a training programme which may materialise the establishment of all these sub-centres in the shortest possible time.

13.6. In a number of villages, indigenous "dais" are already doing the work of domiciliary midwifery. The services of these "dais" could be better utilized if some orientation training was imparted to them and their status recognized by Gaon Panchayats. The better ones could also be selected for regular training as midwives which would provide great incentive to the indigenous system of dais in villages.

Rural water supply and sanitation

13.7. Considerable work has been done in improving drinking water facilities in villages. Up to the year 1957-58, construction of 31,926 new wells and renovation of 44,720 wells are reported to have been completed in the Community Development Blocks of the State. In addition, the Irrigation Department also arranged for piped water supply in a large number of villages. So far as piped water supply is concerned, it was observed that village people did not generally feel satisfied the way it had been executed. At many places, it was complained that tube-well operators did not care to maintain a regular supply. The result has been that in most of the villages, people are not prepared to meet its nominal maintenance charges as the scheme was neither formulated nor executed in consultation with them. Gaon Panchayats are also indifferent in the matter. In the interest of smooth functioning of this scheme, the Committee suggests that Gaon Panchayats should now be fully involved in the scheme and helped to maintain the supply line.

13.8. As stated earlier, village people have taken great interest in the construction of community works, particularly those leading to better environmental conditions like pavement of lanes, construction of drains and soakage pits, installation of sanitary latrines, etc. So far as the physical achievement is concerned, it has been quite commendable. But despite all this, people have not yet developed the habit of maintaining these amenities properly. In order that the impact of these physical improvements may be lasting, we feel that there is need, not only for proper planning and execution of various works, but also for educating the people in their maintenance. While Gaon Panchayats could bear the financial burden, village people should help them by observing simple rules of environmental hygiene.

Family Planning

13.9. In a number of seminars and conferences, it has been unanimously stressed that family planning must form an essential part of the community

development programme. Both the Five-Year Plans have also emphasised the need for the same. But it is disappointing to note that nothing tangible seems to have yet been done in this direction in most of the Community Development Blocks. The Committee made enquiries almost in all the villages visited, if people would be interested in adopting family planning measures. It was heartening to find that people were inquisitive and agreeable to adopt family planning techniques provided some systematic guidance and help was extended to them. The consensus of opinion was that there is need of birth control and suitable contraceptives along with simple literature should be distributed among village people. The Committee is of the view that following measures would go a long way in popularising this programme in village :

(a) There is provision of one lady health visitor in each stage I block. This lady health visitor can easily run a family clinic (which should be attached to each primary Health Centre at the block headquarters) if some training in family planning methods and techniques is imparted to her. In each primary Health Centre provision should, therefore, be made for establishing a family planning clinic.

(b) Simple literature along with suitable contraceptives should be provided for the use of village people at all midwifery sub-centres. It may be distributed through various women agencies engaged in social and women welfare activities.

(c) Since the whole programme is new to rural areas, it would be better if a few research centres are simultaneously started to conduct "field experiments" on different methods of family planning for the purpose of determining their suitability, acceptability and effectiveness in different sections of the population". These centres would be of great help in modifying and improving the family planning approach in rural areas.

Health Education

13.10. Health Education is a blind-spot in the programme of Medical and Public Health. So far, there has been emphasis only on the preventive and curative aspects of rural health. There has been little effort to educate people about simple laws of health, hygiene, dieting and sanitation. People, therefore, generally lack health consciousness and know very little about the importance of balanced diet, physical exercise, etc. This is a very important aspect of the entire programme. The Committee would, therefore, recommend that there should be a vigorous programme of health education in every block which should lay stress on healthy habits and personal cleanliness, physical exercises, improvement in diet through better cooking, increased use of protective foods like fruits and vegetables, etc.

CHAPTER 14
AMELIORATION OF THE CONDITIONS OF THE SCHEDULED CASTES
AND BACKWARD CLASSES

The Community Development Programme aims at providing a comprehensive programme so as to benefit all sections of the village community including scheduled castes and backward classes. Out of a total population of 6.32 crores in the State, scheduled castes are 1.3 crores and backward classes 2.70 crores. It will thus be seen that the problem of raising the standard of living of these masses is a gigantic one and unless all-sided efforts are made, the Community Development Programme will not be able to inspire confidence in them for their uplift. For the present, the Community Development Programme does not confer any special benefits to these classes except giving grants-in-aid for the construction of sanitary wells. As regards educational facilities like remission of fees, grants of scholarships, etc., to deserving students they are extended by the Education Department and the Community Development administration does not come directly in the picture. In general programmes, however, the Planning Department provides grants-in-aid for construction of schools, community centres, pavement of lanes, etc. and the scheduled castes and backward classes have equal opportunities of availing of these facilities.

14.2. The Committee visited a number of villages in various blocks to find out the impact of the Community Development Programme on this section of village population. Though appreciable efforts were visible for improving environmental conditions; yet there was little evidence of any economic programme provided to supplement their sources of income. In this context, the Committee has to make the following observations :

Construction of drinking water wells

14.3. There has been fairly good progress in the construction of sanitary wells for these people in the First Five-Year Plan and in the first two years of the Second Five-Year Plan. The amount of subsidy granted for the construction of such wells is slightly more than in the case of other classes. This subsidy needs to be further increased for areas where the general condition of these classes is very poor as besides labour, these classes cannot afford to meet even small expenses towards the purchase of building materials or engagement of skilled labour. It should, however, be seen that such liberal facilities do not encourage the tendency of expecting all help from the State without any participation on their part.

Education Facilities

14.4. As stated earlier, educational facilities are provided to these classes through the Education Department. The Committee visited a number of schools in different areas and was impressed to see that the number of pupils from the scheduled castes and backward classes in schools is increasing every

year. Caste restrictions and social barriers are being gradually torn down with increased educational facilities. There is also a considerable change in the thinking process of village people and a good spirit with better understanding is developing in different communities.

Other facilities

14.5. As regards programmes like pavement of lanes, building of houses, etc. these are receiving some attention, but there is still need for greater effort in this direction. Instances came before the Committee where pavement of lanes of the entire village had been carried out by the people except in Harijan Mohallas where the work could not be taken up due to the inability of the inhabitants to contribute their share in cash. In such extreme cases, in the opinion of the Committee, the amount of grants-in-aid should be so liberalized that these classes may also benefit from such programmes.

14.6. As regards construction of houses for these classes very little progress seems to have been made on this score. Mostly these people are unable to contribute any substantial amount towards the construction of their houses and, therefore, they are generally not in a position to take advantage of the loan and grants-in-aid facilities available for this purpose. This difficulty is further aggravated due to non-availability of land for housing purposes in close proximity of village "abadis". Though a beginning has been made in the direction of providing grants and loans for rural housing yet in the case of these classes the rules regarding grants and loans may be liberalised to their full advantage.

Economic Programmes

14.7. The Community Development Programme has not yet succeeded in offering suitable avenues of employment for improving the economic condition of these classes. Whatever facilities by way of loans and grants-in-aid are offered, are not utilized because of the generally poor status of these people. One of the ways to help them would be to give them preference in the allotment of vacant and waste lands in villages so as to enable them to take up farming. Cattle rearing and minor animal industries like poultry, piggery, etc. offer another good avenue for providing a regular source of livelihood to these people.

14.8. In the absence of specific items of work and provision of finances in the block budget, not much has been done for this under-privileged section of rural community. The Committee, therefore, strongly recommends for provision of special fund and work items in the Block budget. Special Pilot Projects may be started for developing the socio-economic condition of this "under-privileged or specially handicapped" class still living a primitive way of life. The Committee feels that as a result of the combined efforts in improving economic condition of these classes, allowing them reservation on village panchayats and educating the masses for a common brotherhood, the evil of untouchability will slowly disappear from our midst and the spirit of community living will be fostered.

CHAPTER 15
WOMEN AND YOUTH WELFARE
Women Welfare

The Community Development Programme envisages to benefit all sections of the village community. The female population is almost half the total population of the State. It is, therefore, imperative that the Community Development Programme must reach this large section of the population if it has to bring about an overall development of rural life.

Appraisal of the current programmes

15.2. At present, the following agencies are engaged in women welfare programmes in the State—

(i) *Social Welfare Department*—This Department has got a women welfare scheme under which 33 districts have so far been covered for carrying out the women's programme. In each district, there is one District Organizer (Women Welfare), one Craft Teacher and 10 to 12 trained Gram Sevikas each looking after one centre covering three villages within a radius of 2 to 3 miles.

(ii) *Planning Department*—In blocks of stages I and II, provision for posting of an Assistant Development Officer (Women) and two Gram Sevikas has been made. These three workers carry out the women's programme in blocks.

(iii) *Social Welfare Board*—The work of the State Social Welfare Board extends to 24 districts in this State. A Social Welfare Project is started in each district with a District Convener who is assisted in policy and programme matters by a District Social Welfare Advisory Committee. The field work is carried out in groups of 10 to 15 villages where a team consisting of one Gram Sevika, one Craft Teacher and one "Dai" is posted.

(iv) *Other agencies*—The Kasturba National Memorial Trust and the State Council of Women are prominent among other voluntary agencies which carry out women's programme in selected centres of the State.

15.3. There is a general feeling that there are too many agencies doing almost the same type of work. The contents of the programme are mostly confined to the running of pre-primary educational centres (Balbari); teaching village crafts like embroidery, tailoring and spinning, and promoting social and cultural activities like games, "kirtan", exhibitions, etc. In certain areas maternity and child welfare activities have also been taken up.

15.4. Discussions with the village people and members of Block Development Committees revealed that under the Planning set-up, posting of three workers in a block is far too inadequate with the result that the programme is unable to make much headway.

15.5. After examining the working of the above agencies in the field and eliciting public opinion on various issues involved, the Committee has come to the following conclusions :

Need for Co-ordination

There is need for co-ordination of various agencies, both official and non-official, engaged in Women Welfare programmes. Unless this is done, the energies and resources of various agencies will not be utilised to the full advantage. We feel that there should be only one agency incharge of the programme for women and children in the Community Development Blocks. We suggest that the Social Welfare Board should be entrusted with this work. They have evolved a suitable machinery for executing this work. They have also gained experience and they would be able to show results if they were given full scope to work in the field of women's programme. The State Government is already financing them to the extent of 25 per cent for their present projects. With effect from April 1, 1957, the Board has decided in consultation with the Ministry of Community Development to locate its Welfare Extension Projects in the National Extension Service Blocks which were to be converted into Community Development Blocks.

