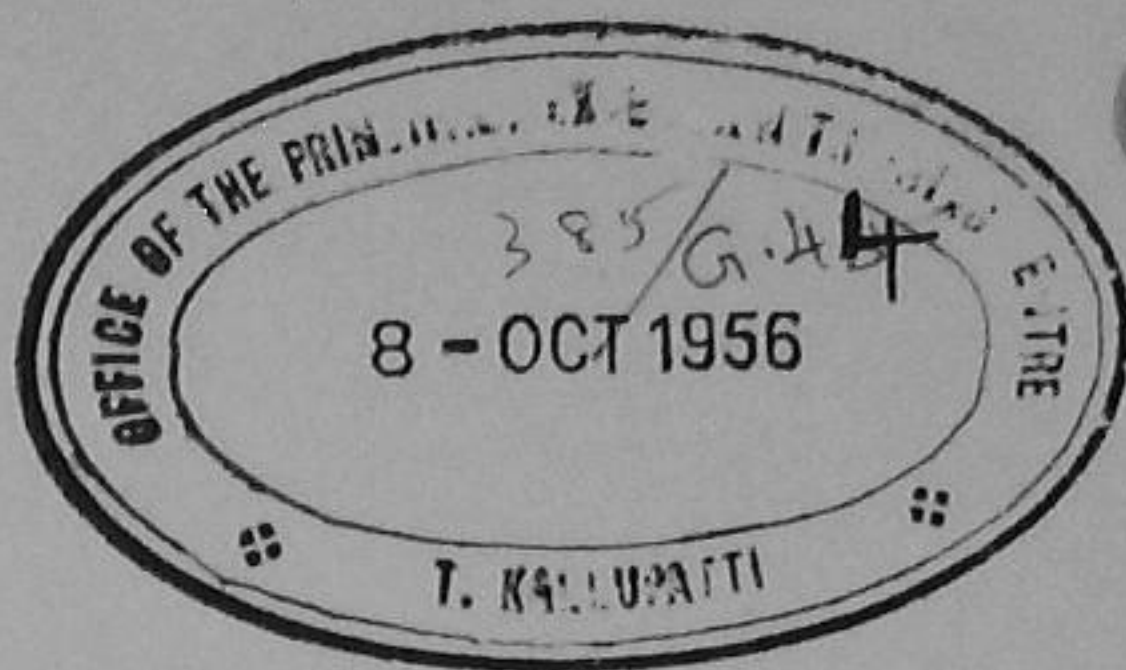




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MAIN RECOMMENDATIONS AND CONCLUSIONS

1790

*Fifth Development Commissioners' Conference at Nainital
(5th to 8th May, 1956)*

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Issued by
COMMUNITY PROJECTS ADMINISTRATION
GOVERNMENT OF INDIA
AUGUST, 1956.

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MAIN RECOMMENDATIONS
AND CONCLUSIONS

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Main Recommendations and Conclusions

(i) Review of operational position

The progress of work in the Community Project/Community Development and National Extension Service Blocks was reviewed. It was felt that, while progress in the different fields of activity was generally satisfactory, special stress should be laid on the following aspects of the programme during the Second Plan period :—

On the programme side :—

- (a) Stepping up of agricultural production ;
- (b) Development of village and small-scale industries ;
- (c) Development of co-operation ;
- (d) Work among women, children and youth ;
- (e) Work in tribal areas ; and
- (f) Organisation of programmes designed to assist the weaker sections of the village community, especially small farmers, landless tenants, agricultural labourers and artisans.

On the administrative and organisational side :

- (a) Strengthening of Technical Departments ;
- (b) Development and activation of self-governing institutions, especially village Panchayats ; and
- (c) Effective co-ordination between the extension agency on the one side and Technical Departments and popular institutions on the other.

(ii) Action taken on recommendations of the Fourth Development Commissioners' Conference

State Governments who have not already communicated to Community Projects Administration the action taken by them on the various recommendations may kindly do so early, intimating the difficulties, if any, encountered by them in implementing the recommendations.

(iii) Evaluation Report, 1956

In order to ensure that these reports continue to prove helpful to the workers in the field, it was suggested that recommendations should be obtained from the Development Commissioners and other field workers in regard to

special studies and new directions in which evaluation should be undertaken. These recommendations should first be scrutinised by a Standing Committee of a few selected Development Commissioners and then passed to the Planning Commission through the Community Projects Administration.

2. Contents of the Programme

(a) COTTAGE INDUSTRIES

Great importance was attached to the development of village and small-scale industries in the Community Development Blocks and N. E. S. areas during the Second Five Year Plan. One of the main criticisms of the Community Development and N. E. S. Programme so far has been that the economic aspect of development has lagged behind other aspects. It is recognised that, in future, success or failure of the programme will be judged primarily by what is achieved in the field of village industries; the importance of village and small-scale industries being recognised next to agriculture, especially in regard to the landless section of the village community. There are, no doubt, difficulties in the way of fully implementing this part of the programme but every effort should be made to overcome this difficulty. The Conference decided that cottage industries should be treated as part of the integrated programme in the Community Development Blocks and N. E. S. areas and targets for the industrial development should be fixed in respect of each Community Development and N. E. S. Block, taking into consideration local conditions.

(i) *Development of Khadi*

The All-India Khadi and Village Industries Board is providing facilities for the training of instructors in Khadi work. It is important that the Community Development Administration in the States, should take advantage of these facilities by deputing suitable persons for training. In the pilot project areas Community Project Officers (Industries) should contact the regional representatives of the All-India Khadi and Village Industries Board and frame specific schemes for the training of instructors and development of institutions to take up Khadi work.

(ii) It was reported that some States are experiencing difficulties resulting from accumulation of yarn. The All-India Khadi and Village Industries Board are examining the problem and action is being taken in the direction of organisation work in areas where it is suitable on the basis of self-sufficiency and producers' consumption and other areas on the basis of both self-sufficiency and commercial marketing.

