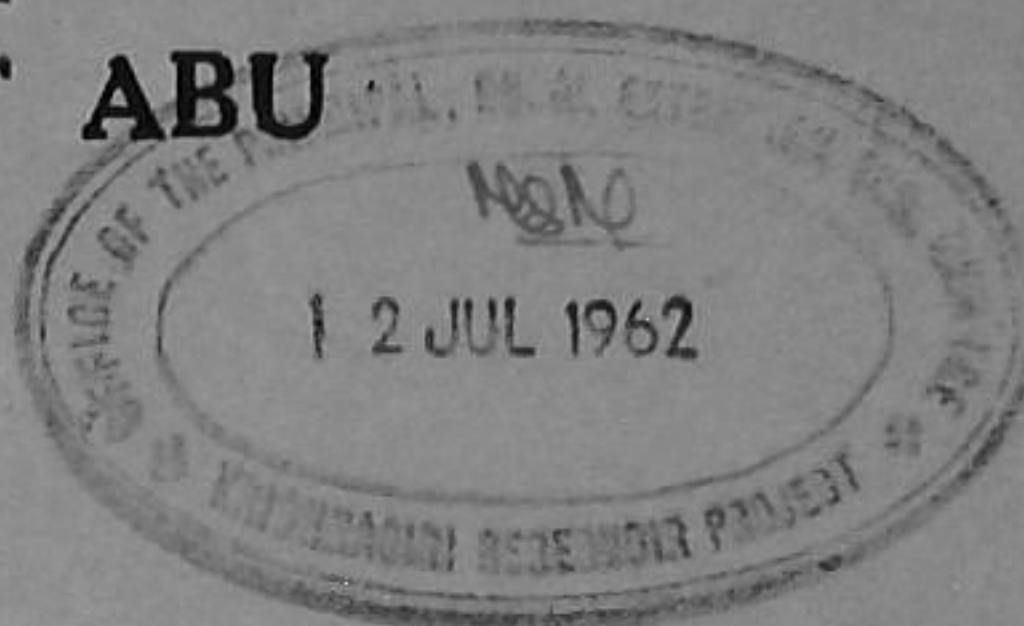
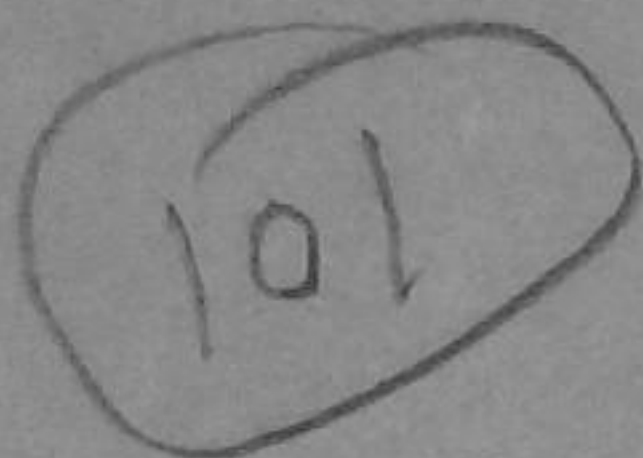


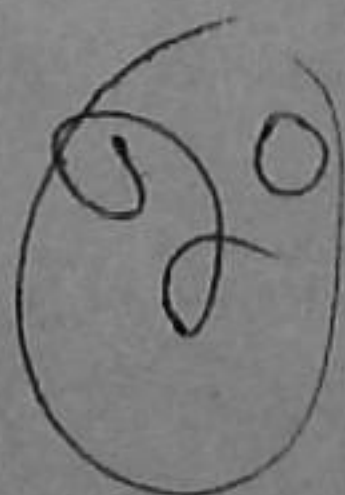
**ANNUAL CONFERENCE
ON
COMMUNITY DEVELOPMENT
AT
MOUNT ABU**

CD 123



(20th to 24th May, 1958)

MAIN RECOMMENDATIONS AND CONCLUSIONS



**MINISTRY OF COMMUNITY DEVELOPMENT
GOVERNMENT OF INDIA**

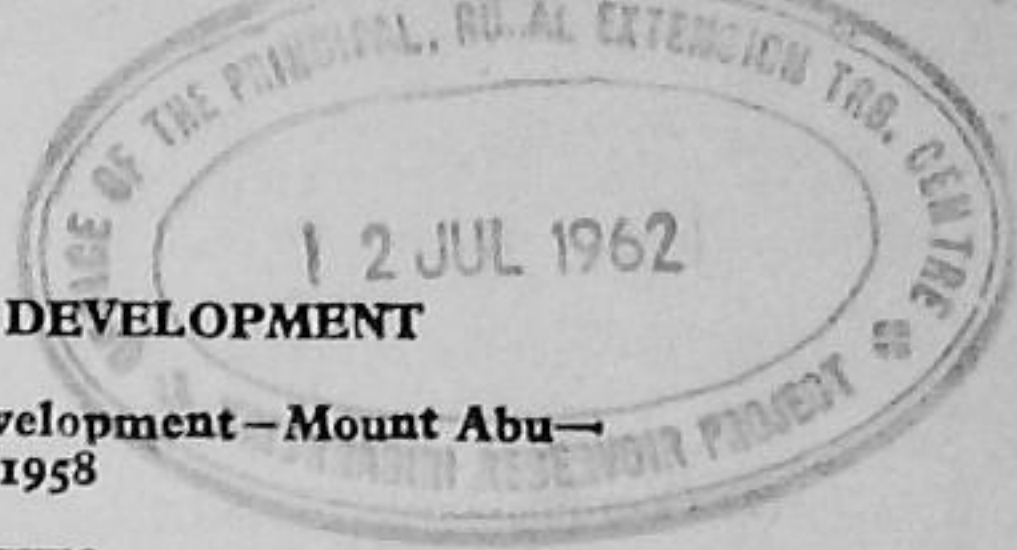
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MINISTRY OF COMMUNITY DEVELOPMENT

Annual Conference on Community Development—Mount Abu—
20th to 24th May, 1958

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MAIN RECOMMENDATIONS & CONCLUSIONS OF THE CONFERENCE ON COMMUNITY DEVELOPMENT—MOUNT ABU

I. PROGRAMME

(1) AGRICULTURE

INCREASED PRODUCTION AS A PEOPLE'S PROGRAMME

Although it is too early to judge the impact of the results of Agricultural extension through the community development programme, the need for creating a mass consciousness for increasing production was recognised. It was further emphasised that action along the following lines is called for to promote a mass awakening:—

- (i) The number of items in the block programme, as a whole, and the items in the field of Agriculture need to be reduced so that a concentrated effort can be made for tackling the basic issues.
- (ii) The Agricultural Extension Officers need to be given both the extension and the job training by being made to work under senior and experienced Agricultural Extension Officers and progressive farmers.
- (iii) Village institutions like Gram Panchayats and co-operative societies should be utilised to plan, organise and evaluate campaigns for increased production in the villages. The trained Gram Sahayaks and Youth Clubs and other agencies in the villages may act as agents of the panchayats in this matter. The panchayats should initially be contacted by the Agricultural Extension Officer and, if possible, by the District Agricultural Officer and they should thereafter pass resolutions concerning the agricultural plan and take the Gram Sabhas into confidence. The agricultural plans prepared by the panchayats should largely deal with items which can be utilised for mass approach, and too much reliance should not be placed on the flow of extraneous supplies but on self-help and self-reliance so that every farming family in the village, regardless of its economic status, can participate in the campaign, which would concentrate on a few specific and fundamental items of wide application and capable of creating mass enthusiasm.

The important matters which lend themselves to mass approach essentially through self-help are:—

- (i) Multiplication of improved seeds in each village and their distribution within the village by exchange or otherwise. The same principle of self-help should apply to seeds of new crops and green manures introduced in the village.
- (ii) The conservation of soil and soil moisture by bunding. In areas of low rainfall, suitable practices which could be recommended to farmers are often not available. In such areas a mass campaign for bunding will provide the necessary extension programme. In some of the paddy areas campaigns for raising the levels of field bunds, and repairing them can also be undertaken with profit.
- (iii) The production of manure required for each field within its own borders, without affecting the normal cropping pattern, should be organised as a mass campaign to improve the soil fertility. In this connection it is necessary to explain to the extension staff and the farmers the basic issues that are involved in this items which forms the core of the agricultural programme.
- (iv) Adoption of better agronomic practices like proper spacing, weeding, timely attention to various operations, and simple treatment of seed borne diseases.
- (v) Adoption of better cropping patterns including double and triple cropping in irrigated areas introduction and extension of cash crops like Ground-nut, Castor, Sugar-cane, Cotton, Jute, Cashewnut, Arecanut, Coconut and Pepper.
- (vi) Construction and maintenance of field channels.
- (vii) Drainage or flood protection measures.

2. A time table may be prepared for each village level worker's circle for organising the drive through Gram Panchayats, at least eight to ten weeks before the on-set of the cropping seasons viz., Kharif, Rabi and Zaid Rabi—

- (i) A date is to be fixed by which every Panchayat is to be contacted for preparing plans for the mass campaign for the season. The panchayats will contest each family and prepare a list of supplies and aids required in connection with the campaign. The date by which the supplies and aids should reach the village may also be fixed

by the Gram Panchayat. Another date may be fixed by which each Panchayat is to hold a meeting of the Gaon Sabha and pass resolutions in connection with the campaign. A copy of the resolutions should be sent to the block headquarters by a prescribed date.

- (ii) A list of Gram Sahayaks and other village agencies which are to assist in the campaign should be prepared and specific duties allotted to each person and organisation in connection with the campaign. This should be finalised at the meeting of the Gram Sabha. If the programme involves training of Gram Sahayaks and other farmers, this should be taken up in good time.
- (iii) Such village plans will be coordinated in the *Season's* Block Development Committee meeting in which the responsibilities of the administration and Panchayats will be specifically fixed. This meeting should be held four to six weeks before sowing time. A review of the results of the campaign for agricultural production should be made by the panchayats and placed before the Gram Sabhas at the conclusion of each season. The results of the review may be communicated to the block authorities.
- (iv) Good extension work done by officials, non-officials and village institutions like panchayats, cooperatives etc., may be recognised by giving suitable awards, prizes or promotion.

A programme for increasing productivity from land should develop in planned phases. In the first phase the programme will be based on local resources and the problems which require solution by research will be identified. Every year there should be a review of what can be extended in each block, and programmes strengthened as more supplies and extension ideas become available.

3. The following decisions were taken on the recommendations of the COPP Team relating to agriculture:—

- (i) It should be the duty of the concerned departments to guard against the failure of supply in respect of nucleus and essential materials;
- (ii) a minimum stock of such materials should be prescribed and maintained at the different distributing points;
- (iii) re-imburement from N.E.S. budgets of loss to cooperatives and seed stores is not desirable in the absence of adequate staff to check such losses;

- (iv) the supply of irrigation water may be made at concessional rates for green manure crops wherever possible;
- (v) suitable pay scales for veterinary and agricultural graduates may be fixed so as to attract boys of more than average calibre to take up such courses of study;
- (vi) the Bombay and Uttar Pradesh soil conservation schemes should be studied for adoption with suitable local modifications;
- (vii) the village panchayats should be encouraged to undertake concerted drives for growing fuel and timber trees wherever possible;
- (viii) the Gram Panchayat should be made use of for promoting agricultural production in the villages and agencies like associations of progressive farmers should work in close liaison with the Gram Panchayats, and for this purpose the Panchayats should provide the necessary facilities and aids.