Women work in Blocks

At present, the Assistant Development Officer (Women) has a very wide area to cover in the block. She has only two Gram Sevikas to help her. There is no doubt that there is need of such women workers in blocks but with the present strength of the personnel, it is not possible to cover all the villages. It is, therefore, recommended that this team of workers may concentrate their energies in carrying out women welfare activities in 8 or 10 villages near about the block headquarters in the first one or two years and subsequently more villages may be taken up for such activities by stages.

Training of Personnel

There is no doubt that the quality of the Gram Sevikas now coming from the training centres is better than it used to be in the past but still there is considerable scope for improving the contents of training. The period of training needs to be increased to about two years as in the case of Gram Sevaks. While under training, emphasis should be laid on subjects like environmental sanitation, health education, contribution of village women in agricultural programmes, upkeep of house-hold, knowledge about balanced diet, economy in the use of foodstuffs, village crafts, literacy technique, family planning, etc.

Facilities to Workers

It was brought to the notice of the Committee that it becomes very difficult for Gram Sevikas to get suitable accommodation for their residence in villages. It is, therefore, recommended that some rental allowance of Rs.10 to 12 per month may be allowed to Gram Sevikas living in villages and such houses

may be converted into Home Demonstration Units where village women may come freely; get necessary training and discuss their problems without any reservation with Gram Sevikas.

Economic Programme

A section of the female population in villages stands in need of economic programmes to supplement its family income. This section is primarily interested in programmes connected with agriculture or crafts. There are some crafts which are still very popular in certain areas but there is lot of exploitation by the middlemen with the result that village women are unable to get full advantage of such programmes. There is, therefore, need of helping such women in organising their units which may ensure purchase of raw materials at cheap rates and arrange for marketing of their finished goods.

Need for a Pilot Project on Women's Programme

Realizing the need of having a pilot project on women's programme, the Planning Research and Action Institute in collaboration with the existing agencies has started a project with a view to evolving suitable contents of women's programme as also a pattern of organization for work amongst village women and children. The main objectives of the project are—

- (a) to arrive at an appropriate content of a programme of Improved Home Living Extension in the direction of Health, Education and occupation among women in rural families.
- (b) to evolve effective extension methods and techniques to implement no. (a).
- (c) to develop suitable types of training programmes.
- (d) to find out suitable working conditions in rural areas for effective functioning of field workers.
- (e) to work out a suitable organizational structure for administration and execution of the programme of Improved Home Living Extension work among women in rural families.

With the above objectives in view, the work has been initiated in four centres in Ajitmal Block of the Pilot Development Project, Etawah. It is too early to expect any definite conclusions in a period of about one year the project has been in operation. The results of this pilot experimentation will have to be watched before multiplying them and taking any steps for major changes in the policies and programmes of the existing agencies engaged in women welfare activities in rural areas.

Youth Welfare

15.6. The subject of youth welfare has been uppermost in the minds of the planners since long. The Boy Scout and Girl Guide Movement, the National Cadet Corps, the Auxiliary Cadet Corps, the Provincial Educational Corps, the Youth Hostel Movement, etc. have all made efforts in this direction

but their concentration has mostly been on the urban youth. No organized efforts have however been made to involve the rural youth in programmes befitting his needs and requirements.

15.7. In the State of Uttar Pradesh, a modest beginning in the rural youth programme was made in 1954 by piloting the work in selected villages of districts Etawah and Ballia under the auspices of the Planning Research and Action Institute, U. P. The action-research so conducted enabled the Institute to evolve a pattern which has been adopted in the whole of the State and has also stepped beyond it. The objectives of the programme are—

- (a) to create and foster community sense ;
- (b) to build up character and health ;
- (c) to inculcate discipline, self-help and mutual help ;
- (d) to develop scientific attitudes ; and
- (e) to develop qualities of leadership among the rural youth.

15.8. The two key notes of the Youth Programmes, viz. "learning by doing" and "earning while learning" have a natural appeal for all the youths. While the earning side is there, major emphasis is laid on the learning side of the programme. The pattern evolved by the Planning Research and Action Institute being educationally sound was found to be readily acceptable to the agencies involved in similar programmes. The following operational agencies have joined to expand the rural youth programme in our State—

- (i) Planning Department including "Prantiya Rakshak Dal" ;
- (ii) Education Department ; and
- (iii) Panchayat Raj Department.

15.9. There is an incessant quest to find out ways and means by which non-official agencies may also be involved in this programme. It is really very unfortunate that though there exists a good many all-India youth organizations ; they have not been able to take root in the countryside.

15.10. It is, however, gratifying to note that the scheme of Yuwak Mangal Dal has been able to gain wide popularity in view of its special approach in providing an economic programme to each member of the club, and thus sustaining his interest for long. The Committee has been further informed that by now there are about 5,000 clubs with a total membership of about 90,000. It may further be of interest to know that the club members are both school going and non-school going.

15.11. The Committee examined the working of some of the youth clubs in District Etawah and was greatly impressed with their achievements. We feel that the programme is taking root and as years roll on, it may prove very conducive to the development of the entire community by building up progressive rural leadership. It is, therefore, recommended that the programme of youth clubs should be further intensified by various operational agencies engaged in it. Efforts should also be made to organize Youth Clubs for girls wherever the village community is receptive to the idea.

CHAPTER 16

RURAL AND COTTAGE INDUSTRIES

There seems to be an unanimous opinion that the programme for Cottage and Small-Scale Industries has been a blind spot in the Community Development Programme and has all along been a cause of considerable concern. The Sixth Development Commissioners' Conference laid special emphasis on this subject and stated categorically that "in future the success of the Community Development Programme will be judged primarily by what is achieved in the field of Village and Small-Scale Industries".

16.2. The Committee was informed that initially the Planning Department itself had launched a scheme for the industrial development of 26 Community Development Blocks in this State, just like other programmes for the development of Agriculture, Co-operation, Irrigation, etc. In January, 1955, this work was transferred to the Directorate of Industries in order to speed up the schemes and to give an impetus to their quick implementation. In 1957-58, the Industries Department operated 183 Production-cum-Training Centres, training about 3,380 persons. One hundred and forty-two Industrial Co-operative Societies with a membership of about 4,000 were also organized to help people already trained. Service facilities were also provided in 12 centres of the State. A grant of Rs.37,250 and a loan of Rs.5,52,372 were advanced by the Department for Small-Scale Industries within the same period, but mostly for urban areas.

16.3. This brief survey of the work done hitherto leaves us in no doubt that there has been a big gap as far as the implementation of this programme is concerned vis-a-vis the Plan. The objective of this programme as enumerated in the First Five-Year Plan was that "the unemployed and the underemployed persons in the village community will be provided with gainful employment to such extent as is possible, by the development of Cottage and Small-Scale Industries, construction of Brick-kilns and Saw-mills and encouragement of employment through participation in the tertiary sector of economy". Ample evidence came before the Committee that this objective has not been fulfilled to the extent as should have been possible. In a study made of seven blocks in Uttar Pradesh, it was found by the Balwantray G. Mehta Team that only 2.8 per cent of the total number of families engaged in rural industries in these blocks had been benefited by the rural-industries-programme. Many of the people who got training at the training-cum-production centres complained that their whole training had been a wastage of efforts as they had not been able to find any gainful vocation befitting their training. No concerted effort to have a minimum programme of village or rural industries for each block seems to have been made. Even in those Intensive Development blocks where Assistant Development Officers (Industries) are functioning, scanty efforts have been made to have any minimum programme. Even survey work has not

been done in many blocks. Lack of funds and trained personnel, etc. has also been a considerable handicap. The general impression amongst the Assistant Development Officers (Industries) is that the only immediate programme they have to look after is the organization of industrial co-operative societies and successful running of training-cum-production centres. Keeping in view the fact that the drawbacks of the programme are too well-known to all concerned, we do not propose to go into further details and would like to make our recommendations problemwise.

Programme Planning

16.4. Each block must have a minimum programme of village and cottage industries chalked out for itself keeping in view the characteristics of the block and the particular industries which are continuing there. While during the Second Plan period, conditions may permit only of a minimum of two industries in each block, having a trained industrial extension worker as decided at the Mount Abu Conference, we would like that in the Third Plan, we should consolidate the existing industries and include a few more from the following list:

- (1) Khadi spinning and weaving.
- (2) Weaving, dyeing, printing and finishing of Handloom goods.
- (3) Flaying and Tanning.
- (4) Leather goods.
- (5) Ghani Oil Crushing.
- (6) Village Pottery and Ceramics.
- (7) Black-smithy and tin-smithy.
- (8) Khandsari.
- (9) Gur making including palm gur.
- (10) Brick and tile making.
- (11) Carpentry.
- (12) Tailoring.
- (13) Soap making.
- (14) Bee-keeping.
- (15) Sports goods.
- (16) Agricultural Implements.
- (17) Turpentine manufacture.
- (18) Hand-made paper.
- (19) Katha-making.
- (20) Sericulture and ericulture.
- (21) Rope and Basket making.
- (22) Doll and toy making.

16.5. Small agro-industries like manufacturing of crystal sugar on small-scale, oil crushing, paddy-processing, pea-canning and fruit-preservation may also be started. The Planning Research and Action Institute has been carrying out experimental projects in these items successfully.

16.6. The Industrial Extension Service organized by the Central Commerce and Industry Ministry with a view to render assistance to Small-Scale

Industries, should also cover village industries and handicrafts. The State Government may take initiative in this matter and organize a "Rural Industries Extension Service" by itself. Industrial extension should be given the same priority as agricultural extension in the block programme. In the initial stages, it may be advisable to start a few pilot projects in industries to explore possibilities of their multiplication. It may also be examined as to how the block headquarters can blossom forth into focal centres for the development of cottage industries. The establishment of focal centres for the development of cottage industries at the block headquarters will go a long way in building rural townships.

Programme execution, Training and Co-ordination

16.7. A "State Rural Industries Board" should be established to co-ordinate the activities in the State of all the six All-India Boards, i.e., the All-India Khadi and Village Industries Board, Handicraft Board, Small-Scale Industries Board, Handloom Board, Coir Board, and Central Silk Board, with the programme of the Industries Department and also to guide the "State Rural Industries Service". The Board may include officials and non-officials both.

16.8. In view of the fact that a nominal provision has been made for rural industries in the schematic budget of the N. E. S. blocks, the "State Rural Industries Board" should so phase and administer the various funds sanctioned by the six All-India Boards that each block gets its share of money in accordance with the minimum programme fixed for each block. Expenditure on items which are not covered by any of the schemes of the All-India Boards should be met by block funds or departmental funds.

16.9. Each block should have a technically qualified Assistant Development Officer (Industries) who should be properly trained at well equipped training centres. He should be the key-man of the proposed "Rural Industries Extension Service" at the block level and should be assisted by technically trained assistants, for organising and following up the activities of industrial co-operatives in rural areas.