(iii) *Pilot Projects*

It was agreed that Community Project Officer (Industries) pilot project, should be provided adequate staff in order to ensure the success of the

programme. The following staff to assist each Community Project Officer (Industries) in his work was agreed to :—

Personal Staff :

Stenographer

Peon

Driver

Office Staff :

Accountant

Clerk

Field Staff :

Three Block Level Extension Officers (CI)

The cost of these staff would be met under the general pattern of assistance to the extent of 50% by the Central Government (Ministry of Commerce and Industry).

The Community Projects Officer (CI) should also have, available to him the general assistance of the Community Project or N. E. S. staff of the area.

With regard to technical supervision of work in the pilot project areas the following sources of assistance would be available and will be adequate :

- (a) The regional organisations of the various All-India Boards who have already made arrangements for this purpose.
- (b) Staff sanctioned against specific schemes approved by these Boards.
- (c) The Industries staff of the State Government in the area.

(iv) On the administrative side in view of the experimental character of the pilot projects it was recognised that generally the Community Projects Officer (Industries) should be under the administrative control of the State Development Commissioner, but however there is no objection if the administrative control is transferred to the Department responsible for development of village and small-scale industries if such a course is considered more helpful to ensure the success of the pilot project (cottage and small-scale industries).

(v) The immediate programme for the pilot project areas consisted of a number of schemes initiated *ad hoc* by All-India Boards and the State Governments. It is recommended that a more comprehensive survey be undertaken in these pilot projects. The Ministry of Commerce and Industry have agreed to provide about 10 teams each consisting of two or three Economic Investigators, who with technical officers for particular industries, drawn from the All-India Organisations, would carry out such an investigation and make concrete recommendations to the pilot project officer, (industries) for further action.

(vi) *Small Industrial Estates*

The Ministry of Commerce and Industry have initiated a scheme for setting up small industrial estates each costing about 10—15 lakhs. These are entirely financed by the Centre and they have requested the State Governments to start with 8 industrial estates situated in suitable pilot project areas. The establishment of such industrial estates and their extension to other suitable Community Project areas was also recommended. The Ministry of Commerce and Industry have also launched an experimental scheme for 45 mobile workshops to do intensive touring in selected Community Project areas particularly pilot projects and a certain number are already on the road. It is important that the State Governments should take full advantage of these schemes initiated by the Government of India.

(vii) *Integration of various State Governments' schemes with Community Development Programme.*

- (a) State Governments should be requested to take into consideration the level of development already achieved in Community Project and N. E. S. areas when deciding the location of industrial programme.
- (b) In view of the growing importance of the industrial programme a standing organisational arrangement should be made in States for planning and co-ordination between the Community Development Programme and that relating to industries. It is recommended that a Committee comprising the Secretaries of the Industries and Co-operative Departments and the Heads of Departments who deal with these subjects together with the Development Commissioner should be set up and should be required to meet at least once in two months to review the progress made in establishing industries and to make recommendations to Government regarding future programmes. In Community Project areas where special schemes for housing, agricultural development or the like are taken up there would be particularly room for development of village and small-scale industries catering for such programmes.
- (c) It is not desirable to have parallel programmes involving different conditions one organised through the Community Project and N. E. S. Administration and the other through the Industries Organisations. It is recommended, therefore, that the pattern of financial assistance in the Community Project programme should fall into line with those of the All-India Boards on Village and Small-Scale Industries.

(viii) *Extension Service for cottage and small-scale industries and training programme.*

- (a) It is strongly felt that the field staff for industries in States is inadequate and needs to be strengthened.

(b) It is recommended that there should be an Extension Officer for Industries made available to each Community Development Block and N. E. S. area. This Officer should be part of the Industries Organisation of the State but should be attached to the Block Development Officer just as in the case of other Block Level Extension Officers. These posts will be filled as and when suitable trained persons are available, priority of posting them being given to Community Development Blocks. The cost of this officer will come within the terms of the pattern of assistance of the Ministry of Commerce and Industry (i. e., sharing expenditure on a 50 : 50 basis with the State Governments).

(ix) The Ministries of Commerce and Industry and Production have already taken up a training programme for certain number of Block Level Extension Officers (Cottage Industries). This training programme would be expanded in order to train all these Block Level Extension Officers required for all Community Development Blocks and N. E. S. areas. It was also recommended that a common course of integrated training should be given to all these officers.

(x) It was felt that the Community Development Blocks and N. E. S. staff, particularly the Village Level Worker should have an adequate knowledge of the village and small-scale industries programme so as to be able to effectively guide the people in this matter. After considerable discussion, it was agreed that the Village Level Workers should be given the necessary training in village and small-scale industries, as part of their regular training programme, at the Extension Training Centres. Ministry of Food and Agriculture, who are in-charge of the Extension Training Centres were requested to make the necessary adjustments in the Village Level Workers' training programme in the light of this recommendation.

(b) CO-OPERATION

As the need for credit is large, both *taccavi* and co-operative credit should be expanded as far as possible. State Governments should, however, ensure that there is no duplication in the advance of loans from co-operatives and Government sources.

At present there is no uniformity in the rate of interest charged by co-operative societies. It is necessary to bring about uniformity in the rate of interest before considering the question of rate reduction. The entire credit structure is under examination by the Reserve Bank of India and their recommendations may be awaited.

Rules and regulations relating to *taccavi* should be examined and liberalised, as far as possible, with a view to providing adequate credit to the so-called non-credit worthy applicants.

The Community Development and N. E. S. organisation and, in particular, the Village Level Worker could be of substantial assistance in promoting co-operative efforts. The responsibility for the growth of the co-operative movement should, of course, rest with the Registrar of Co-operative Societies, but the Block Development Officer and his staff could also assist materially in this field. The educational aspect of co-operation should be particularly emphasized. Great efforts are needed in driving home to the farmers, the benefits of co-operation, including better living. Co-operation should be developed not only to raise production but also to ensure increase in employment.