4. The following minimum programme in the field of Agriculture for the pre-extension phase of the blocks was agreed to:—

- (i) Complete survey of agricultural conditions existing in each village of the block within a period of six months from its start.
- (ii) Location, identification and training of at least two progressive farmers in each village to be used as farm leaders.
- (iii) Preparation of village agricultural plan with the help of the progressive farmers and in consultation with the farmers concerned in at least two villages under the charge of each VLW.
- (iv) Introduction of improved seeds for which improved varieties are available.
- (v) Demonstrations to conserve all available waste material viz., cattle dung, human and cattle urine, vegetable refuse for compost making.
- (vi) Introduction of green-manuring and fertilizers.
- (vii) Arranging ocular demonstrations, at least three per village level worker, for at least one important crop in Kharif season and one in Rabi season. Similarly, three manual demonstrations for each village level worker on

one important Kharif crop and one Rabi crop should be arranged. In addition to popularise green-manuring, the art of production of green-manure seeds should be demonstrated along with growing and ploughing in green manure crops. Besides this, one composite demonstration per village including improved seeds, fertilizers and improved tillage operations should also be arranged.

- (viii) Selection of suitable land for the establishment of seed multiplication farm, and horticultural-cum-arboricultural nursery in the block, and to assist the Agricultural Department in starting the same.
- (ix) Initiation of Youth Clubs to take up growing of vegetables, fruits, flowers, and rearing of poultry, goats and sheep.
- (x) Creating a climate for people's participation in the agricultural programme viz. construction of field channels, tree plantation, soil conservation, plant protection etc.

(2) ANIMAL HUSBANDRY

The Conference accepted the view that Animal Husbandry and Agriculture are complementary to each other and should progress side by side in order to balance the country's rural economy.

ADMINISTRATION

(i) The Conference felt that in order to develop Animal Husbandry so as to fulfil the above objective, a suitable administrative set up is necessary at various levels in each State. The suggestions made in this regard in the agenda note were, therefore, recommended subject to the following modifications:

(a) Provision of administrative set up at various levels in the States be made subject to the availability of finance and any changes which the Plan might undergo from time to time.

(b) In view of the importance of poultry development work in the country, provision should also be made for an Assistant Poultry Development Officer at least at the regional level to begin with, subject to the provision of suitable staff at the district level when the progress under poultry development so warrants.

(ii) *Supply and maintenance of breeding bulls.*—In regard to the supply and maintenance of breeding bulls, the Conference accepted and recommended the suggestions made in the agenda note.

(iii) *Veterinary Dispensaries.*—The Conference felt that in order that any improvement brought about among livestock through breeding, feeding and management, may not be nullified through disease, adequate veterinary aid should be provided in the blocks. The Conference accepted the following suggestions made in the agenda note, and recommended them for adoption by the States—

(1) The post of Extension Officer (Animal Husbandry) at the block level should be filled up as and when veterinary graduates become available.

(2) In each block, there should be one full-fledged veterinary dispensary or hospital under the charge of a qualified veterinarian and at least 2 peripatetic or stockmen

centres to begin with, with a view to providing better veterinary aid to livestock in the block that has been possible up till now.

- (3) One mechanised mobile veterinary dispensary should be attached to each district, wherever it is possible, to facilitate prompt control measures being taken against out-breaks of contagious diseases.
- (4) An endemic chart in respect of all the contagious diseases should be prepared for each Block and routine preventive vaccinations undertaken sufficiently in advance.
- (5) Abulatory clinics should be conducted at least once every quarter in each Block in different rural centres, the object being not only to popularise modern methods of prevention and treatment of livestock diseases, but also to make veterinary facilities available at the very door of the villager.
- (6) Provision of first aid veterinary kit to all the Panchayats to enable V.L.Ws. to undertake first aid treatment of common livestock ailments and arrangements to replenish the drugs in them be made as recommended by the last Development Commissioners' Conference.

(iv) *Popularising the feeding of cotton seed cake to cattle.*—The suggestions made in the agenda note for popularising the feeding of cattle with cotton seed cake instead of cotton seed were accepted and recommended for adoption.

PLANNING

(i) *Sheep Development.*—The Conference endorsed the suggestions and observations made in the agenda note and stressed the need for gradually introducing Artificial Insemination as a means of multiplying the sheep with the help of the limited number of improved stud rams available in pockets where concentrated sheep population exists.

(ii) *Poultry Development.*—The Conference accepted the necessity of encouraging private initiative at the block level in the field of poultry development, the government effort being generally confined to the multiplication of pedigreed stocks at the State and

district levels and their distribution to private breeders in the rural areas for further propagation. The following recommendations were made in this regard for adoption by the States:

- (1) To secure rapid development of poultry in rural areas the cooperation of private breeders should be enlisted. For this purpose, the Conference recommended that Poultry Breeders Associations should be formed in each block and that registered breeders should be assisted by the grant of suitable subsidies, loans, etc. on terms and conditions to be worked out by the States in conformity with local conditions.
- (2) The Block poultry units have generally not been successful and have not yielded results commensurate with the expenditure incurred. They should be closed down and birds and equipment handed over to registered poultry breeders to be selected by the Block Advisory Committees.
- (3) A few selected block poultry units which have proved most successful may be expanded and converted into poultry extension centres provided for under the Second Five Year Plan or into district farms under the control of the State Government.
- (4) Poultry development should be taken up in an intensive manner, in the first instance, in those blocks where marketing of poultry and eggs presents no difficulty.
- (5) The Conference also endorsed the model schemes suggested in the agenda note for being taken up in the blocks and the recommendations of the Subject Matter Seminar in regard to marketing, supply of chicks, exchange of cockerels, control of diseases, housing, feeding, etc.

(iii) *Development of Inland Fisheries.*—The Conference accepted the view that Fishery Development is one of the few short range measures which would contribute to the rapid increase of supplementary food for the nation, and made the following recommendations:—

- (1) Detailed survey of waters suitable for fish culture should be undertaken in each Project area.
- (2) Improvement of suitable waters for purposes of fish culture by repairing, deweeding, bunding and desilting etc., should be undertaken, if possible, through public participation.

- (3) Wherever there is extensive scope for fisheries development. Fisheries Extension Officer should be appointed who will not only be responsible for the proper and maximum utilization of culturable waters, but also for organising fisheries training for V.L.Ws.
- (4) Steps should be taken to procure sufficient stocks of fish seed of suitable species of fish for stocking culturable waters in the project areas.
- (5) Handling of fish seed during transport, rearing and stocking requires special technique. Steps should, therefore, be taken to train the staff of the departments handling fishery development work in the States as well as the Village Level Workers and other block staff in elements of fish culture.
- (6) The Village Panchayats should be induced to take active interest in the development of fisheries in the tanks in their jurisdiction by assuring them the revenue accruing therefrom.

(3) MINOR IRRIGATION

1. *Administration.*—It was agreed that technical advice and guidance was necessary for the preparation of plans and execution of minor irrigation schemes, and that these should be made available, as far as possible, through the State departments in-charge of irrigation. The recommendation made at the last Development Commissioners' Conference, i.e. to have a Senior Irrigation Engineer for planning, examination and co-ordination of irrigation schemes of all departments and maintaining liaison with the Development Commissioner, was, therefore, reiterated.

2. *Progress in implementation of the Programme.*—The Conference made the following recommendations in order to step up progress in the implementation of the programme:—

- (a) The pattern of subsidy for the C.D. Minor Irrigation schemes of all kinds should be the same as for similar G.M.F. schemes. It was pointed out that the provision for subsidy in the schematic budget was only Rs. 40,000/- out of a total provision of Rs. 3.4 lakhs for minor irrigation and that this amount might not suffice in certain areas. The Conference recommended that the amount of subsidy might be increased in such cases.
- (b) All Minor Irrigation Works executed in C.D. areas should first be charged to the C.D. budget up to the limit of the total ceiling for the blocks. This would make more G.M.F. funds available for non-C.D. areas.
- (c) Periodical review of progress of expenditure in C.D. areas should be made at the State level so that the progress of annual expenditure may be evenly spaced out.
- (d) In the pre-extension stage of a block, the Irrigation, Agriculture and Planning Departments should jointly survey and assess the irrigation potential of the block and decide upon the allocation of minor irrigation funds under the different categories, viz. private and State works. After this is done, the amount earmarked for State managed works should be placed at the disposal of the Department in-charge of such irrigation works. This should also be publicized in the villages concerned.

3. *Utilization of irrigation potential.*—The Conference made the following recommendations in order to accelerate utilization of irrigation potential created:—

(a) The emergency provision of the Land Acquisition Act should be availed of in order to ensure speedy acquisition of land for construction of works.

(b) The distributaries and minors and necessary field channels should be constructed to synchronize with the completion of the dam or barrage so that it is possible to utilize the water as soon as it is available.

Field channels should be constructed by the beneficiaries on alignments given by the Irrigation Department. In cases, however, where the villagers do not construct the field channels, this should be done departmentally, and the cost of the constructions recovered from the beneficiaries in whatever manner the State considers appropriate. In backward areas the State should bear the entire cost provided it does not exceed Rs. 15/- per acre.

(c) The size of outlets should not normally exceed 1.5 cusecs discharge. Bigger outlets should be converted into minors.

(d) Particular attention should be paid to provide, wherever necessary, adequate number of crossings on field channels like culverts, syphons, in order to avoid wastage of water.

(e) Demonstrations should be arranged by the Agricultural Department in Project areas to educate the cultivators in improved techniques of agriculture including suitable cropping pattern for irrigated conditions and optimum use of water.

(f) A short-term training in improved methods of agriculture should be given to the irrigation staff responsible for distribution of water, such as Ziladars, patrols, lascars, etc.

(g) States should consider levy of compulsory cess in areas provided with irrigation facilities.

4. *Role of People's Agencies.*—The field demonstrations suggested in para 3(e) would help to stimulate self-help.

5. *Important Recommendations of the COPP Team.*—The recommendations of the COPP Team were considered and it was felt that:—

- (a) the responsibility for maintenance of field channels and minor irrigation works should be placed on the beneficiaries concerned; but the Panchayat Samiti or the village panchayat may be empowered to undertake such works wherever necessary on behalf of the beneficiaries, and.
- (b) concessional water rates may be charged for second crops in the initial stages.

(4) COOPERATION

ADMINISTRATION

Concrete steps necessary to ensure the provision of adequate and timely credit for the credit-worthy purposes, particularly to the small primary producer in the sphere of Agriculture.—A review of the position in different States indicated that there has been an increase in membership of societies as well as in out-flow of credit through cooperative channels both in respect of credit-worthy and so called non-credit-worthy persons. Separate statistics were, however, not available in respect of the non-creditworthy persons.

It was also revealed that in spite of genuine attempts made to liberalise and simplify the procedures and the cooperative bye-laws and to increase the quantum of finance available by methods like increase in the membership, increase in share capital and deposits, the credit being made available was not enough to meet a substantial portion of the total requirements for agricultural credit, due to shortage of funds.

The Conference, therefore, recommended that the Reserve Bank of India should consider increasing its limits of accommodation, both for cooperative credit and marketing, on the basis of the recommendations made at the Srinagar Subject-matter Seminar in October 1957.

The Conference recommended that a detailed study should be made both of the large-sized and small-sized cooperative societies so as to bring out the factual position regarding (i) extent of the coverage of families (ii) extent of promotion of thrift as reflected in deposits (iii) extent of credit extended to those whom banks would not offer credit under the present rules (iv) punctuality of repayment (v) over-dues position and how it compares with over-due in respect of taccavi loans. States should keep the Planning Commission, the Ministry of Food and Agriculture (Cooperation) and the Ministry of Community Development informed of their assessment of the position on the above lines and should constantly review steps necessary to meet the requirements of the situation.

TRAINING

Training of cooperative personnel and members of societies.—(i) Orientation training to Block Level Extension Officers (Cooperation)

should be given for one and a half months in addition to the job training for ten and a half months.

(ii) In the syllabus for the training of Block Level Extension Officer (Cooperation) there should be provision for training in the various State laws and practices. Lectures on these subjects should be given by the Experts of the State Governments concerned.