16.10. The U. P. Industrial Co-operative Association at the State level, the District Industries Officer at the district level and the A. D. O. (Industries) at the Block level, should convene periodical conferences consisting of various representatives of industrial co-operatives and unorganized rural artisans, craftsmen, etc. to know their difficulties and to have their suggestions for possible implementation.

Industrial Co-operatives

16.11. Keeping in view the fact that industrial co-operatives have not been successful to the desired extent, we would recommend that concerted efforts should be made now onwards to improve and galvanise the working of the existing co-operatives. Special care should be taken to see that the workers in these co-operatives are not reduced to mere wage-earners as they are in private concerns.

16.12. Only those persons should be allowed to be members of these societies who are actually engaged in or actively associated with a particular industry or crafts so that identity of interests is maintained.

16.13. Efforts should be made to encourage industries through industrial co-operatives. Initially the Government should make at least 30 per cent contribution towards the share capital of the newly organized co-operatives as is the case for Handloom Societies. The State Co-operative Federation through the agency of the U. P. Industrial Co-operative Association, may be persuaded to purchase 20 per cent of the shares. The rest may be raised by the members of the societies.

16.14. To meet the shortage of good trained personnel in the field of rural industries, the Committee recommends that the present system of training programme in training-cum-production centres should be reoriented. The training programme may be of two types, i.e., one for those who are already working as craftsmen or coming from artisan family and need a refresher training only and the other for those who are new to the trade or craft, but have a proper aptitude and need a basic training.

16.15. So far as the first type of training is concerned, the selection of trainees may be made by the Industrial co-operative concerned. Such training may be imparted at centres having pilot projects or rural industrial societies functioning under the guidance of efficient staff. After getting such training or refresher's course in advanced techniques, it is expected that the trainees would return to their industrial co-operatives with a new zeal and vigour to apply new techniques as a follow-up programme. As regards the second type of training, selection of trainees should be made on the basis of aptitude tests. The training may be of adequate duration so as to equip the trainee with necessary skill and knowledge. The process of training should be regular. Such trainees should be given suitable loans or grants or equipment through appropriate agencies so that they may settle into the trade immediately after their training.

Marketing

16.16. In order to encourage the development of rural industries, it is essential that arrangements for the procurement of raw material and for the marketing of finished products are suitably made. The raw material in some cases may be locally available while in others it may have to be obtained from distant centres. Due to non-availability of adequate credit facilities, it generally becomes difficult to make bulk purchases of raw material. While it is important to arrange for such purchases, it is equally important that raw material is available in time to the workers and industrial units in rural areas and that their finished products are taken over by some agency at periodical intervals. For this purpose, small collecting centres in rural areas shall have to be set up and goods which cannot be sold in villages themselves shall have to be transported and marketed through some agency to places where they are in demand. Possibilities may also have to be explored for finding out markets for handicraft goods in places outside the country. The Committee

has learnt with satisfaction that there is already some demand for some of the goods prepared in our State in countries like U. S. A., U. K., Africa and Europe. For encouraging the export of these goods, it would be advisable if Government adopt a liberal policy in allowing concessions in freight rates and export duty.

16.17. At many places, it came to the notice of the Committee that controlled commodities like iron and coal were not easily available to local artisans at controlled rates. As a result of this, their production badly suffered. To obviate this difficulty, it is recommended that a high priority in the allocation of quotas of controlled commodities may be given for rural industries.

16.18. In the end, it may be pointed out that the above measures will not be of much avail unless the following two steps are taken :

firstly, a sense of love and pride for cottage industry products may be fostered among the people through sustained publicity and gradual patronisation of goods by various official and non-official agencies. People may be made to realise that by patronising cottage industry goods, they also help poor workers in the countryside. Further, every individual should be so educated as to be imbued with a "Swadeshi spirit" so that he may feel proud of using goods manufactured in his own locality ; and

secondly, cottage and small-scale industries, as is well-known, cannot thrive in competition with highly mechanised units of production. Since these units provide employment to a large section of the rural population in our country, it is necessary that they receive due protection. For this purpose, a clear demarcation shall have to be made in the operational spheres of cottage, small-scale and large-scale industries. The Committee understands that some steps have already been taken by the Government of India in this direction. However, the whole matter needs re-examination with a view to formulating and following a favourable policy to ensure the survival of cottage industries in the country.

(GOVIND SAHAI) *Chairman.*

(NARAIN DUTT TIWARI¹) *Member.*

(RAGHVENDRA PRATAP SINGH) *Member.*

(KAILASH KUMAR SINGH) *Member.*

(MURLI DHAR) *Member.*

(WASI NAQVI) *Member.*

(KUNWAR GURU NARAIN) *Member.*

(SAVITRI SHYAM) *Member.*

(BHAGWANT SINGH) *Member.*

(N. P. CHATTERJI) *Member.*

(JUGAL KISHORE PANDE) *Member.*

(RAMA DAS) *Member-Secretary.*

Dated Lucknow 14th April, 1959.

¹Vide Appendix F.

APPENDICES

A—APPOINTMENT OF THE COMMITTEE FOR EVALUATION AND ON PUBLIC PARTICIPATION.

B—QUESTIONNAIRE PARTS I AND II.
NUMBER OF QUESTIONNAIRE RECEIVED FROM RESPONDENTS OF DIFFERENT CLASSES OF PEOPLE.

C—STATISTICAL PROFORMA FOR SELECTED BLOCKS.

D—LIST OF DISTRICTS/BLOCKS/INSTITUTIONS/ORGANIZATIONS VISITED BY THE COMMITTEE.

E—(a) LIST OF SELECTED BLOCKS VISITED. }
(b) SCHEDULE FOR SELECTED VILLAGE PEOPLE. } INTENSIVE STUDIES.
(c) SCHEDULE FOR SPOT-CHECKING. }

F—LETTER DATED APRIL 6, 1959, FROM SRI NARAYAN DUTT TIWARI.

APPENDIX A

Appointment of the Committee for Evaluation and on Public Participation.

Copy of the O. M. no. 4234/XXXV-A—dated Lucknow May 19, 1958, from Sachiv, Planning (A) Department, to the Chairman and Members of the Committee:

“The Governor is pleased to sanction the setting up of a committee for making a more intensive study of the National Extension Service and Community Development programme in the State. The Committee will be designated as “the Committee for Evaluation and Public Participation” and the following will be the members of the Committee:

- (1) Sri Govind Sahai, M. L. A., *Chairman*.
 - (2) „ Narain Dutt, M. L. A.
 - (3) „ Raghvendra Pratap Singh, M. L. A.
 - (4) „ Kailash Kumar Singh, M. L. A.
 - (5) „ Murli Dhar, M. L. A.
 - (6) „ Wasi Naqvi, M. L. A.
 - (7) „ Kunwar Guru Narain, M. L. C.
 - (8) Smt. Savitri Shyam, M. L. C.
 - (9) Director, Economic Intelligence and Statistics, Uttar Pradesh.
 - (10) Director, Planning Research and Action Institute, Uttar Pradesh.
 - (11) Director, Panchayat Raj, Uttar Pradesh.
 - (12) Sri Rajeshwar Prasad, I. A. S., *Member-Secretary*.
- (During Sri Rajeshwar Prasad's absence on leave Sri D. B. Dutt, I. A. S. Deputy Secretary, Planning will work as Member-Secretary, Sri B. S. Sharma, Under Secretary, Planning, will work as Joint Secretary of the Committee.)
2. The terms of reference,* of the Committee will be as follows:
- (1) What measures should be designed and used to assess the extent to which results are being achieved in this programme?
 - (2) What is the scope of research work in the programme and to what extent can such research help to cover the blind spots in the programme?
 - (3) How far the institution of National Extension Service and Intensive Development Blocks is taking the State along the path which will lead to the goal for which these institutions were set up?
 - (4) How is the work progressing in the Post-Intensive Development Blocks and how can the tempo of work in these areas be kept up?
 - (5) How far public co-operation has been secured in the work of these blocks; how can further progress be made in this direction and how can public interest be sustained?
 - (6) How can local institutions be made more effective as instruments for promoting local development through the Community Development programme?

*The terms of reference, for the sake of study were rearranged by the Committee as in paragraph 4 of “Introduction”.

(7) What should be the structure, functions and powers of the Block Advisory Committee, and how should these committees be linked with the Zila Parishad ?

(8) What steps can safely be taken in the direction of de-officialization ?

(9) What is the extent of co-operation of the pooled and other departments in the programme and how can such co-operation be made more effective ?

(10) To what extent and in what manner is it possible to introduce economy without impairing efficiency in the implementation of the programme ?

(11) What should be the role and area of operation of the village level worker ?

Copy of the O. M. no. 2525-II/P(B)D, dated July 21, 1958, regarding appointment of Dr. Rama Das as Member-Secretary of the Committee for Evaluation and on Public Participation.

“In partial modification of Planning (A) Department’s O.M. no.4234/XXXV-A, dated May 19, 1958, the Governor is pleased to order that Dr. Rama Das, Director, Planning Research and Action Institute, U. P., will act as Member-Secretary of the Committee, *vice* Sri Rajeshwar Prasad, I. A. S.”

Copy of the O. M. no. 2358-IV/P(B)D—XVII-1, dated February 24, 1959, regarding appointment of Sri N. P. Chatterji, I.A.S., as Member of the Committee for Evaluation and on Public Participation.

“In partial modification of O. M. no. 4234/XXXV-A, dated May 19, 1958, and subsequent O. M. no. 2525-II/P(B)D, dated July 21, 1958, the Governor is hereby pleased to order the appointment with immediate effect of Sri N. P. Chatterji, I.A.S., Joint Secretary to Government and Joint Development Commissioner, U. P., as member of the Committee for Evaluation and on Public Participation, *vice* Sri Rajeshwar Prasad, I. A. S.”