It was suggested that information may be collected on the following items which were considered as key indicators of progress in the field of co-operation :—

- (a) Number of new co-operative societies started ;
- (b) Number of new members enrolled in new and existing co-operative societies ;
- (c) Amount of share capital raised from members ;
- (d) Names, quantity and value of agricultural commodities marketed through primary marketing societies , and
- (e) Number of godowns constructed by co-operative societies.

The Government of India scheme for the development of co-operative marketing and warehousing should also provide facilities for the marketing of the products of the cottage and village industries, and for the warehousing of the raw material and the produce. It was mentioned in this connection that the Farmers' Forum was going to open an office at each terminal market throughout the country to provide information and marketing facilities. Co-operation of the Development Commissioners was sought in facilitating the work of the Farmers' Forum.

With regard to the training of Block Extension Officers for Co-operation, State Governments should make early arrangements for the recruitment of suitable personnel and their deputation for training at the 8 Training Centres set up by the Government of India. It was recommended that the project staff should actively assist in arranging programmes of co-operative education for the members and office-bearers of co-operative societies.

(c) AGRICULTURE

(i) Consolidation of holdings

Consolidation of holdings should be taken up at the earliest possible stage preferably at the pre-N. E. S. stage. The unit of area for planning consolidation should be a Block or a Tehsil whichever is more convenient.

It was noted that the Governments of Punjab and Uttar Pradesh had done valuable work in the field of consolidation. The staffing pattern for this work

may be on the model adopted in these two States. The key officer at the village level should be the Patwari assisted by the project staff, who might require a short course of in-service training. It was suggested that the consolidation plans of Punjab and Uttar Pradesh should be circulated to all State Governments for their information and guidance.

(ii) *Minimum Agricultural Programme*

The following programmes were recommended for implementation :—

A. *Pre-Community Development Stage (approx. 2 years)*

- (i) Preparation of the village agricultural programme ;
- (ii) Introduction of improved seeds ;
- (iii) Conservation of dung and other wastes
(compost making, popularisation of the green manures and fertilizers) ;
- (iv) Introduction of improved agricultural implements ;
- (v) Introduction of plant protection measures ;
- (vi) Expansion of vegetable and fruit cultivation ;
- (vii) Increase in the area under irrigation through minor irrigation works ; and
- (viii) Establishment of a seed multiplication farm, a horticultural and arboricultural nursery for each block.

Targets

- (i) Ocular demonstrations ;
 - (a) 3 demonstrations per village level worker for each important crop for which improved seeds are available ;
 - (b) 8 manurial demonstrations for each village level worker on improved crops in the village ;
 - (c) 1 composite demonstration per village including improved seeds, fertilizers and improved tillage methods but exclusive of the demonstration of sugarcane.
- (ii) Production of enough improved seeds within a Block to cover at least 10% of the cropped area of the block ;
- (iii) Popularisation of the use of fertilizers and green manures in at least 10% of the cropped area ; and
- (iv) Increasing the production of vegetables and fruits so as to provide with 6 oz. of these per person per day.

B. *Community Development Stage (3 years)*

- (i) Carrying out of land and water survey of the entire block including the following :—

(a) Requirements for :

- (i) Soil and water conservation ;
- (ii) Irrigation and drainage ;
- (iii) Communication, village sites, play-grounds, etc.

(b) Classification of agricultural grazing, forest and wasteland

- (ii) Preparation of master-plan based on land and water survey providing necessary human and animal needs in respect of crops, fruits, vegetables, fodders, cattle feeds, raw materials, timber and fuel requirement ;
- (iii) Implementation of the master-plan in at least one village per Village Level Worker's circle ;
- (iv) Organisation of one Co-operative Marketing Union for each Block and one Warehouse for each Village Level Worker in his circle ;
- (v) Training of at least 2 active farm-leaders for each village ; and
- (vi) Organisation of 2 Farm Youth Clubs per Village Level Worker.

Targets :

- (i) Organisation of a systematic and continuous renewal of improved seeds in 70% of the area under each of the important crops ;
- (ii) Adoption of green manuring as a normal practice every year for one-third of the area under irrigation or assured rainfall ;
- (iii) Consumption of 5 lbs. of nitrogen and 31 lbs. of P 205 fertilizers per acre for the total cropped area ;
- (iv) Increase in the production of fodders by 25 per cent ;
- (v) Provision of one-fifth of an acre under fruits and vegetables per family ; and
- (vi) Active participation by each farmer in a Co-operative Society with a minimum share capital of Rs. 10/-.

The following observations were also made in this connection :—

- (i) As far as possible, the minimum programme and targets in the field of agriculture should be related to the national aim of securing 40% increase in agricultural production ;
- (ii) Special attention should be paid to Reclamation;
- (iii) As regards irrigation, more attention should be paid to the needs of short-term crops. At present, it is mostly the long-term crops which enjoy the benefit of irrigation ;
- (iv) Special efforts are needed to raise the price-level of foodgrains. There should be some sort of parity of price between cash crops and food crops.

C. *Cultivation of Pepper*

It was recommended that in those States where possibilities of pepper cultivation exist, nurseries for the production of plants of guaranteed quality should be set up. These plants should be distributed in the Community Development and N.E.S. areas through the extension agency.

D. *Medical and Public Health*

(i) *Primary Health Centre*

The Fourth Development Commissioners' Conference recommended that there should be a primary health centre and 3 maternity sub-centres for each block. This is considered as the minimum requirement for effective health services in rural areas and should be implemented.

To attract medical staff to rural areas, the following amenities should be extended to them—

- (a) security of tenure ;
- (b) provision of residential accommodation ;
- (c) reasonable non-practising rural allowance ;
- (d) attractive pay scales ; and
- (e) transport facilities.

A jeep for the use of the medical staff was considered essential and should be provided.