(iii) Instructors should be given orientation training and further refresher training.

(iv) The staff student ratio should be reasonable and, for practical training, ten trainees may be attached to an instructor.

(v) Theoretical and practical training should have concurrent co-relationship. A long period of theoretical training followed by another long period of practical training should be avoided.

(vi) Instructors should pay "follow up" visits to blocks where persons trained by them are working.

(vii) Pre-acquaintance with field work should be arranged before a Block Level Extension Officer is sent to a training centre.

(viii) After training, and before taking independent charge, the Block Level Extension Officer may be attached to an experienced Block Level Extension Officer for a month or two.

(ix) The question whether the training of cooperative personnel at the regional training centres and the Block Level Extension Officers' Training Centres should remain separate as at present or not, should be further examined jointly by the Ministry of Food and Agriculture and the Ministry of Community Development.

Training of members of cooperative societies.—(a) The Conference expressed the view that a single organisation should undertake the responsibility for the training of members.

(b) Short duration camps like Gram Sahayak Camps should be organised for the training of members and prospective members by the State Departments of Cooperation.

(c) The assistance of voluntary organisations equipped to conduct training should also be available to the Cooperative movement, but these should work through the existing non-official organisations already working in this field viz., the All-India Cooperative Union and the State Cooperative Federations and Councils and Supervisory Unions.

The Conference also recommended that the promotion of member education should be laid down as one of the important duties of the Block Level Extension Officer.

(5) VILLAGE AND SMALL SCALE INDUSTRIES AND INDUSTRIAL CO-OPERATIVES

(i) *Minimum Programme of Village Industries in each block.*—It was generally felt that the proposed minimum programme would not be possible on account of:

(a) lack of funds.

(b) lack of trained personnel and of facilities available for training further cadres, and

(c) the difficulty of implementing certain programmes in certain areas owing to difficulties of raw materials and other items.

2. It was generally accepted that the funds and training facilities available would permit only of a minimum of two industries in each block having a trained Extension Officer. These two might be selected from the comprehensive list of 11 industries rather than from the 4 industries specified in the revised minimum programme.

3. This excluded the programme for Ambar Charkha in each block for which a separate scheme was being worked out by the Khadi and Village Industries Commission.

4. It was recommended that States might keep the minimum programme in view and make arrangements for training.

5. It was further recommended that where type schemes exist, the power of sanction should lie at district level. For other schemes, it was now time that the power of sanction should lie with the State Government. The Ministry of Commerce and Industry, the Khadi and Village Industries Commission and the All India Boards were requested to take suitable action to decentralise powers accordingly.

(ii) *Pilot Project Programme.*—The Conference felt that while the pilot project surveys had been very helpful there should be a comprehensive census of rural industries throughout the country for which an opportunity would arise at the next census.

2. It was recommended that the life of the pilot projects should be extended up to March 1961 to enable the implementation of the potential survey reports and proper conclusions to be drawn. The recommendations for finance and controlled materials should be

given very high priority. There should be a sales depot in each pilot project for all industries to which should be attached a sales depot for raw materials, tools and requisites to artisans in the pilot project. This composite sales depot of finished goods, raw materials, tools and requisites may be managed either by the multipurpose cooperative of the project or by the Government if such a cooperative does not exist. Such a composite sales emporium should be in addition to any sales emporium which the Khadi and Village Industries Commission may sanction for the area.

3. The Development Commissioner for Small Industries had already taken note of the fact that the assistance of the other Boards, the Khadi and Village Industries Commission and of the State Directorates of Industries should be obtained in compiling the project reports.

4. Since the survey reports were not ready, it was premature to draw conclusions. It was also to be remembered that general conclusions in the matter of Industries are liable to be of so general a nature as to be of very little use. But the pilot projects would serve to throw up much important information on:

- (a) Industrial Cooperatives.
- (b) Pattern of Industrial Extension Service.
- (c) Economics and feasibility of model schemes advocated by the various boards and.
- (d) Conclusions from controlled observations of the working of certain types of industries.

The survey report ought to give us some information also of the development of markets and change of consumer tastes. The State Government would perhaps like to study the survey reports and make their observation within two months of their receipt.

(iii) *Rural Industrial Estates*.—The Rural Industrial Estates had not yet started functioning in any State, because the sanctions were given only in November 1957. No experience was therefore available.

2. Subject to the conditions that a Rural Industrial Estate should be located in a block where electricity and a number of the right type of entrepreneurs are available, together with facilities of marketing, communications and water supply and that such an industrial estate should be linked with projects of rural housing, each State may ask for more rural industrial estates in 1958-59. It was also emphasised that establishment of rural industrial estate will take two or three years.

(iv) *Institutional financing of rural industries.*—The Conference doubted whether there was any reasonable way of utilising the resources at the disposal of money-lenders and traders in a legitimate way, because these professions would certainly not find it profitable to lend money to cooperatives, not to mention the fact that their association as non-producing members would go against the principles of cooperation.

2. In the present state of industrial development, the Conference would like that each central cooperative bank should earmark a portion of its funds for lending to rural industries and should have an industrial finance committee under its board of directors on which should be represented the interests of rural industries. This industrial finance committee should also have a representative of the Industries department.

3. It was the general opinion that the State Aid to Industries Act had already been liberalised in all States in the light of local conditions. The scheme had just started on a considerable scale but more and more funds would be required.

4. It was recommended that the pattern of underwriting of losses obtaining in the case of handloom should be applicable uniformly in all cases viz. 50 per cent by the Central Government, 40 per cent by the State Government and 10 per cent by the bank in individual cases. The Central Government should, however, bear losses up to 5 per cent of the total loans issued.

5. It was also suggested that Government should grant subsidy for technical staff to be employed by the Central and State Co-operative Banks for supervising credit extended to village and small industries.

(v) *Development of Marketing.*—The Conference felt that there should be more sales depots, the staff and establishment of which should be subsidised. There should be allotment for expenditure on propaganda and publicity, exhibitions and audio-visual aids.

The Government should set up testing stations and laboratories for raw materials and finished products and units for quality marking.

2. There should be an increase in mobile vans in each State to popularise sales on a regional basis.

3. It should be possible for village panchayats and cooperatives to organise weeks to support local industries several times every year, at least during the important festivals.

4. The State Government should extend and liberalise their policy of purchase of cottage and small industries products to meet departmental needs.

5. It was recommended that Government staff, particularly employed on rural development work, may wear khadi and patronise products of village and small scale industries.

6. The difficulties in the development of marketing are mainly lack of finance and trained personnel.

7. It is emphasised that cottage and small scale industries should be organised specifically to produce goods for which a known demand exists, and generally to meet local needs.

(vi) *Industrial Co-operatives*.—The recommendations made in the agenda notes, as set out below were accepted:

- (1) Intensive publicity in the principles and practices of co-operation and regular propaganda among the members; to arrange camp training for the members and executives of the Industrial Co-operatives particularly the latter.
- (2) Government to provide paid supervisory and technical staff, say, for the first three years.
- (3) There should be supervisory staff of department and/or financing agency for a suitable number of industrial co-operatives.
- (4) There should be an auditor for at least 30 co-operatives.
- (5) Government to make contributions towards the share capital of the societies as in the case of handloom societies.
- (6) Peripatetic demonstration-cum-training centres to go to various villages to work with the artisans and improve their technique of production and educate them on the board basis of improved production.
- (7) Multipurpose co-operative societies and consumer societies should be given incentives to take up the marketing of the products of Industrial Co-operatives.
- (8) Members of the Industrial Co-operatives should take the lead in using in their own houses the products of the cottage industries; other local organisations also should be persuaded to purchase cottage industry products. Government servants should also set an example.

- (9) Exhibitions and melas of cottage industry products should be held at places where rural folk usually assemble, coupled with a system of awards and prizes. During the exhibition week hundis may be sold by the village panchayats. All this will help in developing a taste and a fashion for cottage industry products.
- (10) Outside markets should be tapped. For this there should be a well organised apex union for marketing at the State level with a net work of affiliated marketing unions at the block level.
- (11) Industrial Cooperative associations or unions beginning from the block level to state level should be formed.
- (12) 90 per cent advance by the Government and local bodies on purchases of the articles from the Industrial Co-operatives should be permitted as soon as goods are supplied.
- (13) The Government should fulfil as many of its requirements as possible through the cottage industry products, and spheres of production should be reserved.
- (14) Sales tax should not be levied on sales of products of Industrial Co-operatives.
- (15) The members of cooperative societies should be those who are actually engaged or actively interested in a particular trade or craft so that identity of professional and economic interests is maintained.
- (16) Industrial Cooperatives should limit their activities to services and supply.
- (17) If joint production was undertaken, the system of paying wages on piece work basis was recommended.

(vii) *Training of Rural Artisans.*—It was suggested that a decision on the pattern of training of rural artisans should await the report of the Working Group on Training-cum-Production Centres. This group set up by the Development Commissioner of Small Scale Industries in the Ministry of Commerce and Industry should be requested to make specific recommendations on the training of rural artisans and their training centres and should associate the Ministry of Community Development in its deliberations.

2. It was recommended that each State should make a close scrutiny as to how many peripatetic demonstration parties can be wound up without harm to the cause of training of rural artisans.

(6) EDUCATION

(i) *Ways and means of improving attendance in elementary schools.*—1. In order to improve attendance in rural schools, it was recommended to provide free mid-day meals as also books and stationery free of cost to poor children. Wherever such meals were provided the attendance registered a steady increase. But as the attendance rose, as in the tribal areas where free mid-day meals were provided by the Ministry of Home Affairs, increasing difficulty was experienced on account of ever-swelling cost. The need for providing mid-day meals, however, existed irrespective of the question of attendance. The following were some of the suggestions made for overcoming the financial difficulties involved:

- (a) Adequate provision should be made in the State budget with Central subsidy. It was noted that the States of Madras and Kerala had provided a sum of fifty lakhs and forty-five lakhs respectively for the purpose.
- (b) The village community should be associated with the provision of mid-day meals. A Committee of the Panchayat or a suitable voluntary organisation should be entrusted with the responsibility of organising mid-day meals to children.
- (c) Donations could be collected by way of grains or cash
- (d) The villagers may also be encouraged to set apart a specific extent of land, the income from which should be utilised towards the cost of noon feeding.
- (e) It was noted that the UNICEF had a scheme for subsidising the cost of free mid-day meals, in addition to supply of free skimmed milk powder. The assistance offered may be utilised in this connection.
- (f) The skimmed milk powder lying in stock with State Governments and voluntary agencies could be made available to school children in rural areas with some grant from Block funds, if necessary, to cover the cost of transport.

Provision of wholesome nutritive food at as low a cost as possible should be the sole criterion in this regard.

The supply of free mid-day meals should be open to all children, though some may not care to take advantage of it.

2. Another important measure suggested for improving attendance was provision of creches for children below school going age, so that the elder children could be relieved of the responsibility of looking after them and thus enabled to attend school. These creches may be managed by voluntary workers, members of Mahila Samitis etc., taking turns to look after them. Where there is a welfare extension project under the Social Welfare Board, these creches may be run as part of the Project. Such creches may be located at Community Centres, Mahila Samajes or in the buildings attached to schools.

3. In order to effect improvement in the attendance of girls in the schools, the following measures were suggested:—

- (a) Appointment of school mothers.
- (b) Appointment of women teachers.
- (c) Provision of free residential quarters for women teachers. 75 per cent grant given by Government of India for the construction of quarters for women teachers should be taken advantage of by the States.
- (d) Attendance scholarships to girls which may be given in kind in the form of clothes, books etc., particularly in backward areas. It was noticed that wherever clothes were distributed to girls, attendance had considerably improved.