APPENDIX B

QUESTIONNAIRE PART I

QUESTIONNAIRE PART II

NUMBER OF QUESTIONNAIRES RECEIVED FROM RESPONDENTS OF DIFFERENT CLASSES OF PEOPLE

<i>Category of Respondents</i>					<i>Numbers</i>
1.	Members of Parliament	..	..	..	6
2.	Members of Legislative Assembly	..	..	..	23
3.	Members of Legislative Council	..	..	..	3
4.	Press Representatives	..	..	..	15
5.	<i>Educationists :</i>				
	(i) Principals and Head Masters	..	..	..	245
	(ii) University Professors	..	..	..	1
	(iii) Other teachers	..	..	..	55
6.	<i>Local Bodies :</i>				
	Municipal Boards	..	..	..	43
	Town Area	..	..	..	..
7.	Bar Associations	..	..	..	2
8.	Block Development Committees (Collective opinion)			..	202
9.	Antarim Zila Parishads (Collective opinion)	..		..	12
10.	Pradhans	..	..	..	814
11.	Officials of Pooled Departments	..	..	..	553
12.	Officials of other Departments	..	..	..	158
13.	Individuals	..	..	..	1,168
				Total	3,300

COMMITTEE FOR EVALUATION AND PUBLIC PARTICIPATION,

UTTAR PRADESH

QUESTIONNAIRE—PART I

1. Are you aware of the concept and objectives of the Community Development Programme Yes/No.

If yes, explain it briefly

2. How does the Community Development Programme differ in your opinion from the earlier rural development programme?

3. How far is the Community Development Programme and the organization of National Extension Service taking the State along the path which will lead to the goal aimed at? Please elucidate your views.

4. (a) What, in your opinion, are the main contents of the Community Development Programme?

(1) _____	(6) _____
(2) _____	(7) _____
(3) _____	(8) _____
(4) _____	(9) _____
(5) _____	(10) _____

- (b) Do you consider the contents of the Community Development Programme adequate? Yes/No.

If not, why? (Give reasons briefly)

(c) What additions or deletions in the contents of the Community Development Programme are, in your opinion, necessary ? (Indicate additions or deletions, as the case may be.) :

Additions :

Deletions :

(1) _____	(1) _____
(2) _____	(2) _____
(3) _____	(3) _____
(4) _____	(4) _____
(5) _____	(5) _____

5. (a) Do you consider that the Community Development Programme is leading to changes in the outlook, habits and social relationship of the people? Yes/No.

(b) If answer to (a) is yes, what are they?

(1) _____	(2) _____
(3) _____	(4) _____

(c) What, in your opinion, are the institutions which are undergoing such changes?

(1) _____
(2) _____
(3) _____

(d) Do you consider that the Community Development Programme is likely to lead eventually to the establishment of socialist society ? Please elucidate.

(e) If not, what steps would you suggest to make the Community Development Programme a more effective and popular vehicle for socialist transformation ?

6. How far, in your opinion, has the Community Development Programme contributed in making the people problem and plan-minded ?

7. How far is the Community Development Programme contributing to promote social cohesion and national unity? Please elucidate. What steps would you suggest to achieve these objectives?

8. (a) Do you think that the people are emotionally attached to the institutions coming into existence in the wake of Community Development Programme? Yes/No.
- (b) If the answer to (a) is "no", how can this be brought about?

9. Are the contents of the Community Development Programme helping to develop overall village economy? Please elucidate.

10. What steps do you propose for enlisting and sustaining co-operation of the village people and public bodies and institutions engaged in social welfare and uplift work in development blocks, particularly in Post-Intensive Development Blocks?

11. Is there a sustained growth of tempo in the Post-Intensive Development Stage?

12. (a) As a result of Balvantray Committee's study entire programme will be for 10 years, 5 years in phase I and 5 years in phase II. Do you think that this period of 10 years is sufficient to build up effective leadership in the block areas to carry forward the programme?

(b) Do you think that the funds of Community Development Programme are being properly utilized ?

(1) _____ (4) _____

(2) _____ (5) _____

(3) _____ (6) _____

(c) Please suggest how the existing funds can be more effectively utilized.

(d) Do you think the distribution of funds for various programmes in C. D./ N. E. S. projects to be sound ? Can you suggest any improvement in *inter se* allocation of funds for the various programmes ?

13. What, in your opinion, are the "blind spots"* in the Community Development Programme ?

(a) Programmes taken up, but progress inadequate.

(b) Programmes taken up, but failed.

(c) Programmes necessary, but not taken up.

14. Which items, in order of priority, should be taken up for research work, so that effective village programmes could be evolved to take over the "blind spots" ?

(1) _____ (5) _____

(2) _____ (6) _____

(3) _____ (7) _____

(4) _____ (8) _____

15. (a) Do you think that the present Community Development Programme is making any headway by arousing interest among children, youth and women in their various welfare activities ?

* Where the programme may be either too weak or does not exist, e.g. it may be that in some area cottage industries programme has not made much impact, or programme has touched small section of the village population. As such, these may be regarded as "blind spots".

(b) If not, what steps should be taken to popularize these programmes and enlist their co-operation ?

16. (a) What are the local agencies for development work at the village level?

(1) _____
 (2) _____
 (3) _____
 (4) _____

(b) Which of the above play an effective role in Community Development work?

(1) _____
 (2) _____
 (3) _____

17. (a) Are you satisfied with the present constitution of the Block Advisory Committee ? Yes/No.

(b) What improvements do you suggest to build it into a dynamic institution ?

(c) What should be the relation between village panchayats and the B. A. C. and of village panchayats and B. A. C.s with Zila Parishad ?

18. (a) Do you think that the Community Development Programme has reached a stage of development where initiative and power of decision should be passed from the official machinery to the people's organizations in a planned manner ?

(b) Do you think that the present official control is now restricting people's initiative and damping their enthusiasms ?

- (c) Is our present system of financial assistance also responsible for damp-
ing the participation of public organizations ? Yes/No.

Please elucidate :

- (d) What measures do you suggest for passing on the initiative in the development
programmes from officials to non-officials ?

19. How can Government programme with people's participation be changed into
people's programme with Government participation ?

20. (a) Do you consider that any effective leadership in villages is emerging for
various constructive programmes ? If so, what steps should be taken to
consolidate and build it up for development programmes ?

- (b) What are the trends in development of local leadership in villages ?

- (c) Do you find any trend towards anti-social activities in local leadership ? If so,
what measures would you suggest to combat it ?

21. Is there satisfactory inter-departmental co-ordination in the Community
Development Programme and how can such co-ordination be made more
effective ?

22. How best co-ordination between officials and non-officials be achieved keeping in view the initiative at all levels ?

23. What should be the yard-stick for measuring the success achieved in this programme ?

24. To what extent and in what manner is it possible to introduce economy without impairing efficiency in the implementation of the programme ?

25. What should be the role and area of operation of the Village Level Worker, Lekhpal and Panchayat Secretary ?

26. In view of the very special nature of work, do you consider that the present system of recruitment of V. L. W.s A. D. O.s and B. D. O.s requires any change ? Yes/No.
If yes, suggest improvements

27. (a) Do you think that the system of training to officials at all levels needs a re-organization and re-orientation in fulfilment of the objectives of the plan and its programme ? Yes/No.

(b) Do you consider that the present syllabi of training of various levels of workers are comprehensive ? Yes/No.
If not, suggest improvements.

28. With a view to co-ordinate the efforts of officials and non-officials in furtherance of the plan, do you consider that the training of non-officials is necessary ? Yes/No.

If so, what should be the main content of training and the duration ?

N. B.—(1) If the space provided against each question is found insufficient, please add a separate sheet of paper for complete answers—indicating the question number against each answer.

(2) Questions which do not concern may be deleted and left out unanswered. Please mark a cross against such questions.

**COMMITTEE FOR EVALUATION AND PUBLIC PARTICIPATION.
UTTAR PRADESH**

QUESTIONNAIRE : PART II

A. General

I. CHANGES IN OUTLOOK

1. (a) Has the Community Development Programme meant any change in the life of the people ? Yes/No.

(b) If the answer is "yes" to 1 (a) :

(i) Are these changes reflected in the economic condition of the people ? Yes/No.

(ii) If the answer is "yes" to (b) (i) in your opinion, in which of the following spheres have changes been most significant ? Please give a tick mark (✓) against the items intended.

- | | | | | | |
|----------------------------------------|----|----|----|----|----|
| (a) Agriculture | .. | .. | .. | .. | .. |
| (b) Horticulture | .. | .. | .. | .. | .. |
| (c) Cattle Wealth | .. | .. | .. | .. | .. |
| (d) Cottage and small-scale industries | .. | .. | .. | .. | .. |
| (e) Land development | .. | .. | .. | .. | .. |
| (f) | .. | .. | .. | .. | .. |
| (g) | .. | .. | .. | .. | .. |
| (h) | .. | .. | .. | .. | .. |
| (i) | .. | .. | .. | .. | .. |
| (j) | .. | .. | .. | .. | .. |
| (k) | .. | .. | .. | .. | .. |

2. (a) Has, in your opinion, the Community Development Programme led to a change in the attitude of the people ? Yes/No.

(b) If the answer to 2(a) is "yes" which of the following is/are applicable in your area ? Please give a tick mark (✓) against the items intended.

- | | | | | |
|-------------------------------------------------|----|----|----|----|
| (i) Urge for better living | .. | .. | .. | .. |
| (ii) Keeness for knowledge | .. | .. | .. | .. |
| (iii) Interest in improving environment | .. | .. | .. | .. |
| (iv) Adoption of improved methods of production | .. | .. | .. | .. |
| (v) Urge to work in co-operation with others | .. | .. | .. | .. |
| (vi) | .. | .. | .. | .. |
| (vii) | .. | .. | .. | .. |

3. (a) Has, in your opinion, the Community Development Programme led to a change in the social behaviour of the people ? Yes/No.

(b) If the answer to 3 (a) is "yes" which of the following is/are applicable in your area ? Please give a tick mark (✓) against the items intended.

- | | | | | |
|--------------------------------------------------------------------------------------------------------------------------------------|----|----|----|----|
| (i) Has there been progress towards social equality such as removal of distinction between high and low caste, rich and poor, etc. ? | .. | .. | .. | .. |
| (ii) Has there been any trend towards development of village leadership ? | .. | .. | .. | .. |
| (iii) Co-operative functioning | .. | .. | .. | .. |
| (iv) Community way of thinking | .. | .. | .. | .. |
| (v) Non-communal attitude | .. | .. | .. | .. |

4. Does canvassing for votes take place on the basis of caste in : Please give a tick mark (✓) against the items intended :

- | | | | |
|----------------------------------------------|----|----|----|
| (i) Panchayat elections | .. | .. | .. |
| (ii) Other local institutions elections | .. | .. | .. |
| (iii) In elections for the State Legislature | .. | .. | .. |
| (iv) For Lok Sabha elections— | | | |

Has it resulted in caste tensions ? Yes/No.

If yes, what suggestions do you offer to remove this evil ?

5. Does the Community Development Programme invoke regard and love for public property like :

School buildings,

Roads,

Canals,

Railways,

Telegraph lines, etc. ?

.. .. Yes/No.

If not, what suggestions would you offer ?