State Governments should make full use of the training facilities which have been made available by the Ministry of Health for lady health visitors, auxiliary nurses, mid-wives, and *dais*.

The Director of Health Services in each State should recommend the most suitable pattern of sanitary latrines in rural areas to minimise soil pollution.

Drinking water supply schemes in rural areas should be properly co-ordinated under the technical guidance of the State Directors of Public Health.

Particular emphasis should be laid on educating the public about principles of health and prevention of diseases through talks, films, film strips, etc., to be organised on the occasion of melas and festivals.

(ii) *Family Planning :*

There is urgent need for training health service personnel in the techniques and methods of family planning, so that such personnel posted in rural areas are in a position to advise those seeking guidance on family planning. Assistance offered by the Central Ministry of Health for training of such personnel should be fully availed of. State Public Health Departments should prepare the

necessary materials and literature on birth control and make these available to persons wanting to use them by maintaining a stock of such material and literature with the local health personnel.

(iii) *Mineral and Thermal Springs*

Each State should collect complete information on the existence of mineral springs in its own area, analyse the water of such springs and consider the question of developing such springs, as are found suitable for the purpose, as health resorts and as hydrotherapy centres for treatment of certain ailments.

E. *Social Education*

(i) *Work among women*

Lack of trained workers, and lack of proper co-ordination among the different agencies concerned with the women's welfare programmes were considered to be major difficulties in the multiplication of pilot projects for intensive work among women. Another difficulty, according to some, was that the present programme was not sufficiently attractive because it did not include any economic programme. The following recommendations were made in this connection.

- (a) Women's programmes should be given equal priority with other programmes ;
- (b) Women's programmes should be sufficiently comprehensive in scope and should include social welfare, home economics and extension projects ;
- (c) Pilot projects should be started in areas where women workers are available ;
- (d) Training of women workers should be expedited ; and
- (e) Immediate steps should be taken to ensure proper and effective co-ordination of work sponsored by the various women's organisations in the country.

Keeping in view the staff (1 woman Social Education Organiser for N.E.S. Block, and 1 woman Social Education Organiser and 2 Gram Sevikas for Community Development Block) provided for work among women and the staff actually available, it was suggested that in N.E.S. Blocks work may be confined to 3 to 5 villages at a time and gradually extended to new villages. In the case of Community Development Blocks, the coverage may be increased to 10 villages at a time.

Attention was drawn to the formation recently of the Village Women's Association, an All-India Organisation primarily of rural women. It was felt that this organisation could also do some useful work among rural women,

(ii) *Programme of work among children*

It was agreed that all the activities under the head "Special Programme of Work among Children" should be organised for children in all blocks. These activities should, as far as possible, centre round the village school. It was considered that a sum of Rs. 3,000 should be adequate for this purpose for a period of 3 years in a block.

(iii) *Work among Youth*

It was observed that activities among youth were being carried on in different States in different forms. Proper co-ordination was necessary among the agencies sponsoring youth activities. State Governments were requested to furnish to the Community Projects Administration a complete list of the different organisations functioning in their areas along with the activities carried on by them. It was suggested that a committee of experts should be constituted to examine the information collected with a view to evolving a fairly uniform programme.

(iv) *Production and use of audio-visual aids*

The Social Education Organisers and Village Level Workers are in a position to produce only simple visual material and it was not, therefore, considered necessary to earmark any specific amount in the Social Education budget for production of such material. They may, however, be given some amount for the production of simple visual material of local interest.

F. *Housing*

(a) *Rural*

(i) The amount of Rs. 10 crores available in the Second Five Year Plan as loan finance should be utilised for setting up model villages consisting entirely of new model houses. In locating sites, preferences should be given to Community Development/N.E.S. Blocks which are favourably situated in terms of communications, power, water supply, etc.

(ii) The problem of Rural Housing should be tackled at the State level through the agency of a "Rural Housing Cell" which should consist of a small team of engineers, architects, and town planners with necessary staff the expenditure on which should be borne by the State Governments as part of their contribution to the programme of rural housing. This Cell should undertake the preparation of plans, layouts, type designs, small-scale models, etc., both for residential houses and community buildings. The agency for the implementation of the scheme should be the Project/Block staff, strengthened by an additional qualified overseer specially recruited for the purpose, for each block.

(iii) Since the main emphasis in this experiment will be on the use of local building materials, co-operatives operating brick and lime kilns, joinery and carpentry workshops, etc., should be treated as eligible for loans and grants-in-aid as admissible to small-scale or cottage industries.

(iv) The first claim on the special funds at the disposal of the Ministry of Home Affairs for the subsidization of Harijan housing should be for the community of Harijans who live in these particular villages.

(v) It should be the aim of the State Government to focus, as far as possible, at these selected villages all the aid that they can give under the various development programmes under the Plan.

(vi) There should be co-ordination, both at the Centre and in the States, to ensure that funds available under various development schemes for the improvement of the housing conditions of different categories of rural population should, in the first instance, be utilized for the promotion of these model villages.

(b) *Block Headquarters as nuclei for rural-cum-urban townships*

The following suggestions were made :—

- (i) The site for block headquarters should be chosen on a high level and in a centrally situated place ;
- (ii) There should be provision for subsequent expansion to meet further needs ; and
- (iii) New block headquarters should be constructed as soon as a decision regarding the formation of a block is reached.

It was recommended further that for encouraging the growth of rural-cum-urban townships, special efforts should be made to set up industries, either through co-operatives or private enterprise, in the form of small-scale and cottage industries. Amenities of a township in the form of education institutions, health centres, shopping centres, mandi centres, etc., should also be provided for.