(ii) *Problem of wastage and stagnation in village schools.*—The following measures which were calculated to reduce wastage and stagnation in schools, were recommended:

- (a) The schools should be made more attractive by introduction of extra-curricular activities.
- (b) The hours of work as also holidays should be adjusted in accordance with local conditions, particularly keeping in view the time and season of agricultural operations.
- (c) All teachers should be fully trained. It was noticed that wastage occurred most in single-teacher schools which had untrained teachers. Only trained teachers should be posted in such schools.
- (d) New schools should be opened in a planned manner in areas where there was a genuine need for a school. The opening of uneconomical schools in extraneous considerations should be avoided.

- (e) A proper enforcement of the scheme of compulsory education is also calculated to reduce wastage in the higher classes.

(iii) *Community Participation in the organisation and maintenance of village schools.*—Education being a vital programme of development, participation of the community in the organisation and maintenance of the village school was considered essential. The following recommendations were made in this behalf:

- (a) The community should accept responsibility for supervision of the school. A sub-committee of the Panchayat may be constituted for the purpose.
- (b) The community should be encouraged to contribute substantially towards the cost of construction of school buildings and quarters for teachers.
- (c) Parent-Teacher Associations which are conducive to cordial relations between parents and teachers should be formed.
- (d) The school should be the community centre which would naturally increase the interest of the community in the village school.

(iv) *Progress made in taking up Pilot Projects for introduction of compulsory elementary education in selected blocks.*—No State had started a Pilot Project. The results of the block-wise Educational Survey which was carried on under the auspices of Government of India were awaited. Some States might be able to start such Pilot Projects in the current year.

(v) *Problem of accommodation in the village school.*—The Conference recommended that of the four important constituents of education, namely teaching staff, books and equipments, supervision and buildings, the highest priority should be given to providing suitably qualified teachers, with improved scales of pay, books and equipment in the school and the lowest to buildings. While the difficulties and disadvantages of locating a school in the open under a tree as compared with the comforts and amenities afforded by buildings were obvious there were distinct advantages also of such a location which should not be overlooked. With the very limited funds available for education an elementary school has to have an inexpensive structure in tune and harmony with rural surroundings to facilitate spread of elementary education. The village community should also be invited to contribute towards construction of such a building, which would give it the feeling of the school belonging to the community.

(vi) *Some practical suggestions for immediate improvement in the Primary schools.*—Pending the full development of all existing primary schools into basic, which must be a slow gradual process involving considerable time, the following measures were recommended for immediate improvement of the ordinary primary schools:

- (a) There should be a common curriculum and syllabus both for Basic and non-Basic Schools.
- (b) There should be similar methods of teaching in both the types of schools. While mastery of the technique of co-related teaching will naturally involve prolonged training in a training institute, the method of teaching which is related to life and experience of the pupils and is made through activities, can be profitably adopted without any elaborate training.
- (c) Some craft work which fits into the natural and social environments of the school and which holds within it the maximum of educational possibilities should be introduced in all schools.
- (d) The school should be organised as a living and functioning community—everything in the school being organised on a co-operative effort of the teachers and the pupils. The school community cannot, however, function in isolation from the community outside, with which it should fully co-operate in organising various types of social service. The school and the community have to be closely integrated to the mutual advantage of both.
- (e) The method of formal annual examination should be supplemented by a method of assessment and evaluation of work done throughout the year and by a system of maintenance of cumulative records.
- (f) A system of self-government of the school by its pupils, which would develop in them the qualities of initiative, enterprise and leadership should be encouraged in every school.
- (g) A programme of educational activities such as mass prayer or community singing, cleanliness of the school compound, laying out of a school garden (including a kitchen garden where sufficient land is available), organising a weekly assembly, organisation of weekly cultural and

recreational activities, monthly gathering of parents, observance of local and national festivals, setting up of exhibitions, organisation of games and sports etc. should be undertaken in every school.

For implementation of the above suggestions it is necessary that the quality of the ordinary teacher of the primary school is improved. For immediate improvement of the teaching staff, the following measures were suggested:—

- (i) An emergency short-training course.
- (ii) Holding of periodical teachers Seminars.
- (iii) Extension Service attached to training institutions.
- (iv) Establishment of 'Central' schools at least one in each block which should act as a model and which should be periodically visited by the teachers of other schools in the block.
- (v) Publication of journals which should contain reports of and give wide publicity to good work done in progressive institutions.

The village school teacher should be entrusted with the organisation of extension work in the village, such as, adult literacy centres, reading rooms, libraries, recreational clubs and other types of social services for the benefit of the village community. A suitable allowance should be given to the teacher for such extension work. It was also recommended that the village community may set aside at least one acre of fertile land to be cultivated by it to augment the meagre income of the village teacher.

COORDINATION

The Conference reiterated the recommendation of the Sixth Development Commissioners' Conference to make the jurisdiction of the S.D.I. co-terminus with the block. As elementary education expands, it would be necessary in any case, to have one S.D.I. per block as he could not be expected to effectively supervise more than 60 schools at the most.

(7) SOCIAL EDUCATION

The proceedings of the Sub-Committee on Social Education were discussed at the Plenary Session held on the 22nd May, 1958. Both the points of view on the proposal were presented. It was felt by some that the proposal might result in the weakening of the programme of Social Education. Other, however, felt that the proposal to separate the work of Adult Education and entrust it to the Sub-Inspector of Schools along with other responsibilities of promoting primary education, after limiting the area of his jurisdiction to a block and after renaming him as Block Education Officer as well as the proposal to confine the work of Social Education Organisation to the promotion of community organisations with a view to enable the villagers and their leaders to take an active and intelligent interest in the programme of Community Development through self-help and self-reliance; would eventually enable both the activities of Adult Education and of community organisation to contribute effectively in the promotion of the programme of Community Development.

The Conference resolved that as the proposal suggested a departure from the present role of the Social Education Organiser, it was desirable to examine the question further in a comprehensive manner. It was further resolved that the Ministry of Community Development should circulate the proposal to the State Governments to elicit their views before a final decision was taken.

(8) PROGRAMME FOR WOMEN & CHILDREN

1. It was recommended that the Special Study Team, appointed by the Planning Commission, should examine whether there should be one agency at both the Central and the State levels, on which there would be representation of both official and non-official organisations, to be in charge of the Programme for Women & Children in the blocks.

2. It was recommended that the services of progressive village women should be utilised to assist the programme. It was agreed, however, that each State should be left to work out its own system.

3. Suggestions made in the agenda note regarding *measures to overcome shortage of Women Workers*, were accepted.

4. The Conference welcomed the step taken by the Ministry of Community Development in providing a specific amount for Women's Programme in the schematic budget.

As regards the other suggestions regarding *Provision of Funds*, the Conference felt that instead of separate allotments out of provision under other heads, such as Agriculture etc., it should suffice, if training to village women in such items, like poultry, kitchen-garden, maternity services etc., was arranged and the cost of this training met from these funds.

5. (a) Suggestions regarding *Utilisation of Assistance Under Schemes of Khadi Commission and Other Boards*, were accepted.

(b) It was recommended that B.D.Os. should be given orientation training on how to develop the women & children's programme in the blocks and to secure assistance available from all sources.

(c) The recommendation of the Sub-Committee emphasising the necessity of providing for supervision of the women & children's programme at the State & District levels was endorsed.

6. (a) It was decided that the contents of the extract of the proceedings of the 1st meeting of Women's Advisory Committee recently held in the Ministry of Community Development should be sent to the State Governments so that they may examine the various implications of the recommendations made by the Committee.

(b) It was recommended that the minimum age of Gram Sevika should be left at 18, so as to give opportunities to younger girls in rural areas completing their school education.

7. The Conference while expressing general agreement with the *Broad Outline for Training of Gram Sevikas* and the *Brief Outline of the Job Chart of the Women Extension Workers*, recommended that the whole question of the training of Women Workers, their jobs, designations, etc., should be examined by the Syllabus Committee appointed by the Ministry of Community Development.

(9) TRIBAL WELFARE

(i) With regard to the difficulties experienced in implementing the programme of development in Multi-purpose Tribal Blocks, the following recommendations made by the Sub-Committee on Tribal Welfare were adopted:—

- (a) The State Governments should give highest priority to the Multi-purpose Tribal Blocks and should try to post the full contingent of staff by the end of June, 1958.
- (b) The State Governments should again consider the feasibility of providing some incentive in the form of special pay equivalent to 25 per cent of the basic salary with a view to compensate for the difficult conditions of life in these areas.
- (c) Efforts should be made to complete the staff quarters either through the P.W.D. or departmentally during the current year. Until permanent quarters are built, at least temporary structures with mud or bamboo walls and thatched roof should be provided for the staff immediately.
- (d) In order to encourage the staff in various Departments to learn the tribal dialects, special awards should be given to those persons who learn and pass tests in the recognised local tribal dialects.
- (e) The basic survey should be completed as early as possible in the case of those blocks where it has not yet been done, so that the programme to be implemented may really reflect the special needs of the area.
- (f) Special orientation course of 2 to 3 weeks' duration in the special problems of tribal areas should be arranged during the current year for B.D.Os., V.L.Ws. and all Block Level Extension Officers excepting SEOs for whom special training is provided at Ranchi.
- (g) Each State Government should examine the present coverage of each VLW in relation to the population, area and number of villages and prepare proposals for

increasing the number of VLWs where necessary upto a maximum of 20. It was felt that the extra cost could be adjusted within the ceiling provided for personnel in the schematic budget.

- (h) Where it is not possible for the tribal people to contribute even 25 per cent as their share for certain items, the Development Commissioner should be authorised further to relax the quantum of contribution in special cases.
- (i) It is considered very necessary that the subsidy for irrigation works undertaken from the block budget should not be less than 50 per cent., as is the case for Grow More Food Schemes. Similarly the subsidy for Soil Conservation Schemes should not be less than 75 per cent as provided for such schemes by the All India Soil Conservation Board.
- (j) In addition it was suggested that—

In view of the prevailing indebtedness among tribals, suitable measures be taken to examine the problem in detail and to enact legislation for meeting the problem. In addition, suitable measure such as credit facilities to purchase minor forest produce at low prices should be introduced.

- (k) With reference to the shortage of technically trained staff, an appeal be made to qualified persons to offer their services in a missionary spirit in tribal areas.
- (l) In view of the prevailing terrain, making communication difficult, the extension workers should assume a multi-purpose role to the extent possible.
- (m) To make it possible for the tribal community to take increasing interest in the development of their own community, it was necessary to train local workers and leaders for assuming the responsibilities for the programme of Community Development.
- (n) Efforts should be made to encourage voluntary organisations to take interest in the programme of development in tribal areas.
- (ii) With regard to the need to establish effective coordination between the Tribal Welfare Department and the Community Development Department at the State level in promoting the programme of

Tribal Welfare in Community Development Blocks inhabited by Tribals, and specially in the Multi-purpose Tribal Blocks, it was resolved that in order to enable the Tribal Welfare Department to implement its special schemes with speed and promptitude in tribal blocks and to play its role of advising and guiding the blocks staff in the special problems of tribals, a Joint Director should be provided in the Directorate of Tribal Welfare in those States where the Director is not in a position to carry out this assignment.

(iii) With reference to the need to confine to the earlier decision of limiting the population of tribal to 25,000 and to utilise Rs. 100 per capita for the development of the tribals, as visualised in the earlier scheme of Multi-purpose Tribal Blocks, it was felt that the State Governments should examine this question and see whether the present coverage should be reduced. It was further felt that the question of population coverage should be fully kept in view at the time of allotting new Multi-purpose Tribal Blocks.