6. Are respect, faith and confidence in the following constituted authorities growing amongst the people ? [Please tick (✓)] :

- | | | | | |
|-------------------------------|----|----|----|----|
| (i) Panchayats | .. | .. | .. | .. |
| (ii) District local authority | .. | .. | .. | .. |
| (iii) Government | .. | .. | .. | .. |

7. (a) Do you think that Community Development Programme contributes in any manner to conditions of safety and security in village life ? .. Yes/No.
If not, what steps would you suggest ?
-
-
-
-

(b) Has the Community Development Programme helped in reducing crimes like :

- | | | | | | |
|---------------------------|----|----|----|----|----|
| (Please tick) | .. | .. | .. | .. | .. |
| (i) Gambling | .. | .. | .. | .. | .. |
| (ii) Illicit distillation | .. | .. | .. | .. | .. |
| (iii) Crop thefts | .. | .. | .. | .. | .. |
| (iv) Cattle-lifting | .. | .. | .. | .. | .. |
| (v) Murder | .. | .. | .. | .. | .. |
| (vi) Dacoity and robbery | .. | .. | .. | .. | .. |
| (vii) Others (specify) | .. | .. | .. | .. | .. |
| (viii) | .. | .. | .. | .. | .. |

8 Do you think that the operation of the Community Development Programme has effected any change in the personal habits of the people as expressed in : (Please tick)—

- (a) Lower consumption of tobacco, *ganja*, liquor and *charas*
- (b) Health consciousness and orderliness of home ..
- (c) Greater optimism and self-confidence
- (d) Decline of faith in superstitions
- (e) Desire to read and learn
- (f)
- (g)

9. How far, in your opinion, has the Community Development Programme contributed in making people problem and plan-minded ?

10. (a) Which classes of groups of the rural masses, in your opinion, have not been appreciably benefited by the Community Development Programme ? (Please tick) :

- (i) Landless labourers
- (ii) Scheduled Castes.. ..
- (iii) Infirm and disabled
- (iv) Others (specify)

(b) How, in your opinion, can the amelioration of backward classes be further speeded up through Community Development Programme ?

11. Has Community Development Programme promoted local initiative and voluntary efforts of the people in solving their problems ?Yes/No.

Please elucidate :

12. (a) Do you consider that the present Community Development Programme has made people more dependent for their uplift on the Government ? Yes/No.

(b) If the answer to 12 (a) is "yes" specify the factors responsible for this. (Please tick).

- (i) Spoon-feeding by officials.
- (ii) Lack of local initiative and leadership.
- (iii) Failure to arouse self-confidence in the people.
- (iv) Reluctance of the people to forego Government aid once they have tested it.
- (v) Too inadequate Government aid to make people self-reliant.
- (vi) Any other (Please mention).
- (vii) _____

II. "BLIND SPOTS"*

13. What, in your opinion, are the "blind spots" in the Community Development Programme ?

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

14. Which of the above items (in Q. no. 13) in order of priority should be taken up for research work so that effective village programmes could be evolved ?

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

III. NON-OFFICIAL AGENCIES AND PEOPLE'S PARTICIPATION

15. (a) What are the non-official agencies at the village level?

1. _____
2. _____
3. _____
4. _____
5. _____

(b) Which of the above play an effective role in the Community Development work ? ;

1. _____
2. _____
3. _____
4. _____
5. _____

*Where the programme may be either too weak or does not exist, for example, it may be in some areas that cottage industries programme has not made much impact or the programme has not touched all sections of the people. As such, these may be regarded as "blind spots".

16. (a) Are you satisfied with the constitution of Block Committee? Yes/No.
 (b) What changes would you suggest to make it a more effective body?

- (c) What, in your opinion, should be the functions of the re-organized Block Committee?

17. (a) What, in your opinion, should be the relation between village Panchayat and the Block Committee?

- (b) What, in your opinion, should be the relation between village Panchayat, Block Committee and Zila Parishad ?

18. (a) Do you think that the Community Development Programme has reached a stage of development where initiative and power of decision should be passed from the official machinery to the people's organizations in a planned manner ? .. Yes/No.

- (b) Do you think that the present official control is now restricting people's initiative and damping their enthusiasm? .. Yes/No.

- (c) What measure do you suggest for passing on the initiative in the development programmes from officials to non-officials ?

19. Is our present system of financial assistance also responsible for damping the participation of public organizations? .. Yes/No.
 Please elucidate :

20. (a) Do you consider that any effective leadership is emerging for various constructive programmes? If so, what steps should be taken to consolidate and build it up for development programmes?

(b) What are the trends in development of local leadership in villages?

(c) Do you find any trend towards anti-social activities in local leadership? If so, what measures would you suggest to combat it?

IV. WORKING OF POST-INTENSIVE DEVELOPMENT BLOCKS:

21. (a) Do you think that the tempo of development work has slowed down in the Post-Intensive Development Blocks .. Yes/No.

(b) If the answer to Q 21(a) is "yes" to which of the following factors will you attribute the reasons? (Please tick).

- (i) Period of NES/CD Phase was too short.
- (ii) Local Leadership has not developed in the area.
- (iii) The Government Departments could not maintain the tempo of service and supplies.
- (iv) Lack of funds.
- (v) Lack of enthusiasm in staff.
- (vi) Lack of new programmes.
- (vii) Local institutions have not developed properly.
- (viii)
- (ix)

V. INTER-DEPARTMENTAL CO-ORDINATION

22. (a) Do you feel that adequate co-ordination exists amongst various departments?

- (i) At Village level Yes/No.
- (ii) At Block level Yes/No.
- (iii) At District level Yes/No.
- (iv) At Regional level Yes/No.
- (v) At State Level Yes/No.

(b) What improvements would you suggest for the level/levels, where you find lack of co-ordination?

23. Please indicate whether full use is being made of the District Planning machinery for welfare activities by—

- | | | | | | |
|-------------------------|----|----|----|----|---------|
| (a) Various Departments | .. | .. | .. | .. | Yes/No. |
| (b) People | .. | .. | .. | .. | Yes/No. |

If no, how can best use be made thereof?

24. Please indicate whether full use is being made of the machinery at the Block level for welfare activities by :

- | | | | | | |
|-------------------------|----|----|----|----|---------|
| (a) Various Departments | .. | .. | .. | .. | Yes/No. |
| (b) People | .. | .. | .. | .. | Yes/No. |

If no, how can best use be made thereof?

25. Do you find any difference between the approach, behaviour and functioning of the Planning and other departmental machinery ? If so, how are these changes reflected ?

- | | |
|------------------------------------------------|---------|
| (a) In their approach to the people's problems | ..... |
| (b) In their inter-staff relationship | .. .. . |
| (c) _____ | ..... |
| (d) _____ | ..... |

26. Do the Block level workers get adequate assistance in their respective fields from the District Level Officers? Yes/No.
If not, suggest improvements.

27. Should all the Development Departments at all levels have a centralized leadership? If so, how?

28. Do you find any duplication or over-lapping of functions at the Block and District levels ? Yes/No.
If so, please mention them briefly :

VI. ROLE OF VILLAGE LEVEL WORKER :

29. Do you consider the role of the present Village Level Worker in the development programme to be effective? Yes/No.
30. Do you consider the present area of operation of the Village Level Workers too unwieldy? Yes/No.
 If yes, what in your opinion should be his area of operation?

31. At present the following functionaries are working at the village level. Please specify those (with a tick) whose functions should be combined with those of the Village Level Workers.

- (i) Panchayat Secretary
- (ii) Co-operative Supervisor
- (iii) Stockman
- (iv) Lekhpal
- (v) Vaccinator
- (vi) P. R. D. Zone Worker
- (vii) Assistant Agricultural Inspector
- (viii) Cane Supervisor
- (ix)

VII. REPORTING AND EVALUATION

32. (a) Are you satisfied that the present system of reporting through monthly progress reports/quarterly progress reports gives a correct picture of the achievements? Yes/No.
- (b) If the answer to 32(a) is "no" please suggest how a more correct assessment of the achievements can be made from time to time?

VIII. ECONOMY AND EFFICIENCY

33. (a) Do you think that the funds allotted to blocks are being judiciously spent? Yes/No.
 If not, mention lapses with reasons in brief:

- (b) Suggest measures which, in your opinion, can bring about economy without affecting efficiency in the execution of development programmes.

B. Programmes—

34. (a) Do you feel that Community Development Programme is comprehensive enough to cover all aspects of life? Please tick :

- | | | | | |
|---------------|----|----|----|-------|
| (i) Economic | .. | .. | .. | ..... |
| (ii) Social | .. | .. | .. | ..... |
| (iii) Moral | .. | .. | .. | ..... |
| (iv) Cultural | .. | .. | .. | ..... |

If not, what items would you add ?

- (b) Do you agree with the view that the Community Development Programme is too multifarious and should be restricted to fewer selected items? If so, what items should be deleted ?

I. AGRICULTURE AND ANIMAL HUSBANDRY

35. In what way, in your opinion, the Community Development Programme has contributed to agricultural development ? Please indicate which of the following have found acceptance in your area? (Please tick).

- (i) Improved seeds.
- (ii) Chemical fertilizers.
- (iii) Green manures.
- (iv) Manures (farm-yard manure and oil-cakes, etc.)
- (v) Improved implements.
- (vi) Insecticides and fungicides.
- (vii) Improved cultural practices.
- (viii) U. P. method of wheat cultivation.
- (ix) Japanese method of paddy cultivation.
- (x) Growing of vegetables.
- (xi) Fruit-growing.
- (xii) Plantation of fuel trees.
- (xiii) Land Development.
- (xiv) Utilization of community land,
- (xv) Proper storage of agricultural commodities.
- (xvi)
- (xvii)

36. (a) Have the irrigation facilities gone up in your area ? .. Yes/No.
 (b) Has the extra irrigation potential been fully utilized ? .. Yes/No.
 (c) If not, what have been the main causes and what suggestions have you to offer for increasing irrigation facilities ?

37. (a) Do you think that the Community Development Programme has created consciousness for improving cattle wealth in your area ? Yes/No.

- (b) Which of the following have been adopted in your area ?(Please tick).

- (i) Artificial insemination.
 (ii) Stud bulls.
 (iii) Feeding.
 (iv) Control of diseases.

38. Has poultry-keeping become popular with the villagers in your area ? Yes/No.
 If not, suggest improvements :

39. (a) Has the fisheries programme become popular in your area ?

Yes.

No.

Does not apply to the area.

- (b) How can this programme be stepped up ?

40. Has pig-farming and bristle trade developed in your area ? .. Yes/No.

II. CO-OPERATION

41. (a) Do you consider that the present working of the co-operatives is satisfactory ? Yes/No.