G. *Supplies and use of Equipment*

It was agreed that State Governments would ensure that equipment received was fully used and properly maintained. It was felt that it may not be possible to entrust the entire equipment received under the Community Development Programme to the Agricultural Engineering Departments of the State Governments. While the Agricultural Engineering Department was undoubtedly the most appropriate agency for handling the Agricultural equipment, the maintenance of other equipment should be the concern of the respective Technical Departments

H. Irrigation

(i) Betterment Levy

Opinion was divided on the question of levy of betterment tax in respect of minor irrigation works. According to one view, all minor irrigation benefits should be subjected to a levy of tax. Another view held was that benefits for minor irrigation schemes costing upto Rs. 1 lakh should be exempted from tax.

On the question as to how people's participation in minor irrigation works should be adjusted while levying the betterment tax, it was suggested that where people's contribution had been raised, the total amount of contribution should be deducted from the taxable amount and the balance should be assessed on beneficiaries. It is understood that this principle was being followed with success in Bombay.

(ii) Methods to accelerate water utilisation

The State Departments of Irrigation, Agriculture, and Co-operation should take up the matter jointly. They should utilise the extension staff for the purpose of encouraging utilisation of water for cultivation.

(iii) Synchronized promotion of seasonal activities

It was considered feasible to draw up a programme for the synchronization of extension work with different seasons of the year. The pattern of the programme will be different in different parts of the country. State Governments may make such modifications as may be necessary.

3. Programme Planning

(a) *Review of the scope and pace of the programme in view of the financial allocation of Rs. 200 crores provided in the Second Five Year Plan for the Community Project and N. E. S. Programme against an estimated requirement of Rs. 263 crores.*

The note prepared by the Community Projects Administration and the revised schematic budget patterns for N. E. S. and Community Development Blocks were discussed in great detail. The reduced Community Development budget of Rs. 12 lakhs was approved, with the change that provision under 'Irrigation and Reclamation' was revised from Rs. 3.50 lakhs to Rs. 4 lakhs, by reducing the provision under 'Housing' from Rs. 1.50 lakhs to Rs. 1 lakh. This re-adjustment was considered necessary in view of the high priority accorded by the National Development Council to increased agricultural production in the Second Five Year Plan. As regards the N. E. S. budget, most Development Commissioners felt that the budget provision would be inadequate for irrigation and Housing. However, in view of the limitation of finance, the schematic budget pattern as worked out by the Community Projects Administration was reluctantly accepted as the only practical solution. As regards irrigation, it was suggested that in view of the importance of increasing agri-

cultural production, the Planning Commission may be requested to explore the possibility of making a larger allocation for minor irrigation.

Regarding committed expenditure, it was understood that the maintenance expenditure on staff of Community Development N. E. S. Blocks which will begin in April 1956, and complete development phase during the Second Five Year Plan had not been taken into account in calculating the State Government's balances in revenue account. This will have to be provided for, though the amount is not likely to be of great magnitude.

With regard to the Community Development Blocks which will have completed their period of operation by September 1956, it was recommended that the savings if any, may be utilised upto March 1957, though the blocks would have reverted to the N. E. S. staffing pattern.

It was also recommended that there should be Block Level Extension Officer (Cottage Industries) for every N. E. S. Block. It was also agreed that, subject to the availability of suitable trained personnel, these officers should begin to be posted at the N. E. S. Blocks after the requirements of the Community Development Blocks have been fully met. The Cottage Industries Officer should belong to the Industries Department of the State Government but should be attached to the N. E. S. Block and form part of the team of Block Level Extension Officers headed by the Block Development Officer. The expenditure on this officer should be shared by the Centre (Ministry of Commerce and Industry) and the States on 50 : 50 basis, according to the usual pattern of assistance.

(b) *Programme for pre-extensive period*

The areas should be delimited into a suitable number of N. E. S. Blocks sufficiently in advance to enable completion of all preliminaries, e. g., survey etc., before the commencement of the actual programme in those Blocks. All effort should be made to associate the people in order to determine their felt needs and to create in them the necessary enthusiasm so that the programme, when started, may proceed on a solid foundation and people's participation may be forthcoming to the required extent. Assistance from the Local Development Works Programme may also be availed of as far as possible during the preliminary stage as a focus of people's participation.

(c) *Programme for pre-intensive period*

Particular stress should be laid on the people's part in the formulation of the programme. It is also necessary that the development of relatively backward areas should receive high priority and every endeavour made to bring those areas within the fold of the development programme as early as possible so as to raise their level upto that prevailing in other areas. Financial assistance available for the development of backward areas and Tribal areas from the special grant administered by the Ministry of Home Affairs should be availed

of to the maximum extent possible. The period between the date of inauguration of a block and the date of commencement of actual work—generally a period of 3 to 4 months—should be utilised by the Project/Block staff for implementing a minimum programme as drawn up by each State Government.

In this context, the Conference recommended the plan of action followed by the Governments of Bombay and PEPSU during the above two stages, particularly the practice of associating the staff, and trainees of the Extension Training Centres with the work relating to preliminary survey of the new blocks to be opened. In this way the survey work could be completed in about fifteen days.

(d) *Programme for intensive period*

It was suggested that every Community Development Block should aim towards a certain level or *norm* in each field of development, which should be determined in the light of local conditions and requirements.

(e) *Programme for post-intensive period*

The development programme in the various departmental budgets should be applied to the Community Development Blocks or their reversion to the N. E. S. pattern and implemented through the staff provided in the block. The 'loan funds' which lie unutilised may be diverted to alternate activities like rural electrification, village housing, etc. The provision suggested for 'local works' and "social education" in respect of completed Community Development Blocks was agreed to.

(f) *Programme for tribal areas*

The following recommendations were made :

- (i) In exclusively Tribal and Scheduled areas funds available for irrigation as loan in the Community Development and N. E. S. budget should be provided as grants-in-aid ; and
- (ii) During the intensive phase of operation each of the special Home Ministry's multipurpose projects in the Tribal and Scheduled areas should have at its disposal a total amount of Rs. 27 lakhs (Rs. 12 lakhs according to the revised Community Development budgetary pattern *plus* Rs. 15 lakhs from the Ministry of Home Affairs).