(10) PUBLIC HEALTH & SANITATION

- (i) *Difficulties in regard to Advance Planning for Health Services:*
- (ii) *Primary Health Centre & Maternity & Child Welfare Centers—
Standardisation and Coordination*

The Conference made the following recommendations:—

- (1) A list of blocks as delimited in the State should be forwarded to the Director of Health Services in each State with spare copies to be supplied to the District Medical and Health Officers.
- (2) To help in advance planning, a survey of existing medical and health facilities and health conditions be carried out, block-wise, during the pre-extension stage.
- (3) On account of the reorganisation of the community development programme, the question of staff and training programmes be reviewed in the light of existing shortage and requirements. It is felt that additional training schemes will be necessary and that such schemes should be prepared and forwarded, as early as possible, to the Union Health Ministry for financial assistance.
- (4) To encourage Doctors to go to the rural areas appointment of medical Officer Incharge of Primary Health Centre should be a gazetted one and he should belong to the normal cadre of the medical and health department. Further, service in rural area, for a period of three years, should be an essential factor for crossing the efficiency bar and for promotions to higher scale.
- (5) Residential accommodation must be provided for medical and health personnel, free of rent, and adequate non-practice and rural health allowance should also be given to the Doctors.

It was felt that in view of the large number of Primary Health Centres that have to be established on account of the re-organisation of the community development programme, it will take sometime to establish Primary Health Centre with the requisite staff.

(iii) *Control of Epidemics, particularly small pox and cholera:—*

The Conference made the following recommendations:—

- (1) Making primary and secondary vaccination compulsory in every State.
- (2) Extension of the existing Public Health Act to those areas that have been newly integrated as a result of reorganisation of States, e.g., extension of Madhya Pradesh Public Health Act to areas which previously formed Madhya Bharat, Vindhya Pradesh and Bhopal. This action is necessary pending the promulgation of a comprehensive Public Health Act by the State Governments on the lines of the Model Public Health Act circulated by the Central Council of Health.
- (3) Preparation and adequate supply of lymph vaccine and anti-cholera vaccine.
- (4) Formation of anti-epidemic committees at the district level, where representatives of the Legislature and members of the voluntary and Social Welfare Organisations should be brought into the picture, and a health sub-committee of the Block Advisory Committee.
- (5) Prompt notification of cases to the adjoining States.
- (6) Coordination with District and other local bodies who are responsible for prevention of communicable diseases and improvement of health in the rural areas. This co-ordination can only be achieved if health officers, sanitary/health inspectors, health visitors, vaccinators etc. working in the Municipalities and District and Local Boards are drawn from the cadre of the Director of Health Services and not appointed directly by local bodies.
- (7) Extending registration of births and deaths to areas not yet covered, and improving the system.
- (8) Promulgation of the Epidemic Diseases Act, 1897, if and when necessary and taking all the necessary steps including mass vaccination and inoculation.
- (9) Towns with population of 30,000 or over should have a Health Officer with D.P.H. qualification.
- (10) Every effort should be made to utilise the services of Mahila Mandals and other voluntary organisations for

carrying out vaccination against small-pox and inoculation against cholera.

(iv) *Vital Statistics*.—The Conference agreed with the suggestion made in the note and recommended that the health statistics, including vital statistics, should be entrusted to the *Ad-Hoc* Panchayat Samitis and other agencies now collecting the statistics. These statistics should be collected according to sex and age group, e.g. 0-1 years, 1-4, 5-9, 10-14, and so on.

(v) *Rural Water Supply and Sanitation*.—The Conference recommended that every effort must be made to accelerate the programme of rural water supply and sanitation. Further, every scheme, for rural water supply, must make adequate arrangements for drainage. It was felt that the Planning Commission's restrictions regarding the provision of piped water supply in the rural areas, should be relaxed to provide for the construction of sanitary wells also wherever necessary.

The State Governments should take immediate steps for training the staff in Public Health Engineering. The State Governments should take full advantage of the training facilities provided by the Union Health Ministry where substantial financial assistance, in the form of stipends, is given to every candidate.

(vi) *Family Planning*.—For speedy development of this programme, the Conference recommended—

- (1) that full advantage of training facilities offered by the Government of India should be taken;
- (2) Family Planning Clinics should be opened in every Teaching Institution for Doctors and Medical Auxiliaries for which 100 per cent financial assistance is available from the Government of India.
- (3) Proposals to start training centres in selected urban clinics in each State for qualified Doctors and Medical Auxiliaries and for training the family welfare workers should be sent by the State Government to the Government of India, for consideration.
- (4) *Ad-hoc* training courses should be started wherever facilities and trained instructors are available.
- (5) Wherever facilities and trained instructors are available each State may fix a target of say training 1,000 persons in 1958-59.

- (6) Wherever requisite staff for family planning is not available, part time staff should be employed and suitable allowance for family planning work may be given.
- (7) Family Planning advice should be made available in all Primary Health Centres, Sub-Divisional and District Hospitals for which grants for contraceptives may be asked for from the Government of India.
- (8) Education and propaganda for family planning should be included in the publicity programme for community development.

(vii) *School Health Service including Nutrition Service.*—The Conference recommended the suggestion made in the note and hopes the State Governments would start a comprehensive School Health Service in limited areas near Primary Health Centres. Specialised service may be made available from the Sub Divisional or the District Hospitals. Some States have already started this programme.

A suggestion was made that such Services should be made available to those school-age children also, who are not going to the school. The Conference agreed with this suggestion, but in view of the paucity of funds felt that this should be held in abeyance for the time being.

(11) COMMUNICATIONS

The Conference considered the observations and recommendations contained in the agenda notes. It was felt that the immediate need of the rural area was the linking of the village roads to the district roads keeping in view the over-all plan. It was, therefore, recommended that the Transport Ministry should prepare and circulate to the State Governments a note containing principles of planning for preparation of a comprehensive road plan for each district and obtain their views which should, thereafter, be discussed at a Conference of representatives of States.

The Conference also made the following recommendations:—

1. *Removal of defects.*—(i) The alignments of roads should be, as far as possible, straight, so as to avoid zigzags and ensure that the curves are few and easy.
 - (ii) Steps should be taken to ensure that enough land width is provided in all cases. The exact width will naturally depend on the class of the road. The roads might be categorised into three classes, the width varying from 40 to 100 ft. depending on the class of the road.
 - (iii) In villages, where consolidation of holdings has taken place, larger widths of roads should be provided from the very start.
 - (iv) No pucca structure should be allowed within a specified distance of the central line of the road and this should be secured by legislation. The distance will vary from 20 to 75 feet depending on the class of the road.
 - (v) The land should be made available free by the villagers, as far as possible.
 - (vi) Assistance should be available from the villagers in the form of Bhoodan, Shramdan and Sampattidan for road work.
2. It is important that the construction of roads, both metalled and unmetalled, should proceed on a planned basis. In this connection the Conference recommended that—
 - (i) District maps of road development should be prepared with the help of the Central Government as suggested in para 10 of the note prepared by the Ministry of Transport.

- (ii) The Central Roads Organisation should prepare a model road map for a few districts in different States, as has been done in the case of Agra District, in the light of the considerations mentioned in para. 11(f) of the Transport Ministry's note and supply them to the State concerned.
- (iii) The Public Works Department of each State should prepare such road maps of various districts in consultation with the Block Development Officers and Block Advisory Committees, in so far as road alignments in rural areas are concerned.
- (iv) The District road plans should be suitably dovetailed with the State road plans by the Public Works Department in each State.

3. *Maintenance of roads.*—It is essential that the existing roads and all the new roads are suitably maintained and it was recommended that—

- (i) The rural roads are maintained by village panchayats, who should be given suitable grants for the purpose by State Governments, as is done in Kerala State.
- (ii) For the maintenance of rural roads, funds should be raised by a tax of, say one rupee per mensem on one crore of bullock carts in the country to be utilised on the maintenance of rural roads. Other vehicles such as camel carts, cycle rickshaws, etc. should be similarly subjected to taxation to provide revenue resources for this purpose.

(12) RURAL HOUSING

1. In order to expedite the implementation of the Village Housing Project Scheme, the Conference recommended as follows:—

- (i) *Establishment of Rural Housing Cells.*—The Conference noted with regret that the Rural Housing Cells have not yet been set up in all the States. The States should recruit immediately the full complement of staff for the Rural Housing Cell and place it directly under the control of the Development Commissioner; the Development Commissioner for the purpose of village housing project working under the Housing Minister of the State.
- (ii) *Formulation of detailed rules for the implementation of the scheme.*—The States should expedite the formulation of the Rules and give special attention to the security needed for the issue of loans. The house and the land on which it is constructed might be considered as reasonable security, but where the land had already been mortgaged earlier, it may be considered whether it would not be preferable to give loans through cooperatives who may be expected to provide a collective security for the loans. The normal community development organisation for the processing of loans should be utilised for the disbursement of loans under the scheme and it should be ensured that in case of defaults there is adequate machinery to effect recoveries.
- (iii) *Socio-economic and technical Surveys.*—As the number of villages allocated to each State under the scheme has already been communicated, immediate steps should be taken to complete the surveys. The Development Commissioners should ensure that the Village Level Workers send the socio-economic surveys through the Block Development Officers to the State Rural Housing Cells so that the Cells can proceed with the preparation of master plans and designs of houses to be constructed.
- (iv) *Establishment of village and small scale industries.*—In the villages selected for the implementation of the scheme, the industries proposed to be set up should include brick

and tile making and the production of other cheap building materials.

2. *Requirement of Extra Land.*—The Conference realised that in some villages, it will become necessary to procure more land in order not only to thin out the density of population but also to provide extra building sites and the basic minimum amenities. It, therefore, recommended that in such cases the State Governments may acquire the requisite land from within the funds allocated under the scheme and recover the cost of land development on a *pro rata* basis in proportion to the area of land allotted to each individual. It may become inescapable sometimes to acquire certain property which comes in the way of the proposed street pattern. In such cases the property may be acquired, provided it can be ensured that by mutual agreement and arrangement the village community agrees to bear the cost of the acquisition.

3. *Building Rules and up-keep of community services.*—The Conference recommended that the State Rural Housing Cells should be asked to start evolving immediately a set of simple rules for regulating the house-building activity and physical development in villages. Such rules should be administered by the Panchayats under the guidance of the technical staff available in a Block. These rules should be made applicable not only in the villages selected under the scheme but in other villages also. The Panchayats should, furthermore, be entrusted with the up-keep of community buildings and services.

4. *Construction of residential and other buildings in the Blocks.*—The Conference recommended that the State Rural Housing Cells should be entrusted with the planning and designing of the quarters and building needed for the Block staff, which would serve as demonstration model houses for the village community. Model houses for the Harijans should also be set up by the Cell with the aid of the subsidy given by the Ministry of Home Affairs. The Cell should, furthermore, be entrusted with the task of designing the buildings that may be needed for the Vigyan Mandirs, schools, dispensaries, flour mills and other community buildings and structures in the Block.

(13) PANCHAYATS

(i) & (ii) *Resources of Panchayats and Role of Panchayats in planning and development.*—It was reiterated that the Panchayats should have a definite role in the Community Development Programme and should be made responsible for planning and implementing the programme in the villages. A certain amount should be earmarked out of the block budget for each Panchayat for works or programmes to be planned and undertaken by them.

2. It was also agreed that a certain percentage of land revenue should be made over to the Panchayats. If any State found it difficult to do so for financial reasons, the question of readjusting the State plan to make it possible to transfer a portion of the land revenue to Panchayats should be considered.

3. Panchayats in backward areas may be given extra assistance for the development programme

If a Panchayat so proposes, the State may levy a surcharge on the land revenue of that village and hand it over to Panchayat of the village for the development programme.

(iii) *Training.*—Training of Secretaries, Sarpanches and Panches is very important and should be properly organised. Financial assistance may be given to States by the Centre for conducting such training in a suitable manner.