- (b) If not, what steps would you suggest to improve its working and make it popular ?

42. How can the co-operatives be made to play a more effective role in the life of the village community ? (Please tick).

- (i) By making people conscious about the basic principles of co-operation.

- (ii) By making loans readily available.
- (iii) _____
- (iv) _____
- (v) _____

43. In order to ensure healthy running of co-operatives as people's organizations what should be the scope of official role in the functioning of the co-operatives ?

44. (a) Is there any industrial co-operative in your area ? .. Yes/No.
 (b) Has it been successful in stimulating the development of cottage industries? Give reasons :

III. COTTAGE AND SMALL-SCALE INDUSTRIES

45. (a) What new cottage industries have been started in your area ?

<i>Name</i>	<i>Approximate number of families engaged</i>
(i)
(ii)
(iii)
(iv)
(v)

Which of the above, in your opinion, are functioning properly ?

(b) What are the bottlenecks in the successful working of the industries programmes ?

46. What other new industries can be started in your area ? Please indicate the potential available:

<i>Name of industry</i>	<i>Skilled personnel available</i>	<i>Raw material available</i>
(i)	Yes/No.	Yes/No.
(ii)	Yes/No.	Yes/No.
(iii)	Yes/No.	Yes/No.

47. Whether the existing facilities with regard to the following are adequate ?
Give reasons against each :

	<i>Reasons</i>
(i) Training	Yes/No
(ii) Follow-up of trained personnel ..	Yes/No
(iii) Finance	Yes/No
(iv) Marketing	Yes/No
(v) Protection against mill competition	Yes/No
(vi) _____ Yes/No	.....

IV. PUBLIC HEALTH

48. (a) Has the Community Development Programme contributed towards health-consciousness among the people ? .. Yes/No.

(b) Have the following facilities increased ? (Please tick).

- (i) Drinking Water-supply.
- (ii) Pucca drains and lanes.
- (iii) Vaccinations and inoculations.
- (iv) Dispensary service.
- (v) Maternity and child welfare.
- (vi) First-aid.
- (vii) Environmental sanitation.

(c) What improvements would you suggest to promote health programmes among the people ?

V. WOMEN WELFARE AND YOUTH ACTIVITIES

49. Do you consider that the Community Development Programme has contributed towards the Women Welfare activities in the fields of—

- (a) literacy,
- (b) participation in civil affairs,
- (c) social uplift and other activities ?

50. Do you consider that the Community Development Programme has contributed anything tangible towards welfare activities for the village youths ? Yes/No.

If not, what suggestions would you offer for the same ?

51. Are there youth clubs organized in your area? Yes/No.
If yes, do you think they have been able to create consciousness among the youths ?

If not, give your suggestions :

VI. VILLAGE COMMUNICATIONS

52. Has the Community Development Programme created an urge amongst the people for better communications ? Yes/No.
If yes, have all sections of the village community participated in improving the village roads ?

53. Do you consider that the improvement in communication facilities in the villages has not made the desired headway due to any of the following ? (Please tick).

- (a) Lack of faith in the dignity of labour.
- (b) Lack of technical guidance and lay-out of roads and culverts.
- (c) Lack of financial assistance from block funds.
- (d) Lack of provision of funds for their future maintenance.
- (e) Others (specify).

VII. EDUCATION

- 54. Have the schooling facilities increased Yes/No.
- 55. Are most of the children of school-going age attending schools ? Yes/No.
- 56. Is there a growing interest for girls' education in villages ? Yes/No.
- 57. Are you satisfied with the present system of primary education ? Yes/No.
If not, give you suggestions :

VIII. SOCIAL EDUCATION

58. Has social education programme contributed towards development of social consciousness and enlightenment among the people ? Yes/No.
If not, what changes would you suggest in the programme ?

59. Has the Community Development Programme led to the expansion of cultural activities in your area Yes/No.

If yes, are the following cultural activities on the increase? (Please tick).

- (i) Drama.
- (ii) Kisan Melas.
- (iii) Games and sports.
- (iv) Use of other Audio-visual aids
- (v)

60. (a) Are, in your opinion, community centres proving useful forums of social contacts ? Yes/No.

(b) Are you satisfied with their working ? If not, give suggestions for improvement

61. Has the adult literacy programme been successful in your area? Yes/No. If not, give reasons :

N. B.—If the space provided for the answers against each question is insufficient, please give your answers on a separate sheet of paper and indicate the question number against each answer.

APPENDIX C

COMMITTEE FOR EVALUATION AND ON PUBLIC PARTICIPATION, UTTAR PRADESH (PLANNING DEPARTMENT) (STATISTICAL PRO FORMA FOR SELECTED BLOCKS)

- NOTES—(1) The purpose underlying this *pro forma* is to collect supplementary data not available in the Monthly/Quarterly Progress Reports.
- (2) Please add notes wherever necessary on a separate sheet giving the serial number of the column for facility of reference.

District ..	..	Stage of Block ..	National Extension Service/ Intensive Development/ and Post-Intensive Development.
		Date of inauguration _____	
		Date of conversion in the present stage _____	

General information

- I. (A) Total area in acres.....
- (B) Classified area (in acres)—
- (a) Cultivated (i) Irrigated —Before opening of the Block.....
As on July 1, 1958
- (ii) Unirrigated—Before opening of Block.....
As on July 1, 1958
- (C) (a) No. of villages in the Block.....
- (b) No. of Gaon Sabhas in the Block.....
- (c) No. of Nayaya Panchayats in the Block.....
- (d) Population of the Block.....
- (i) No. of agricultural families in the Block.....
- (ii) No. of scheduled caste and backward class families in the Block.....
- (iii) No. of landless labourers' families in the Block.....

	Number sanctioned	Actual no. posted	Number un-trained
1	2	3	4

II. STAFF POSITION :

(A) Village Level :

(a) National Extension Service (C. D. Budget :

- | | | | |
|-------------------------------------------------------|----|----|----|
| (i) Village Level Workers or Gram Sewaks (men) | .. | .. | .. |
| (ii) Village Level Workers or Gram Sevikas (Women) .. | .. | .. | .. |
| (iii) Midwives | .. | .. | .. |
| (iv) Others (specify) .. | .. | .. | .. |

			Number sanctioned	Actual number posted	Number un-trained
	1		2	3	4
(v) _____
(vi) _____
(b) Departmental Budgets:					
(i) Assistant Agriculture Inspectors
(ii) Agriculture Supervisors
(iii) Agriculture Demonstrators
(iv) Cane Supervisors
(v) Veterinary Stockmen
(vi) Animal Husbandry field Demonstrators
(vii) Vaccinators
(viii) Health Assistants
(ix) Midwives
(x) Panchayat Secretaries
(xi) Co-operative Supervisors
(xii) Lekhpals
(xiii) Others (specify)
(xiv) _____
(B) Block level :					
(a) National Extension Service|C. D. Budgets:					
(i) Deputy Project Executive Officer
(ii) Block Development Officer
(iii) Assistant Development Officer (Agriculture)
(iv) Assistant Development Officer (Social Education).
(v) Assistant Development Officer (Co-operatives)
(vi) Assistant Development Officer (Panchayat)
(vii) Assistant Development Officer (Animal Husbandry)
(viii) Veterinary Assistant Surgeon (Animal Husbandry)
(ix) Medical Officer (Health)
(x) Sanitary Inspector or Assistant Development Officer (Public Health)
(xi) Health Visitor
(xii) Overseer
(xiii) Superintendent (Industries)
(xiv) Assistant Development Officer (Industries)
(b) Departmental Budget :					
(i) Medical Officer
(ii) Veterinary Assistant Surgeon
(iii) Sanitary Inspector
(iv) Health Visitor
(v) Overseer
(vi) Sub-Deputy Inspector of Schools
(vii) Agriculture Inspector
(viii) Panchayat Raj Inspector
(ix) Co-operative Inspector;
(x) Others (specify)
(xi) _____

III. BUDGETARY ALLOTMENT :

(a) Utilization of subsidies and grants-in-aid :

	*** 1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59
1. No. of applications received
2. No. of applications sanctioned
3. Amount sanctioned
4. Head of account (*)
5. Purposes for which sanctioned**
6. Amount utilized
7. Reasons for lapse of non-utilization of funds
8. Remarks

(b) Loans†

1. Purpose and nature of loan ..	..	..	..	..	..	..	..
2. Amount sanctioned for the Block ..	..	..	..	..	..	..	..
3. Amount disbursed ..	..	..	..	..	..	..	..
(i) During first eleven months ; ..	..	..	..	..	..	..	..
(ii) During March ..	..	..	..	..	..	..	..
4. Main purposes for which loans were utilized ..	..	..	..	..	..	..	..
5. Main reasons for lapse or non-utilization ..	..	..	..	..	..	..	..
6. Remarks ..	..	..	..	..	..	..	..

*Here mention the head of the schematic budget or other source from which these funds were allotted or sanctioned, e.g. Grant-in-aid of N.E.S., Grant in aid of D. P. C., Harijan Sahayak Department, Water Supply grant, Government of India Local Development Work grants etc.

**Please mention major items only.

***The different years relate to the financial year.

†Here mention the source from where the funds were allotted or sanctioned, e.g. NES Budget loans, *Taqavi* loans, etc.

IV. AGRICULTURE :

(A) Area of the block under different crops

	Before opening of the Block		*1952-53		1953-54		1954-55		1955-56		1956-57		1957-58		
	Area covered	Average yield	Area covered	Average yield	Area covered	Average yield	Area covered	Average yield	Area covered	Average yield	Area covered	Average yield	Area covered	Average yield	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
<i>Crop—</i>															
1.
2.
3.
4.
5.
6.
7.
8.
9.
10.

*The different years relate to the agricultural year.

(B) Area of the Block covered by improved varieties of Seeds for Major Crops

Before opening of the Block				*1952-53				1953-54								
Variety	Total acreage in the Block	Acreage covered by improved Variety	Percentage of the total area saturated with improved variety	1	2	3	4	1	2	3	4					
<i>Crops—</i>																
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					
	1954-55				1955-56				1956-57				1957-58			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
<i>Crop—</i>																
1.
2.
3.
4.
5.
6.
7.
8.
9.
10.

*The different years relate to the agricultural year.