A special sub-committee of the Conference consisting of representatives of the States concerned and the Ministry of Home Affairs and Community Projects Administration considered the question of location of the proposed 30 special multipurpose projects and a detailed programme of work for these projects. A copy of the sub-committees's report is attached.

4. Training

A. PROJECT PERSONNEL

(i) *Institutional Training*

The following suggestions were made

(a) *Minimum qualifications*

So far as the 'Gram Sevaks' are concerned, the Basic Education Diploma may be recognized as a minimum qualification in those States where it is recognised as equivalent to Matriculation. Reference was made in this connection to the Ministry of Food and Agriculture (Directorate of Extension and Training) letter No. F. 28 (1)/56-Extn. dated 24-1-1956 on the subject of Training of Village Level Workers, addressed to all Development Commissioners. A certificate of 3 months' social service was not considered adequate qualification for recruitment as 'Gram Sevak'. The instructions contained in the Food and Agriculture Ministry's letter under reference would require amendment.

As regards Social Education Organisers, it was considered that since, in several of the training institutions, English is the medium of instruction, and since all literature is available only in English, it would not be possible to accept anything less than a Bachelor's Degree as a minimum qualification for men.

As for Block Extension Officers for Cottage Industries, it was considered that the minimum qualification should be a Degree in Science, Arts or Commerce, preference being given to those who have taken a Degree in Science or Diploma in Engineering.

(b) *Method of recruitment of Village Level Workers*

In order to ensure that candidates with rural background and an aptitude for hard manual work are selected, it is necessary that the procedure for recruitment includes, besides interview and written tests on problems of rural development, rigid physical endurance tests such as walking, cycling, ploughing, etc. It is also desirable to associate Principals of the Training Centres with the selection of Village Level Workers. This was recommended by the Fourth Development Commissioners' Conference but has not been followed by some States.

(c) *Weeding out of unsuitable candidates during the early part of the training period*

The Fourth Development Commissioners' Conference recommended that "steps should be taken by State Governments to weed out unsuitable Gram Sevaks as soon as possible and put the rest on a permanent cadre". It is suggested that the process of weeding out may be adopted at the initial stage preferably during the first two months of the training course, in order to save time and unnecessary expenditure.

(d) *Content of training*

The following suggestions were made :—

(i) It is necessary to strengthen the training programme in the field of cottage and small-scale industries, which has been assigned a high priority in the Second Five Year Plan.

(ii) It was noted that in a number of places essential facilities such as Agricultural Farm or Dairy or Poultry unit, workshop, etc., were lacking. Steps should be taken to equip the training centres with these facilities before the training programme is launched. It would be desirable to set up seed multiplication farms near the training centres.

(iii) Teaching methods and techniques need closer examination and improvement.

(iv) It has been observed that a large number of Village Level Workers have not undergone the full course of training, viz., 12 months in basic agriculture and 6 months in extension. The possibility of sending the partially trained Village Level Workers back to the training centres for completing the course should be explored, as has been repeatedly emphasised to State Governments at various conferences and seminars.

(e) *Teaching Staff*

(i) The Extension Training Centres are the moulding places for the Village Level Workers on whom largely depends the success of the whole programme. The Instructional staff should, therefore, be of the highest calibre and should be well paid. Facilities for free housing, medical aid, education for children, etc., should also be provided for them. The posts at the training centres should not remain vacant for months at a stretch, and frequent transfers and shifting of staff members should be avoided.

To keep training related to the field conditions rotation of teaching staff with field personnel should be undertaken on the basis of the recommendations made at the Simla Conference. In most cases this has not been implemented so far. In the field of cottage industries, it was felt that some of the craftsmen might prove to be the best craft teachers.

It was suggested that an in-service training course of short duration (about a month) should be arranged for instructors prior to their posting to the Training Institutions. Such courses may be held at Extension Wings attached to Agricultural Colleges, Research Institutes such as I.A.R.I., I.V.R.I., or Agricultural Colleges and other technical institutions concerned.

The following other suggestions were also made :—

Block Development Officers

There should be no training session for Block Development Officers between

the 15th February and the 15th April, as this is a peak period for work in the field. This period should be utilised by the training staff for field visits and field work. It was suggested that if a training reserve were maintained in each State, the cost of reserve being shared between the State, Government and the Community Projects Administration, it might be possible for the States to spare a larger number of Block Development Officers for training than at present. It was felt that the same arrangement should be extended to cover all categories of personnel, e.g., Social Education Organisers, medical staff and health personnel, etc.

Miscellaneous

The varying rates of T.A. and D.A. paid to the trainees coming from different States create considerable complications which also contribute to the delay in the payment of dues to the trainees. It was suggested that during the period of training, uniform rates of T. A. and D. A. should be paid to all the trainees. It was agreed that the Community Projects Administration might initially authorize payment of stipends and other allowances to the trainees, later on raising debits against the respective State Governments for their share of the expenditure.

(ii) Organic relationship between the training centres and the field

The Principal of the Extension Training Centre should be given overall responsibility for the implementation of the programme in the Development block around the Training Centre. He should be suitably assisted by a Block Development Officer.

(iii) Establishment of Training Centres

Keeping in view the additional requirements of Village Level Workers for manning the new N.E.S. Blocks during the Second Plan period, definite proposals for the establishment of training centres were made to the State Governments as early as April 1955 by the Ministry of Food and Agriculture. This was further discussed with the State Governments and they were requested to forward concrete schemes in order that trained Village Level Workers are available in time for the new blocks. Many of the State Governments have not yet forwarded their schemes. This has resulted in unnecessary delay. This question should have top priority and steps should be taken to start the new institutions as early as possible. In view of the expanding training programme during the Second Plan period, the need for closer supervision of the training centres was emphasised.

(iv) In-service training programme

The following recommendations were made :

(a) Seminars

Inter-State Regional Seminars have proved useful and should be continued but the number of persons deputed by each State for attending the seminars may

be reduced so that dislocation of work during the absence of such personnel is reduced to the minimum.