(iv) *Administration.*—Since the panchayat has to play an ever increasing role in Community Development Programme and will function as a coordinating agency for local development, it is necessary that the panchayat administration be organically integrated with the Development Commissioner's organisation from the State Headquarters down to the village level. The person in charge of panchayat administration at the State level may be designated as Deputy or Joint Development Commissioner. The District Panchayat Officer should be a member of the District team under the Collector. At the block level the Extension Officer in charge of Panchayats should be a member of the block team under the B.D.O. The Gram-sevak, however, should not be the Secretary of the Panchayat but should keep close touch with the Panchayat Secretary, President and members of the Panchayat and give them all assistance for implementation of the panchayats development programme.

(14) INFORMATION & PUBLIC RELATIONS

(i) The Conference noted the paucity of regional language literature on Community Development Programme and while again emphasising the immediate need for production of such literature, particularly by the States, it recommended that coordinated programme of production, including translation of Community Development Ministry's publications, be drawn up for implementation each year by the Central and State agencies concerned. For this purpose, the Union Ministry of Information and Broadcasting should, at the beginning of the year, call a meeting in which the State Directors of Information and representatives of the Ministry of Community Development would participate.

(ii) Provision should be made for suitable accommodation for the Information Centres within the office of the Block headquarters. While erecting new buildings for the block headquarters, the requirements of the Information Centres should be kept in view and, where necessary, the plans for such constructions should be accordingly re-designed.

(iii) A sub-committee of the Block Development Committee should be set up for supervision of the Information Centre.

(iv) In the event of the Social Education Organiser being unable to devote adequate attention to the Information Centres, provision should be made for appointing a non-official worker, preferably a local school teacher, with an honorarium to look after the day-to-day running of the Information Centre. If no funds are available, one of the members of the block establishment should be made responsible for this work as a part-time assignment.

(v) The Conference preferred a system of despatching information material if possible, direct to the recipients in preference to indirect distribution by bulk supply to Development Commissioners or Collectors. In view, however, of the organisational difficulties felt by the Ministry of Community Development in handling a large distribution list, it recommended that as they have the requisite machinery and experience in this field, the Union Ministry of Information and Broadcasting may take over the distribution of literature and information material, after consulting the Ministry of Community Development.

(vi) In the interest of effective publicity in Community Development areas in general and improvement in the number and management of the Information Centres in particular, the Conference emphasised the need for greater supervision and co-ordination between the Central and State Departments of Information/Publicity. In order to enable the State Publicity Departments to equip and supervise the Information Centres better, the Conference recommended that the Union Ministry of Information and Broadcasting should have the existing publicity organisations of State Governments examined by a study team and thereafter strengthen them, if necessary, by providing appropriate assistance. The Study Team may also go into the question of effecting improvement in the running of Information Centres by ensuring the desired supervision and coordination through other alternative methods.

(15) ART & CULTURE

1. The objective of Community Development being all-round development of the community, there should be adequate provision for catering to the needs other than the basic needs of food and clothing for uplift of the spirit of the rural people. This can be best provided by the revival of our traditional arts and cultural values in the rural areas. In this connection the following recommendations were made:—

- (i) One or more cultural centres should be set up in each block. These may be integrated with Community Centres or set up separately.
- (ii) The objective should be to provide entertainment and encouragement to local arts as well as education.
- (iii) Such cultural centres should be equipped with open air theatres.

This involved provision for capital expenditure as well as recurring expenditure for running the centres. It was suggested that a scheme should be evolved on a contributory basis to which the Ministry of Scientific Research and Culture should contribute both in respect of capital and recurring expenditure. These centres should be run by non-official bodies to be selected by the members.

2. *Child Art*.—To encourage interest in art among children it was recommended that exhibitions of drawings and paintings by children should be organised in the blocks. Successful competitors should be given small prizes. For giving them the necessary training, the services of teachers of local schools, local artists and craftsmen should be availed of. The local cultural centre may be actively associated in organising such exhibitions.

3. *Museums*.—A museum should be set up along with the Information Centre of the block for purposes of exhibiting handicrafts and works of art of the local people. Efforts should be made to collect all valuable artistic products of the block. These exhibits may be conveniently taken to Melas or Exhibitions organised in the blocks.

For financing the expenses, a contributory scheme should be evolved by the Ministry of Scientific Research & Culture on the basis of contribution from local resources as well as aid from the State and the Centre.

4. *Artists and Craftsmen.*—For encouragement of talented artists and creative craftsmen in a block, tours should be organised for them to places where they can profit by impact of new ideas and find opportunities for training at places where specialised knowledge and technical know-how are available. It was suggested that such tours should be organised by the Education Departments of the States. It was also recommended that 1 to 2 per cent of the cost of construction of buildings in rural areas may be earmarked for decorating them with works of local artists.

5. *Musicians, Dancers, Dramatists, etc.*—It was suggested that folk music dance, and folk dramas should be encouraged and the various States may plan accordingly.

To educate the field workers on the role and value of folk arts and culture, it was recommended that provision be made for one or two extra curricular lectures on these subjects at the training centres for Village Level Workers and Social Education Organisers.

II. TRAINING

(A) Institutional Training

(1) ROLE OF STATE GOVERNMENTS IN REGARD TO THE TRAINING PROGRAMME CONDUCTED BY (A) CENTRAL GOVERNMENT (B) STATE GOVERNMENTS.

(i) *Appointment of Directors of Training in States.*—The Conference emphasised the need for having a senior officer with knowledge of the community development programme and also having administrative experience (of the grade of Deputy Development Commissioner) to be in overall charge of all training programmes. There can be no objection if under this senior officer, one or two assistants are provided to be incharge of In-service Training, Village Leaders' Training Camps etc.

(ii) *Setting up at State Level of a Co-ordination Committee.*—Such of the States as have not yet set up the State Level Co-ordination Committee should make it a point to bring that body into existence as early as possible. A representative of the Community Development Ministry or the sponsoring Ministry should also be on this Committee as their presence will be of help in reviewing the working of the Central Institutions.

(iii) *Sparing the services of competent State Officers for Instructors' posts.*—The measures suggested in the agenda notes were accepted. The Conference, however, recommended that in the selection committee constituted for the purpose, the head of the Training Institution concerned may be co-opted as a member whenever necessary. It was also suggested that the Director of Training of the State Government or equivalent officer should be a permanent member of this Selection Committee.

As regards the period of deputation, the Conference suggested that a period of 3 to 4 years would be appropriate. This was suggested in view of the fact that it takes some time (at least 6 months or so) for a new Instructor to get to know his subject and prepare himself for his duties in the teaching institutions. The Conference recommended that the same procedure for the selection of Instructors by a Committee and the period of deputation to the training centres may be adopted by the State Governments in respect of the institutions run by them.

While discussing the MCD letter No. 18(12)/58-TG2 dated the 11th February, 1958, regarding separation of the training of Women Extension Workers from men Workers, doubts were expressed as to the advisability of this separation. Since opinion on the subject was divided, the Conference decided to leave the matter for further consideration by the Ministry.

(iv) Utilisation of seats at Training Centres.—The Conference emphasised the necessity of the State Governments adhering to the staffing pattern of NES/CD Blocks already laid down. It also urged for the serious consideration of State Governments that term and conditions of women workers may be made more attractive wherever feasible.

As regards the deputation of trainees to the training centres located outside their regions, there was no unwillingness really on the part of the States. But, among women workers like SEOs etc. there is some reluctance to go to an institution which is far away from their homes as they find it difficult to acclimatize themselves to new surroundings and perhaps higher cost of living.

The Conference felt that there should be a training reserve in the cadres from which BDOs and the Extension Officers are recruited to enable the deputation of officers for training being made without causing dislocation in the normal working of the Departments. The additional financial burden to the State Governments, on maintaining the training reserve may be shared by the Central Government.

(2) INTEGRATED SCHEME OF TRAINING OF VILLAGE LEVEL WORKERS.

The Conference accepted the proposal for the introduction of the two years integrated course. Those who are under training and have not completed 1½ years course should complete two years course. Gram Sevaks who have received 1½ years training and have experience of field work of over 6 months, should undergo a supplementary training course of 3 months in one of the training centres that will be rendered surplus due to the rephasing of the community development programme. For Gram Sevaks who have only done the 6 months extension course, but who have atleast two years experience in the field, it will be sufficient if they undergo a supplementary training course of 6 to 9 months.

In order to ensure that there is no dislocation in the work of the blocks State Governments should arrange for the supplementary training course for these Gram Sevaks according to a phased programme. The cost of this further training may be shared by the Centre

(3) SELECTION OF BLOCK DEVELOPMENT OFFICERS.

The Conference expressed general agreement with the proposals of the COPP Team regarding recruitment and selection of BDOs. The implementation of this recommendation, which is already under the consideration of the State Governments, may, however, await the final conclusions of the State Governments, especially in regard to the percentage of open market recruits and promotions from the cadre of Extension Officers and Social Education Organisers. It was emphasised that no separate cadre for BDOs should be created by the States and that IAS & PCS officers should actually work as BDOs for one year as a part of their normal field training. The Conference recommended that the Ministry of Community Development should once again address the State Governments explaining their views including the points brought out above more fully so as to help evolve a uniform system of recruitment of BDOs.

(4) PROPOSAL TO GRANT SCHOLARSHIP TO GRAM SEVAK TO IMPROVE THEIR CAREER.

The Conference discussed the papers circulated containing the proposal to grant scholarships to Gram Sevaks to improve their careers and recommended:—

- (a) There can not be any relaxation in regard to the minimum educational qualifications normally prescribed for admission to degree courses in Agriculture, Animal Husbandry etc. A special diploma course of a suitable duration may be prescribed for Village Level Workers having adequate field experience. The diploma course may be so drawn up as to enable those who obtain the diploma to enter the University for taking their regular degree at a later date.
- (b) When attending the diploma course there should be a uniform rate of scholarship of Rs. 75/- per mensem. This will be in addition to the salary drawn by the Gram Sevak for the reason that he will have to run a separate establishment to maintain his dependents. The cost on account of the stipend should be borne by the Centre while the salary as usual may be borne by the State Governments.

The higher education may be imparted at the University Colleges concerned where adequate facilities already exist.

(B) Non Institutional Training

(1) GRAM SAHAYAKS' TRAINING.

(i) *Audio-visual Aids*:—In most States, these aids are inadequate, State Governments may consider the need of augmenting them and producing suitable and simple items in consultation with the field workers. To the extent practicable, audio-visual equipment should be located at the district headquarters under the control of the Collector for facilitating its coordinated and maximum effective use.

(ii) *Involvement of District Officers*:—Besides constant guidance and technical support, the District Officers should ensure that their Extension Officers bring the written synopsis up-to-date on the basis of experience they gain at each successive camps. Problems of cultivators which come to light at the camps should also be taken up for solution as part of the "follow-up" activities.

(iii) In view of the number of publications being already fairly large it would not be desirable to issue a separate bulletin from the Centre on the Gram Sahayak's Camps but every quarter a portion of the 'Kurukshetra' should be devoted to high-light this programme. States may issue in regional language bulletins containing matters of local interest in addition to taking such portions of 'Kurukshetra' as may be useful to them.

(iv) Since the camps for the agriculture group would be phased so as to spread over about eight months in a year, States may consider the desirability of having just before the commencement of every agricultural season, a short one-day camp where practical items relating to the programme of the coming season could be taken up to secure maximum benefit for the production programme. Items costing nothing but which can be of wide application e.g. (i) contour strip cropping (ii) eradication of weeds at the flowering stage and (iii) saving in consumption of cow dung as fuel, should be propagated through mass campaigns as they would greatly help the cause of increased production.

Camps in agriculture group of subjects should continue for one year more before new subjects are taken up. Fresh groups of Gram Sahayaks should be trained in these camps.

(2) ORIENTATION TRAINING OF VILLAGE SCHOOL TEACHERS

Administration.

(a) Education Departments of the States which have not yet done so, should take over orientation training of teachers as early as possible.