(C) Distribution of fertilizers, green manures, pesticides and improved Agricultural implements

Items	During the agricultural year in which the block was opened		During the agricultural year 1957-58		Remarks
	1	2	3	4	
(a) Fertilizers (Mds.)—					
(i) Ammonium sulphate
(ii) Super phosphate
(iii) Manure mixture
(iv) _____
(v) _____
(vi) _____
(b) Green Manures Mds.)—					
(i) Sanai
(ii) Dhaincha
(iii) Moong Type I
(iv) _____
(v) _____
(vi) _____
(c) Pesticides (Mds.)—					
(i) D. D. T.
(ii) Gamexene
(iii) _____
(iv) _____
(d) Improved Agricultural implements (Nos.)—					
(i) Cultivators
(ii) Thrashers
(iii) Seed Drills
(iv) _____
(v) _____
(vi) _____

(D) Quantity of improved seeds distributed through different agencies

Serial no.	Sources	Before opening of the block		*1952-53	1953-1954	1954-55	1955-56	1956-57	1957-58
		3	4	5	6	7	8	9	10
1.	Government Seed Stores	..	..	..	..	..	..	..	..
2.	Co-operative Seed Stores	..	..	..	..	..	..	..	..
3.	Cane Co-operative Seed Stores	..	..	..	..	..	..	..	..
4.	Others specify	..	..	..	..	..	..	..	..

*The different years relate to the Agricultural year.

(E) Area of the Block benefited by improved agricultural practices

Serial no.	Sources	Before opening *1952-53 1953-54 1954-55 1955-56 1956-57 1957-58						
		the block						
1	2	3	4	5	6	7	8	9
1.	Japanese method of paddy cultivation ..	..	..	..	..	..	..	..
2.	U. P. method of wheat cultivation ..	..	..	..	..	..	..	..
3.	Line sowing ..	..	..	..	..	..	..	..
4.	Hot weather cultivation ..	..	..	..	..	..	..	..
5.	Soil conservation practices ..	..	..	..	..	..	..	..
6.	Ordinary field bunding ..	..	..	..	..	..	..	..
7.	Through reclamation ..	..	..	..	..	..	..	..
8.	Any other practice (Specify clearly) ..	..	..	..	..	..	..	..

V. MINOR IRRIGATION:

Items	Before the start of the block	As on April 1, 1958	Number working satisfactorily
1	2	3	4
(i) State Tube-wells (Nos.)
(ii) Private Tube-wells
(iii) Co-operative Tube-wells
(iv) Masonry wells
(v) Wells ordinary
(vi) Others (specify)
(vii) —————

(2)(i) Total irrigation potential created in the block up to April 1, 1958

(ii) Total irrigation potential utilized—————

(iii) Total irrigation unutilized—————

*The different years relate to the agricultural year.

VI. ANIMAL HUSBANDRY :

(1) Cattle population in the block :

Serial no.	Items	Before opening the block	As on April 1, 1958
(i) Bulls..
(ii) Buffaloes
(iii) Cows
(iv) Sheep and goat
(v) Scrub bulls
(vi) Others (specify)
<hr/>			
(2) (i) Number of artificial insemination centres opened
(ii) Successful insemination effected (Nos.)
(iii) Improved bulls supplied (Nos.)—			
(a) Haryana
(b) —————
(c) —————
(iv) Number of cattle treated against—			
(a) Rinderpest
(b) —————
(c) —————
(d) —————
(v) Number of castrations done
(vi) Veterinary Hospital started (Nos.)
<hr/>			
(3) (i) Poultry centres opened (Nos.)
(ii) Registered poultry-keepers (Nos.)
(iii) Improved birds supplied (Nos.)

VII. CO-OPERATIVES :

Particulars								Present posi- tion up to 1957-58 i.e. on July 1, 1958	Remark
(a) Societies started (Nos.)—									
(i) Primary
(ii) Large sized
(iii) Industrial co-operatives
(iv) Co-operative farming
(v) Others (specify)
(vi) _____
(vii) _____
(viii) _____
(b) Members enrolled (Nos.)—									
(i) Primary
(ii) Large sized
(iii) Industrial co-operative
(iv) Co-operative farming
(v) Others
(c) Share Capital (Rs.)—									
(i) Primary
(ii) Multipurpose
(iii) Industrial Co-operatives of artisans
(iv) Others (specify)
(d) Fixed deposits (Rs.)—									
(i) Primary
(ii) Multipurpose
(iii) Industrial co-operatives of artisans
(iv) Co-operative farming
(v) Others (specify)
(e) Loans advanced —									
*52-53 53-54 54-55 55-56 56-57 57-58 Remark									
(i) By Primary Societies
(ii) By Large sized Societies
(iii) By Industrial Co-operatives of artisans
(iv) By Co-operative Farming Societies
(v) Others specify _____
(f) Loans overdue of—									
(i) Primary
(ii) Multipurpose
(iii) Industrial Co-operatives of artisans
(iv) Co-operative Farming

*The different years relate to the agricultural year.

VIII. PANCHAYATS :

1. (a) Total number of meetings of Gaon Sabha held since the start of the block up to April 1, 1958	..	..	..	..	..	_____
(b) Total number of meetings of Gaon Panchayat held since the start of the block up to April 1, 1958	..	..	..	..	..	_____
2. Average attendance during 1957-58 at the meetings of :						Per cent
(a) Gaon Sabha	..	..	..	..	..	_____
(b) Gaon Panchayat	..	..	..	..	..	_____
3. Total taxes collected yearly (in rupees) ]	..	..	1952-53	..	..	_____
			1953-54	..	..	_____
			1954-55	..	..	_____
			1955-56	..	..	_____
			1956-57	..	..	_____
			1957-58	..	..	_____
4. Amount overdue to be collected (in rupees)			1952-53	..	..	_____
			1953-54	..	..	_____
			1954-55	..	..	_____
			1955-56	..	..	_____
			1956-57	..	..	_____
			1957-58	..	..	_____

Total amount over due as on April 1, 1958.

IX. EDUCATION AND SOCIAL EDUCATION :

				Before the opening of the block	As on April 1, 1958
1. Number of schools opened :					
(i) Primary	..	..	..	..	_____
(ii) Junior	..	..	..	..	_____
(iii) Higher Secondary	..	..	..	..	_____
2. Total number of students reading :				Primary	.. _____
				Junior	.. _____
				Higher Secondary	_____
3. Adults Education Centres running (Nos.)	..	..	..	..	_____
4. Adults made literate (Nos.)	..	..	..	..	_____
5. Gram Sahayaks trained (Nos.)	..	..	..	..	_____
6. Sight seeding of Non-officials	..	..	..	..	_____
(i) Visits made outside the district (Nos.)	..	..	..	..	_____
(ii) Visits made in the Block area (Nos.)	..	..	..	..	_____
(iii) Inter-State (Nos.)	..	..	..	..	_____
7. Exhibitions held (Nos.)	..	..	..	..	_____
8. Kisan Melas held (Nos.)	..	..	..	..	_____

2. Size of Gram Sevika's circle of operation :

Serial no. of Circle												
Particulars	1	2	3	4	5	6	7	8	9	10	11	12
(i) Number of villages in each circle
(ii) Population of each circle
(iii) Maximum distance of a village from Village Level Workers Hqrs.

3. Tools and equipment supplied to Village Level Worker :

Particulars	Number available with V.L.Ws.		How many more needed	
(a) Tools for agricultural demonstrations (Nos.)—				
1. Ploughs
2. Olpad thrashers
3. Hand hoe (Sheeled)
4. Seed drill
5. Dibbler
6. Cultivator
7. Harrow
8. Others (specify)
9. _____
10. _____
(b) Equipment for Plant Protection (Nos.)—				
1. Duster
2. Spray pumps
3. _____
4. _____
(c) Animal Husbandry equipment—				
1. Castrator
2. G.T.V. Set
3. Medicine Chest
4. _____
(d) Audio-visual aids (Nos.)—				
1. Slides
2. Projectors
3. Other audio-visual aids (specify)
4. Literature
(e) Public Health equipment—				
1. Medicine Chest
2. First-aid box
3. Spray pump
4. Vaccination sets
5. Cino gas duster
6. Others (specify)
7. _____
8. _____

4. (1) Describe briefly the basis or criteria for demonstration of Village Level Worker circles in your block.

(2) Are there any functions common between the Panchayat Secretary and the Village Level Worker which are being performed by both ? If so, please mention them below :

- (i) _____
 (ii) _____
 (iii) _____
 (iv) _____

(3) How many Village Level Workers/Panchayat Secretaries reside at their Circle Hqrs. in your block ?

Panchayat Secretaries	..	..	..	..	..	_____
Village Level Workers	..	..	..	..	..	_____

XIV. BLOCK ADVISORY COMMITTEES:

1. Total number of members—

- (i) Officials _____
 (ii) Non-officials (mention category)—
 (a) M. P./M. L. As./M. L. C. _____
 (b) Pradhans of Gaon Sabha _____
 (c) Sarpanches of Co-operative Societies or Unions _____
 (d) _____ _____

2. Meetings and Attendance.

Year					Number of times meeting held	Average attendance of the meeting	Remarks
1952-53
1953-54
1954-55
1955-56
1956-57
1957-58

3. Mention the categories of members who are frequently absent in the meetings—

- (i) _____
 (ii) _____
 (iii) _____

NOTE—The statistical *pro forma* should be sent to the Member-Secretary, Committee for Evaluation and on Public Participation, Uttar Pradesh, Kalakankar House, Lucknow duly filled in, latest by 31st August, 1958.

APPENDIX D

DISTRICTS/BLOCKS/INSTITUTIONS/ORGANIZATION, VISITED BY THE COMMITTEE

Serial no.	District	Block	Institutions, organizations, etc.
1	2	3	4
1	Lucknow	.. 1. Goshainganj	.. 1. Rural Industrial Estate, Chihat.
		.. 2. Bakshi-ka-Talab	.. 2. Bakshi-ka-Talab Training Centre.
2	Agra	.. 3. Bichpuri N. E. S. Block	3. Institute of Social Science, Agra.
			4. Dayalbagh Colony.
			5. Balwant Vidyapith Rural Institute.
			6. B. R. College and associated institutions.
3	Etawah	.. 4. Auriaya	.. 7. Janta College, Bakewar.
		5. Bhagyanagar	..
		6. Ajitmal	..
		7. Mahewa	..
4	Jhansi	.. 8. Chirgaon	.. 8. Matatila Dam.
			9. Training Centre, Chirgaon.
			10. Parichha Dam.
5	Jalaun	.. 9. Ait	..
6	Rae Bareli	.. 10. Harchandpur	..
		11. Nasirabad	..
7	Sultanpur	.. 12. Chargawan	..
8	Gorakhpur	.. 13. Nichlaul	..
		14. Partawal	..
		15. Bhatat	..
		16. Salimpur	..
		17. Hata	..
		18. Kasia	..
10	Kanpur	.. 19. Kalanypur	.. 11. Government Agricultural College.
			12. Bilhaur Seed Store.
11	Farrukhabad	.. 20. Mohammadabad	.. 13. Pilot Tannery (P. R. A. I.)
12	Varanasi	.. 21. Kashi Vidyapith	.. 14. Kashi Vidyapith.
13	Azamgarh	.. 22. Copaganj	..
		23. Ghosi	.. 15. Co-operative Sugarcane Society, Ghosi.
		24. Dohrighat	.. 16. T. E. P. Centre.
			17. Dohrighat Pump Canal.
		25. Phoolpur	..
14	Pauri-Garhwal	.. 26. Joshimath	.. 18. I. L. D. Centre at Baragaon.
			19. Parsari Gardens.
15	Tehri Garhwal	..	.. 20. Bapu Vocational Institute.
16	Dehra Dun	..	21. Bonemeal Factory of U. P. Government.
			22. Forest Research Institute.
			23. Sericulture Farm, Premnagar.
			24. Soil Conservation Training Institute.
17	Saharanpur	.. 27. Muzaffarabad	.. 25. Industrial Pilot Project, Deoband.