In addition to the seminars sponsored by the Community Projects Administration or the State Governments in which the Principals of the Training Centres generally take part, two conferences of the Principals and others connected with the training programme have so far been organised by the Directorate of Extension and Training, Ministry of Food and Agriculture. A third conference is proposed to be held at Simla in June 1956. It was considered desirable that besides the Principals and Superintendents of Extension Training Centres/Basic Agricultural Schools, some selected Instructors from the Training Centres should also be given an opportunity to attend these seminars. It was suggested further that two or three such seminars should be organised on a regional basis and the State Governments should depute their representatives to attend the seminars.

(b) *Refresher Courses*

There is a proposal for arranging regular, periodical, refresher courses for Village Level Workers, Group Level Workers and Instructors. Full advantage of these facilities should be taken by the State Governments.

(c) *Study Tours*

The limited experience available of the study tours organised so far has established their usefulness. There is a comprehensive scheme of study tours for the field staff of Community Development and N. E. S. Blocks. It was suggested that similar study tours of progressive training centres involving both inter and intra-State visits should be arranged for the staff of the training centres.

(d) *Study Circles*

It is felt that a stage has now been reached in the programme when study circles should be constituted at the block level and in Village Level Worker circles also. In these circles the block personnel, village leaders, village teachers and other non-officials of the area could come together for a sort of forum discussions on common problems connected with the programme, thereby promoting and improving the activities in the respective areas.

(e) *Departmental Tests*

It is suggested that a test connected with the work of Community Projects and N. E. S. should form a regular part of the Departmental examination which persons recruited to the various development departments and the Revenue Department should pass. The Community Projects Administration literature on the Community Development and N. E. S. Programme should be prescribed as text books for this purpose.

B. Non Officials

(i) *Village Teachers*

Wherever possible, the basic training and post-basic training institutions may be associated with the village teachers training.

(ii) *Village Leaders—Janta Colleges*

The conference felt that, with the material available, it was not in a position to express an opinion on how far the Janta Colleges had been utilised to bring about education of Village Leaders or how far the officer at the State level organising village leadership programme could coordinate it with Janta Colleges.

(iii) *Apprenticeship Programme for College Students*

The scheme has been started only recently and enough experience has not yet been gained in its implementation. With regard to the constitution of Executive Committee and selection of students, it was considered that as the matter primarily concerned the Education Department, the Development Commissioners may entrust the work to the State Education Departments, if necessary. Reference was made in this connection to the constitution of Planning Forum in different Universities and Constituent Colleges at the instance of the Planning Commission. Development Commissioners were requested to take an active interest in these Planning Forums and make use of them as far as possible.

(iv) *Seminars and Study Tours*

Non-officials should be brought together in seminars organised by the Community Projects Administration and the State Governments and further these non-officials should be deputed along with the officials, and not separately, on study tours in India.

(v) (a) *Camps such as Bharat Sevak Samaj Camps, etc.*

At present, various agencies are organising camps. It is desirable to secure some measure of coordination among the sponsoring agencies.

(b) *Proposed Rural Institutes*

When these Institutes have been set up, they may utilise the facilities available in the blocks for training their students ; their staff and students may also organise adult literacy camps and recreation centres in the villages around the Institutes.

5. People's Programme

(a) *Steps to change over to a people's programme with Government participation*

It was the general experience that where effective Panchayats existed, there

were no insuperable difficulties in carrying out the recommendations of the Simla Conference that a sum of Rs. 2,000 should be placed at the disposal of panchayats for programmes to be planned as well as executed by them. In most States the panchayats are already intimately connected with the formation of the plans for their areas. State Governments who have not yet taken action on the recommendations of the Simla Conference may kindly do so without any further delay.

(b) *Development of village institutions and other Local Self-Governing Institutions*

The following suggestions were made :—

(i) Intensive efforts should be made, through strong and competent organisations formed at each level from the Centre going right down to the block, for the proper development of panchayats and intermediate local authorities as more and more reliance has to be placed in future on these institutions for the furtherance of the Community Development and N. E. S. Programme. The ultimate guarantee of the permanence of the movement would largely depend on how well these village and intermediate local authorities are established and made into efficient people's organisations for carrying through their own programme of welfare.

(ii) It is essential that at the State level the responsibility for developing the panchayats should vest in the same organisation as is responsible for developmental programme. The details of the organisation for developing the panchayats should best be determined by each State for itself.

(iii) In many panchayats the executive functions are being performed by the elected members who have neither the time nor the requisite training in the varied tasks involved. The executive authority should, therefore, be exercised by qualified, trained and well-paid Secretaries whose functions should be clearly defined.

(iv) Keeping in view the ultimate shape which the extension organisation should acquire, viz., to be primarily an extension and advisory agency, it would be inadvisable at this stage to entrust to Gram Sevaks the administrative and tax-collecting functions which would devolve on him if he is made also the Panchayat Secretary.

(v) Adequate arrangements should be made for the orientation of Panches and Sarpanches.

(vi) Panchayats may undertake the following activities:

- Welfare programme,
- Local works and their maintenance,
- Plan of production for each family in the village,

Promotion of co-operative societies,—in particular,
 to assist in the process of making smaller people creditworthy,
 Promotion of small savings,
 Full employment, and
 Prevention of wasteful expenditure on social and religious customs.

(vii) One of the main reasons for the ineffectiveness of the panchayats has been the inadequacy of funds at their disposal. Funds should be provided by the Central or State Governments and the panchayats should be empowered to levy certain types of taxes. They may also be given some 'agency functions' on which they should be given a small commission but in respect of which they should not be required to find any matching resources of their own.

(viii) The question of people's organisations at the levels above the Panchayats is an important one which will require careful and detailed study by a specially selected body of persons.