(b) The Education Departments of State Governments should consider the desirability of utilising the Teachers' Training Schools during vacations for running short orientation training courses for school teachers. The possibility of using other institutions for this training may also be considered. Ultimately peripatetic training will have to be substituted by institutional training. One possibility may be to attach the peripatetic parties to some existing institutions, including Extension Training Centres in States which may have been rendered surplus because of the staggering of the programme.

Follow-up.

It was agreed that the following types of activities should be undertaken by the teachers on their return to the villages:—

1. To organise Special Service Leagues in the school in order to attend to items like sanitation, training in queue system, maintaining a school garden, making a compost pit, holding cultural competitions, raising kitchen gardens, organising a school co-operative and a library, organising tours of different types.
2. To organise the village youth for constructive, cultural and recreational activities—group discussions and development activities, staging folk dances and other programmes, adult education classes, inter-village tournaments and matches, organising Shramdan parties at least once a month.
3. To practise improved methods of cultivation in the teachers' own lands and school farms where they exist.
4. To form Parent Teacher Association, etc.

It was recommended that instructions regarding supervision of the follow-up activities should be expeditiously issued by all States which have not done so. The State Education Departments should supervise the follow-up activities, and Inspectors and Officers of the Education Department should participate in the camps for a few days in order to be familiar with their syllabus and objectives and in order that they may supervise the follow-up activities more effectively.

III. ADMINISTRATIVE INTELLIGENCE

(i) *Integration of Administrative Intelligence Units with the State Statistical Bureaus.*—The Conference urged that the integration of Administrative Intelligence Unit with the State Statistical Bureau should be given effect to without any further delay in all such States where it had not already been done. In case there was any difficulty in locating the Unit physically within the State Statistical Bureau, the Conference suggested that the Unit might remain in the Planning Department, but should function under the administrative and technical control of the State Statistical Bureau.

(ii) & (iii) *Appointment and training of block level Progress Assistants.*—The Conference recommended as follows:—

(a) Recruitment of Progress Assistants in all the blocks allotted so far should be expedited. Such of the States which could not give effect to this recommendation owing to shortage of finance, need no longer experience this difficulty, in view of the increased funds provided for staff under the Revised Programme. Immediate steps may, therefore, be taken in these States also to recruit the Progress Assistants.

(b) The minimum qualifications prescribed for the Progress Assistants should be strictly adhered to and the State Statistical Bureaus should be actively associated with the recruitment of this staff.

(c) The posts of Progress Assistants should be treated as technical and borne on the cadre of the State Statistical Bureau.

(d) In view of his increased responsibilities, e.g., supervising the statistical work and records of the VLWs and checking Block level records of extension officers, it was felt that Progress Assistant should have the same status as other Block level extension officers and that his pay scale should accord with this status. Some Development Commissioners, however, did not share this view.

(e) The training programme of the Progress Assistants should be so phased that trained personnel would be in position before 30th September, 1959 in at least 75 per cent of the Blocks in existence on 1st April, 1958.

(iv) *Recommendations of the 6th Joint Conference of Statisticians, on statistics relating to community development.*—The Conference approved the revised schedule prescribed by the Technical Working Group of Statisticians for the Quarterly Progress Report, Annual Progress Report, and Sample Surveys, but recommended that the sample surveys should, in the first instance, be tried out only on a pilot basis and the experience gained in the first year reviewed before taking them up in all the blocks.

The Conference generally approved the details of the Block Survey Report with the exception of Village Schedule No. 1, which, it suggested, should be suitably revised to dispense with the need for complete enumeration of households in the village.

The Conference recommended that the Block-Survey Report should, in future, be invariably prepared during the pre-extension period of the block. Such a report should also be prepared immediately for all the blocks inaugurated since October, 1957. The data obtained through the Block Survey Reports should be utilised for preparing the plan for the development of the block.

(v) *Supervision and guidance in regard to Block reporting, by State Statistical Bureaus.*—The Conference recommended that District Statistical Officers should be in position in all districts by the end of 1959 with a view to ensuring effective supervision over the work of the Progress Assistants. It also suggested that *ad-hoc* arrangements for supervision may be made until all the District Statistical Officers were in position.

The Committee recommended that the strength of supervisory staff at the State Headquarters level should be suitably strengthened depending on the total number of blocks in operation in a State.

IV. FIFTH EVALUATION REPORT

GENERAL

The Conference took note of the fact that the Evaluation Report reached the hands of the delegates just on the eve of the Conference, thus making it impossible for them to study it properly. The Conference recommended that, in future, the Report and its Summary should be made available to the States at least two weeks before the Conference.

2. In the opinion of the Conference, the number of samples selected for evaluation purposes was small, and should be increased if the evaluation were to be realistic and useful.

3. The Conference recommended that the P.E.O. should consult the Development Commissioner or his nominee soon after the collection of the current evaluation data was completed in a State, so that facts not brought to light might be explained. The Conference also recommended that the P.E.O. should communicate to each State Government the conclusions reached in respect of the State, along with an appraisal of the working of the programme in the State.

CURRENT EVALUATION

(i) *The personnel and finances of a block should be proportionate to its size.*—The Conference recommended that, wherever necessary, the blocks should be suitably delimited, but if it was not possible to do so immediately, there should be an appropriate increase in both the staff (particularly the V.L.Ws.) and the finances of the blocks.

(ii) *The status of the Block Development Officer and his qualifications should be higher than they are at present.*—The Conference recommended that the B.D.O. should have the status of a gazetted officer, in view of his increased responsibilities.

(iii) *Stress should be given to the development of extension work in all fields besides agriculture and specialists relieved as much as possible of administrative work.*—The Conference expressed the view that wherever a whole taluka was covered with blocks, it would not be necessary normally to have departmental officers other than the Extension Officers in the blocks, and that they should do both administrative and extension work, always giving priority to the latter.

(iv) *The contact between the Block specialist and the Gram Sevak should be developed. The role and the jurisdiction of the latter should be more clearly thought out.*—As nearly 75 per cent of the time of the Gram Sevaks has to be utilised for agricultural development, the Conference felt that his contacts with specialists in agriculture and allied subjects should be more, and that his contacts with that other block specialists would be limited to the balance of time at his disposal.

(v) *The procedure involved in making funds available to the block requires simplification.*—The Conference felt that no difficulty or delay would arise in making funds available to the block if the block programme was drawn up year-wise, delegation of powers are made as indicated by the Ministry of Community Development, and funds are placed at the disposal of the B.D.O. in the month of April.

(vi) *The issues involved in people's participation in the programme requires through study by all concerned.*—The Conference took note of the fact that the P.E.O.'s report referred only to people's participation in the works programme, and not in the whole development programme. The bulk of the funds earmarked for works are spent in the first few years of the block and the value of contribution by the people in this field naturally tended to decline towards the closing period of a block, when there was a smaller amount left for matching grants. The Conference, therefore, felt that this was not really a matter of serious concern as stated on page 15 of the Summary of the Report.

The Conference further suggested that the P.E.O. should also take into account in its future evaluation, the people's contribution for the maintenance of works, as well as other activities, particularly in the economic field.

(vii) *For the under-privileged sections of the rural society to secure more benefits out of the programme, the latter must be re-oriented considerably, in favour of non-agricultural or rather non-land holding classes.*—The Conference suggested that, in addition to providing separate drinking water wells, schools and the like for the benefit of the under privileged sections, special programmes under Village and Small Industries, poultry development etc. should also be formulated for the benefit of landless workers.

ACCEPTANCE OF PRACTICES

(i) *Greater extension effort is required, especially for non-cash crops and among the smaller cultivators. The extension service should also be reoriented with emphasis on convincing the doubting*

farmer of the real superiority of the improved varieties and on better arrangement for supply rather than on the provision of finance.—The Conference recommended that more demonstration plots should be laid out in the fields of progressive farmers in each village and these should be shown to small cultivators at various stages.

(ii) *Fertilizers*.—The extension service for fertilizers has to develop even more than for improved seeds both quantitatively and qualitatively and more for, fertilizers other than ammonium sulphate. It has to be linked with the extension work for improved seeds and adequate provision for the supply of finance to the farmer has to be made. More attention has to be given to the long term suitability of the fertilizers to the soils of the areas where they are recommended as also to their prices relatively to their yields on the average farm.—The Conference felt that it might not be possible to increase quantitatively the supply of chemical fertilizers, and that it would be necessary to increase the supply of green and organic manures.

(iii) *Improved methods*.—Improved methods should be propagated more extensively specially in the case of the Japanese Method, but also more carefully and where possible, in combination with improved seeds and fertilizers. The cultivators should be instructed on the full implication of the Japanese method and all the processes involved should be undertaken. Efforts to spread crop rotation and transplantation should be accompanied by increased irrigation facilities. The labour difficulty that both Japanese method and line sowing have raised should be looked into.—The Conference recommended that the Extension Officers, V.L.Ws. and Maistries should be given special training in the Japanese Method of Paddy Cultivation and that more demonstration plots in Japanese method should be laid out in the villages for the benefit of farmers.

(iv) *Panchayat*.—Additional responsibility, especially for development work should not be imposed on the Panchayat, at least for some time to come. The functions of the Panchayats and co-operative societies should be clearly distinguished from one another.—The Conference referred to its earlier recommendation that the Panchayats should be used for promotion of agricultural production in villages, and felt that in view of the fact that agricultural production could be improved only by the farmers, representative local institutions like the panchayats were best suited to encourage the farmers to achieve this object.

V. DECENTRALISATION AND DEMOCRATISATION... PROGRESS

The Conference recommended that the extreme urgency of effecting democratic decentralisation should be once again impressed on all State Governments and the importance of having an inter-connection between the decentralised agencies to be established at various levels, village, block and district, should be emphasised. It should be impressed on the State Governments that adequately wide functions should be given to the decentralised democratic authorities and adequate financial resources should be ensured to them.

State Governments should be requested to speed up the establishment of panchayats so as to cover all villages as soon as possible.

VI. GENERAL

(1) ADMINISTRATION

(i) *Progress of the Prize Competition Scheme.*—It was noted that the scheme had been put into operation in almost all the States but the results of the competition would not be available till the end of October, 1958. It was recommended that the scheme should be made an annual feature. But there was considerable difference of opinion whether such competitions should be held among Government servants or restricted to village institutions only. It was recommended that the results of this year's competition should be watched and taken into account before taking a final decision in the matter.

(ii) *End-use of the Equipment supplied to the C.D. and N.E.S. Blocks.*—The recommendations made in the note, which are already being implemented by most of the States, for the proper use of jeeps were accepted. As regards the 1,026 vehicles being imported shortly, States would not find any difficulty in storing them till they are issued to the new blocks when started. As regards the other equipment, it was recommended that the Development Commissioners and the Heads of the Departments concerned should check up in their quarterly meetings that they are being properly used.

(2) COORDINATION

(i) *Treatment of the block as a unit of planning and development.*—The Conference noted that the recommendations of the Sixth Development Commissioners' Conference and the COPP Study Team on the subject had been implemented in the States of Punjab, Madhya Pradesh, Bihar, Mysore, Kerala and Assam, and that action was also being taken in other States. It was emphasised that the most effective method of implementing the recommendations was to make the Block Development Officer the Drawing and Disbursing Officer for all development Departments in the State.

The Conference also expressed the view that the work of integration of the development programme at block level would fall under three broad categories, *viz.*, planning, administration, and execution. Some of the delegates referred to the administrative difficulties involved and to the need for rationalisation of the staff at the Taluq and District levels. Shri C. M. Trivedi agreed, on behalf of the Planning Commission, to arrange for a special study of the problems arising from the decision to treat the block as a unit of planning and development and their solution in the light of the administrative structure in different States at the district level and below.

(ii) *Touring in the State by State Officers and achieving coordination in the process.*—It was appreciated that the suggestion regarding joint tours in the States by the State Officers connected with development work has certain definite advantages, but it was agreed that there were some practical difficulties. It was recommended that the State Governments may, however, give it a trial.