Serial no.	District	Block	Institutions, organizations, etc.
1	2	3	4
18	Meerut	.. 28. Baraut	.. 26. D. C. D. P. Agricultural Workshop.
19	Bulandshahr	.. 29. Lakhaoti	.. 27. V.L.W. Trg. Centre, Baraut. .. 28. Lakhaoti Agri. College.
20	Naini Tal	.. 30. Rudrapur	.. 29. Agri. College, Bulandshahr. .. 29. T. E. P. Centre, Rudrapur.
21	Gonda	.. 31. Haldwani	..
		.. 32. Mankapur	..

APPENDIX E

BLOCKS VISITED BY THE COMMITTEE FOR INTENSIVE STUDIES

Serial no.	District	Block
1	2	3
1	Bijnor	Kotwali.
2	Basti	Bahadurpur.
3	Rae Bareli	Nazirabad.
4	Dehra Dun	Doiwala.
5	Budaun	Asafpur.
6	Bareilly	Bhojpur.
7	Lucknow	1. Goshainganj. 2. Bakshi-ka-Talab.
8	Almora	Tarikhet.
9	Mathura	Farrah.
10	Etawah	Auraiya.
11	Unnao	1. Nawabganj. 2. Bichhia. 3. Safipur. 4. Asoha. 5. Sumerpur.
Total	11 Districts	16 Blocks.

APPENDIX E

“INTENSIVE STUDIES”

COMMITTEE FOR EVALUATION AND ON PUBLIC PARTICIPATION

Schedule for selected village people

District	Interviewer.....
Block	Date.....
Village	

1. Are you aware of the Block in which your village is situated ? Yes/No
If yes, please state :

(a) Who is your B. D. O. and whether you have ever met him ?.....
How many visits has he made to your village during the last six months?....
.....

(b) Have you ever met A. D. O. (Agri.) of the Block ?.....
Yes/No. How many visits has he made to your village during the last six
months?.....

(c) Have you ever met other A. D. Os. ? If so, indicate their num-
ber.....
number of visits made to your village during the last six months.....

2. Do you know the V. L. W. of your Circle ?..... Yes/No.
If yes, how of ten does he visit your village ?.....

3. (a) Do you know the particulars of your village plan ?..... Yes/No.
If yes, how were they worked out ?.....

(b) Did you attend any meeting at the time of formulation of this plan ?
Yes/No.

(c) Do you know who is responsible for execution of this plan? Please
state clearly.

(d) Does the Village Pradhan keep you informed about the progress of
work and accounts?..... Yes/No. If yes, please
state the particulars in brief if you remember them.

4. Are you aware of the significance of the increased agricultural production.
If so, please state clearly :

Do you think adequate steps are being taken to increase agricultural pro-
duction? If so, state them briefly.

6. What are the difficulties which are a source of impediment in agri-
cultural production. Please narrate them :

- 1
- 2
- 3
- 4
- 5
- 6

7. Are you able to get full guidance from V. L. W. in improved agricultural practices ? If not, what are his deficiencies :

- 1
- 2
- 3
- 4
- 5
- 6

8. What are the main items of animal husbandry programme which have directly benefited your village ?

- 1
- 2
- 3
- 4

9. What suggestions would you give to improve these programmes ?

- 1
- 2
- 3
- 4

10. What are other programmes which you consider have produced good impact in your village ?

- 1
- 2
- 3
- 4
- 5
- 6

11. (a) Are you satisfied with the working of your Panchayats ? If not, what are the lapses ?

- 1
- 2
- 3
- 4
- 5
- 6

(b) Please suggest methods to improve their working.

- 1
- 2
- 3
- 4

12. Have you got a Co-operative Society in your village ? Yes/No.
Are you satisfied with its working ? Yes/No.
If not, give a list of the snags :

- 1
- 2
- 3
- 4
- 5
- 6

Please suggest measures to improve their working :

- 1
- 2
- 3
- 4

13. Are you aware of the significance of Shramdan?..... Yes/No.
 Have you ever participated in any Shramdar drive ?..... Yes/No. If
 Yes, please indicate the type of work done on this score.

14. Do you have Youth Clubs/Mahila Mandals in your village ? If yes,
 state in brief their utility :

- 1
- 2
- 3
- 4
- 5

15. Is your village well connected with the main road ? Yes/No. If not,
 have you got a plan of constructing an approach road for your village ? Yes/No.

16. Do you consider that there should be one V. L. W. in your village who
 may attend to all the development activities and also to the affairs of Panchayat
 and Land Records ?..... Yes/No. If so, what
 posts at the village level can be merged into one :

- 1
- 2
- 3
- 4
- 5

17. What are the main items which you recommend to be introduced under
 the C. D. Programme ?

- 1 Education.
- 2 Social Education.
- 3 Youth Work.
- 4
- 5
- 6

18 Any other information :

APPENDIX E
"INTENSIVE STUDIES"

SPOT CHECKING OF CERTAIN ITEMS OF WORK RELATING TO MONTHLY PROGRESS REPORTS

(For the period April to July, 1958)

Village Name of Investigator
Block..... Date
District

(To be filled in the Development Blocks only)

Serial no.	Name of Items	As available in records			Result of spot checking	Percentage of achievement
		Name of the record	Target	Achievement		
1	2	3	4	5	6	7
<i>I. Agriculture—</i>						
1	Distribution of paddy (in mds.)	..	..	..	..	..
2	Supply of Nitrogenous Fertilizers (in mds.) ..	..	..	..	..	..
	(i) Ammonium Sulphate. ..	..	..	..	..	..
	(ii) Ammonium Sulphate Nitrate ..	..	..	..	..	..
	(iii) Urea ..	..	..	..	..	..
	(iv) ..	..	..	..	..	..
3	New orchards. (Community and Private). (Acreage).					
<i>II. Irrigation—</i>						
4	Construction of Masonry Wells. (Irrigation) ..	..	..	..	..	..
5	Persian Wheels (No.) ..	..	..	..	..	..
6	Boring of Wells (No.) ..	..	..	..	..	..
7	Repair of Wells (No.) ..	..	..	..	..	..
<i>III. Animal Husbandry—</i>						
8	Supply of pedigree cows (No.)	..	..	..	..	..
9	Distribution of stud bulls (No.)	..	..	..	..	..
10	Distribution of improved birds—					
	(i) Hens ..	..	..	..	..	..
	(ii) Cocks ..	..	..	..	..	..

APPENDIX E—(contd.)

Serial no.	Name of Items	As available in records					Percent- age of achieve- ment
		Name of the record	Target	Achievement	Result of spot checking		
1	2	3	4	5	6	7	
<i>IV. Public Health—</i>							
11	Construction of drinking water wells excluding for Harijans (No.)	..	..	..	..	..
12	Construction of Drinking water wells for Harijans (No.)	..	..	..	..	..
13	Installation of Hand Pumps (No.)	..	..	..	..	..
14	Rural latrines (No.)	..	..	..	..	..
15	Pavement of lanes (in yds.)	..	..	..	..	..
16	Smokeless <i>Chulhas</i> (No.)	..	..	..	..	..
17	No. of buildings constructed for Panchayatghars.	..	..	..	..	..
18	Construction of culverts (No.)	..	..	..	..	..
19	People's Contribution—						
	(i) Labour (in Rs.)	..	..	..	..	..
	(ii) Cash (in Rs.)	..	..	..	..	..
	(iii) Kind (in Rs.)	..	..	..	..	..

Case Study

Case study to be made for a Panchayatghar and a Masonry Well from any of the five villages of the Block. The study should cover all the aspects of construction right from the date when the work started, completion of vouchers, payments, etc.

APPENDIX F

112-A, DARULSHAFIA,
LUCKNOW:

6th April, 1959.

MY dear and respected Govind Sahai Ji,

This is to respectfully inform you and other esteemed colleagues in the Committee that I am leaving for Sweden today *via* New Delhi on an invitation of Mr. Tag Eralander, Prime Minister of Sweden and Chairman of the Swedish Labour Party (SAP) received through Prof. Gumar Myrdal, the well-known economist. I am sorry that I would not be able to formally sign the report, but may be allowed to submit that my signatures may be appended to it in view of the fact that the draft has been prepared finally and only its symmetrical dovetailing remains to be completed.

I must submit herein that my ideas regarding the institution of an Indian Planning and Development Service, a more practical programmatic link-up of the Community Development Programme with the ultimate objective of all Planning, i.e. the establishment of a Socialistic Society, the abolition of the post of District Magistrate and the posting of a District Development Officer, etc., have not found place in the Report in the proper context and perspective. I also do not agree with the recommendation that the posts of Village Level Workers and Panchayat Secretary should be merged, and in this matter I completely agree with the C. P. A. and the recommendations of the Fourth, Fifth and Sixth Development Commissioners' Conferences. I would also like to emphasize the needs of Regional Planning in Uttar Pradesh, i.e. of the Eastern, Western, Central, Bundelkhand and Hill Zones, and am sure that the Committee's recommendations on Zonal Planning would find place in the Second Part of the Report. I hope that the Committee would like to take the best view of the ideas emphasized by me above.

In the end, I feel it my bounden duty to thank all my colleagues in the Committee for the kind consideration that they had had for my views. I also thank you personally with all my heart inasmuch as you proved to be true democrat and a responsive Chairman because of which only it was possible to iron out a mass of ideas and conflicting recommendations into an integrated pattern.

Yours sincerely,

(Sd.) NARAYAN DUTT TIWARI.

Sri GOVIND SAHAI, M. L. A., Chairman,

Committee for Evaluation and on Public Participation, U. P. Lucknow.