(iii) *Co-ordination between Community Development and Gramdan Movements.*—*Objectives of Community Development.*—"The objective of the Community Development Programme is to promote the all-sided development of the village community, including their economic, political, social, cultural and moral development; in particular—

- (a) to develop a spirit of community life among the people by promoting co-operation and mutual sharing, leading ultimately to voluntary community ownership of the basic means of production, such as land, and fulfilment by the village community of responsibility for the welfare, employment and livelihood of all members;

- (b) to make the village self-sufficient, in the primary needs of life, such as food, clothing and shelter and to promote the development of each village along with the development of the local area of which it forms part; and
- (c) to develop self-reliance in the individual, and initiative in the community so that the people are able to manage and run their affairs themselves and make the villages self-governing units of the larger Indian democracy."

The Conference approved this statement of the objectives. It recommended that efforts should be made to bring this statement to the attention of official and non-official workers engaged in Community Development throughout the country and to promote widespread public discussion including State Legislatures and the Parliament.

Definition of Gramdan.—"Gramdan means a village in which not less than 80 per cent of the persons owning land and residing in the village donate their land to the village community, the total land donated being not less than 50 per cent of the total land of the village whether donated by residents or non-residents, and not less than 80 per cent of the entire adult population of the village join the Gramdan community."

Explanation.—In assessing the 50 per cent of the land which must come in the pool by donations for making a village a Gramdan village, common lands of the village and other categories of land which are not private lands of the owners will not be taken into account.

While broadly approving the definition, the Conference felt that the percentages should not be taken too rigidly and that the Sarva Seva Sangh may consider in particular what should be the percentage of the adult population of the village subscribing to the objective to make a village a Gramdan village.

Functioning of Gram Sabha as Panchayat and as Co-operative.—The question whether the existing Panchayat Act cannot be suitably modified so as to cover the requirements of Gramdan villages may be examined by the Sarva Seva Sangh.

The interim solution of enrolling members of the Gram Sabha as members of the co-operative society under existing legislation and rules applicable to co-operative societies may be adopted for the present.

Implementation of the co-ordinated programme.—(1) The Ministry of Community Development should prepare a self-contained document bringing together the results of all the earlier discussions regarding co-ordination between Gramdan and Community Development movements. A sufficient number of copies of this document should be supplied to each State so that State Governments in the various departments concerned could consider the issues fully.

(2) The Development Commissioners' Organisation and the State representatives of Sarva Seva Sangh may jointly consider pooling of resources from various official and non-official sources for implementing common and allied programmes in Gramdan villages.

(3) Efforts should be made to get Gramdan Acts passed by the States as early as possible to enable smoother working in Gramdan areas.

(4) While it would be the responsibility of the Sarva Seva Sangh to seek donations by way of Bhoodan or Gramdan, Government agencies should give all possible assistance in such matters as the checking of 'danpatras' with the revenue records, demarcation of lands, consolidation of holdings, land distribution, etc. These processes could be greatly expedited with adequate assistance from Government agencies.

(5) Subject of Gramdan, its philosophy and methodology should be included in the syllabus of the training centres for the personnel of Community Development movement. The Sarva Seva Sangh should provide the necessary personnel for imparting instructions on this subject at the training centres.

(6) Sarva Seva Sangh and its organisations in the States might evolve a system for making available to the State Governments and the Central Government periodically correct and up-to-date information regarding lands donated in Bhoodan and Gramdan.

(3) MEASURES TO DISCOURAGE EXHIBITIONISM IN THE PROGRAMME

It was generally felt that exhibitionism, as mentioned in the agenda note, was not so widespread as to cause concern. However, the dangers inherent in exhibitionism were noted and the measures for overcoming them, as suggested in the note, were agreed to.

The Conference also emphasised that visitors who wished to see the blocks should give sufficient notice so that they could be taken round the different areas and shown not only 'works', but also other aspects of the programme e.g., agricultural extension, cottage and small industries etc.

(4) BLOCK ADVISORY COMMITTEES

(i) *Elected (or selected) non-official chairman or vice-chairman: Problems relating to.*—Though opinion was not unanimous on the practicability of having a non-official as chairman of the Block Advisory Committees, the Conference recommended that time has arrived when a non-official should be the chairman of the Block Advisory Committees and the State Governments should be requested to give effort to this recommendation as early as possible.

(ii) *Entrustment of programme to Functional Sub-Committees.*—It was considered essential to form Functional Sub-Committees of Panchayats entrusted with the responsibility of looking after different facts of the programme. In respect of the Block Advisory Committees, however, it was felt that the Sub-Committees need not be functional but could help in the planning of the programme for the block.

The Block Advisory Committees should henceforth be called 'Block Development Committees'.

(5) SCIENTIFIC RESEARCH AND VIGYAN MANDIRS

The Conference reiterated the recommendations of the Sixth Development Commissioners' Conference held at Mussoorie and noted that the progress in the implementation of these recommendations has been inadequate. The recommendations should be effectively implemented. The Conference agrees that the Rural Housing Projects provide a very fruitful source of work where the results of experiments in low cost housing and cheaper building materials can be suitably tested and applied. The Conference, in this connection, also took note of the scheme under consideration of the Ministry of Works, Housing and Supply providing for research work in half a dozen Engineering Colleges and Institutes in the country on a regional basis. The scheme provides, apart from experiments in the use of low cost building materials locally available, training to overseers and artisans engaged in the task of construction of houses under the Village Housing Projects Scheme.

2. The Conference had taken note of the processes in the various laboratories and institutes, which are ready for extension trials, the names of the Extension Officers suggested by the laboratories and the facilities for short-term training which can be afforded by these laboratories. In this connection, the Conference recommends that—

- (a) To start with, only those items should be adopted for extension which have been selected by the Ministry of Community Development, in consultation with the Ministries concerned.
- (b) Block Level specialists should avail of the facilities for training that have been made available by the National Laboratories and Research Institutes.
- (c) The Development Commissioners and their representatives should visit the Central Road Research Institute, Delhi, the Central Building Research Institute, Roorkee, The Central Leather Research Institute, Madras and the Central Food Research Institute, Mysore, and whenever and wherever possible, attend meetings of their Advisory Committees, so as to remain in touch with scientific researches and developments likely to be of interest to villagers.

- (d) The Development Commissioners should take steps to earmark a block near National Laboratories and Research Institutes for field experiments or starting pilot projects for the trial of processes, which have been selected by the Ministry of Community Development, and
- (e) The Vigyan Mandirs should be used for dissemination of information obtained from the National Laboratories and Research Institutes considered to be of use to villagers.

3. The Conference had taken note of the progress made in the implementation of the scheme regarding the setting up of Vigyan Mandirs in various States and agrees that the scope and functions of those centres should be enlarged on the lines set out in the note of the Ministry of Scientific Research and Cultural Affairs. The Conference was of the view that, in addition to the activities mentioned in the note, demonstrations by cinemas or otherwise and periodical lectures on scientific subjects by teachers of science at these centres will be useful in the dissemination of information on scientific subjects. The Conference further recommended that—

- (a) To start with Vigyan Mandirs should be established at the headquarters of the Blocks and located centrally as stated in the paper under consideration. They should, as far as possible, be adjuncts of local high schools, to enable them to draw upon the resources of the schools in organising their laboratories and lectures etc.
- (b) The buildings should be put up from funds to be provided by the Ministry of Scientific Research and Cultural Affairs and pending such construction, the centres may continue to be located in suitable rented or other buildings. It was understood that land for these centres will be available free of cost. The Conference accepted the recommendations of the Ministry of Scientific Research and Cultural Affairs in the matter of the scope and functions of the centres as envisaged in para 5 of the note. In particular, it laid considerable stress on provision in the museums, of information on evolution of life, structure and life history of parasites and insects, reproduction in plants and other similar subjects, which will be of interest and use to farmers.

- (c) The Vigyan Mandir Officer should function as a full fledged member of the Block team for the purpose of over-all coordination of the various activities of the Vigyan Mandir with those of the C.D./N.E.S. Block and
- (d) The work of the Vigyan Mandir staff should be technically supervised and guided by the Directors of Public Instruction in the States in accordance with the programme and instructions of the Ministry of Scientific Research and Cultural Affairs.

(6) INFORMAL CONSULTATIVE COMMITTEE

The Conference agreed with the views expressed in the agenda note, and endorsed the suggestions made therein for making these Committees effective instruments for creating genuine interest in the people for development, and ensuring their optimum participation in the programme. The Conference recommended that members of the State Legislatures and M.Ps. who were not members of these Committees but take interest in the Community Development Programme should also be invited to these Committees to the extent convenient.

RESOLUTION ADOPTED BY THE NATIONAL CONFERENCE ON COMMUNITY DEVELOPMENT

The following Resolution was adopted by the National Conference on Community Development at Mount Abu

Keeping in view the objective of the Community Development Programme (a) to promote the all sided development of the village community; (b) to promote community life among the people; and (c) to develop self-reliance in the individual 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 cooperatives a self-governing unit of the larger Indian Democracy; recognising the vital importance of creating representative and democratic local authorities at the Village, Block and District levels and of their role in the development of their areas;

Recognising the vital necessity of securing a substantial increase in agricultural production and more especially of food grains, for the success of the Five Year Plan; and

Recognising the role of the National Extension Service of assisting the farm families living in the villages of India in their effort to increase agricultural production, and of encouraging, motivating and assisting village families to develop and execute farm and home plans and village communities to build up effective panchayats, cooperative, schools and voluntary adult and youth organisations to help plan and execute programmes for the all sided development of the village;

This National Conference on Community Development resolves as follows:—

(1) Increased agricultural production should be achieved by
(a) ensuring the fullest utilisation and maximum benefit from all irrigation facilities. To achieve this there should be the fullest coordination in the construction of head works, canals, and distributory system by Government, of the field channels by the beneficiaries and in the adoption of improved agricultural techniques in the irrigated areas; and

(b) adoption of improved agricultural techniques by every family, such as use of improved seeds, organic and green manures, what is commonly called Japanese

method of paddy cultivation, techniques of dry farming, contour bunding and soil conservation. Nucleus seeds and organic and green manures should be produced in the village itself sufficient to meet the requirements of every family.

- (2) A programme of consolidation of holdings is essential, for the implementation of the programme of increased agricultural production.
- (3) The development of village and small scale industries should receive the fullest attention, next only to agriculture.
- (4) In each village there should be a village panchayat and a multipurpose cooperative society which would see that every family has an integrated plan for increasing agricultural production, is assisted with short term credit in money or kind, for carrying through its plan, uses the credit for the purpose for which it was given and repays it in time. In this way every family should be made fit to be represented on the cooperative society in its own right. These village institutions should be brought into existence as quickly as possible.
- (5) Local participation and community effort should be mobilised on the largest scale possible in such productive programmes as minor irrigation, soil conservation, contour bunding etc. The village panchayats and cooperatives should undertake the obligation to construct and maintain field channels and other minor irrigation works to ensure that no irrigation facilities remain unused. The support of all voluntary organisations should be enlisted to the maximum extent possible for the production and welfare programmes.
- (6) Every family should devote a portion of its time to building up permanent assets of value to the community.
- (7) A well organised women's programme should be developed in every village. Particular attention should be given to organising educational and welfare work among women.
- (8) Youth should play their full part in community activities. Every village should have a school which should serve as a centre for youth activities and should also function as the community centre of the village.

- (9) The Panchayat and the Cooperative should have a five year programme for the village, made up of family programmes, for which the entire village, would be prepared to work. These village programmes should be fitted into the block and District programmes and through these into the State programmes. Every family would thus have a plan of improvement for which it could put forth its best efforts and be assisted by the village institutions and the National Extension Service.