(c) *Vitalisation of Project Advisory Committees/Block Advisory Committees*

The following suggestion was made by Community Projects Administration regarding the non-official composition of the Block Advisory Committee :—

- (i) All Presidents of the Panchayats within the Block.
- (ii) Members of Parliament and members of the State Legislature from within the Block.
- (iii) A representative of the Co-operative Societies functioning in the Block.
- (iv) A representative of the women's organisations, if any, in the Block.
- (v) A member from other social service institutions or associations functioning within the Block, such as, Bharat Sevak Samaj.

NOTE : In the case of Blocks which have a very large number of Panchayats, say above 15, the Presidents will elect from amongst themselves not more than 20 and not less than 15 to sit on the Block Advisory Committees.

Members of the Central and State Legislatures will be ex-officio members of these Committees.

This was accepted. The need for bringing in representatives from certain other fields, e.g., Gram Sabhas in Uttar Pradesh, was also recognised. The

disadvantages that arise from having a somewhat unwieldy Block Advisory Committee are out-weighed by the advantages which will arise from a fuller representation of all the village institutions and other interests in these Advisory Committees. It was suggested that there should be an annual meeting, the date for which should be fixed sufficiently in advance and intimated to all members, at which the annual programme of work should be considered and also as many important items as are not of an emergent nature. This annual meeting, should be followed by another meeting after six-months, the date for which should also be fixed sufficiently in advance, wherein the progress of work should be reviewed. This procedure should enable Members of Lok Sabha to participate, if they wanted to, in at least two important meetings of the Block Advisory Committee in a year. The dates for other meetings of the Committee should be communicated to all concerned well in advance.

A strong plea was made to make the Block Advisory Committee a really effective people's Committee. Recommendations of the Block Advisory Committee should be generally accepted. A convention should be established that in case the advice of the Committee is not accepted, convincing reason should be given. It was also suggested that the Vice-Chairman of the Committee may be a non-official.

Administrator, Community Projects Administration, gave out as his opinion that the entire responsibility for the planning and execution of programmes may be entrusted to the non-officials in the post-intensive stage. The official machinery should develop and activate popular institutions during the programme period so that these institutions may take over the entire responsibility in the post-intensive stage. This would require further examination.

It was also mentioned that in future it may not be necessary to retain all the existing local institutions, viz., District Boards, Project/Block Advisory Committees, Panchayats, etc. It was suggested that an expert body may be appointed to examine the organisation and functions of these institutions with a view to recommending a future pattern of local self-government at various levels.

The conference refrained from making any recommendations regarding the composition of the District Planning/Advisory/Development Committees, State Planning/Advisory/Development Committees, and Central Advisory Committee as these Committees deal with the entire Five Year Plan and are not solely concerned with the Community Development Programme and National Extension Service.

(d) and (e) *Non-official Organisations and Complementary Programmes*

It was felt that with the increasing tempo of development work there would be ample room for the non-official organisations to function side by side with the official organisation. At the same time it has to be recognised that in a Welfare State which has accepted the socialist society as its goal, the

sphere of welfare activity for the State itself would be ever expanding. In the view of the Conference the time is not ripe to attempt at a demarcation of the respective areas. What is needed at the present stage is a closer collaboration, between the officials and non-officials on the common task.

6. Administration

(a) *Assisting the growth of Technical Departments*

It was emphasised that the system under the National Extension Service, whereby an administrator acts as a co-ordinator of the work of technical officers at various levels, should be maintained. But, while the administrator continues as the leader of the team of the departments at his level, for instance the Block Development Officer at the block level, it is important that the technical officers should not feel a sense of frustration. The responsibility for execution of schemes should be with the technical officers, and that for planning should continue with the administrative officers, with the assistance of the technical officers. The administrative officer relieves the technical officer of his administrative functions, so that the latter can concentrate more on technical work. What is of crucial importance is that the administrator should treat the technical officer as his colleague rather than a subordinate.

As the number of N.E.S. Blocks increases, the number of technical officers at the block level will correspondingly increase. It will, therefore, be necessary to strengthen the supervisory personnel in the technical departments at the sub-divisional, district, and State levels. The strengthening of the personnel should not only be quantitative but also qualitative. In other words the quality of the higher supervisory personnel will have to be of a high order.

(b) *Delegation of powers*

It was noted that while most of the States had delegated large powers to the Development Commissioner and his field staff in regard to the Community Project and N.E.S. Programme, there has been no corresponding increase in the delegations in the various development departments in the execution of schemes pertaining to the Five Year Plan, with the result that the execution of departmental schemes tends to get delayed. In the Second Five Year Plan there are a large number of schemes of the various departments which have to be executed in the Community Project and N.E.S. areas in co-ordination with the Community Development Programme. It is essential that there should be a suitable delegation of powers to the respective departments concerned, so that these schemes do not lag behind the schemes implemented with Community Project funds. The development departments would no doubt consult the Community Project and National Extension Service Officers at various levels before finalising their schemes in these areas, so that the necessary co-ordination can be brought about.

(c) *Delimitation of block boundaries*

It was noted that after the delimitation of block boundaries in the States, the actual number of blocks for some States may be less than the number of blocks to which the States would be entitled on the criterion adopted by the Community Projects Administration. As the block boundaries should not cut across the administrative boundaries it may be necessary sometimes to have blocks with somewhat larger population with a possible consequent reduction in the total number of blocks for the State. In cases where the population of the block is somewhat large, e. g., about 1,00,000 the blocks may be considered as equivalent to 2 blocks, though it may be administered as a single unit. Where, however, the population is less, it should be considered as only one block, even though the population exceeds 66,000.

Some of the blocks now in operation cut across administrative boundaries. The question of their administration in the post-intensive period was examined. It was felt that in such cases it may be possible to allot a new N. E. S. Block adjacent to this block and add some of the villages of the old block to the new block so that the block boundaries will conform to the administrative boundaries. It was recognised that this would mean that certain villages will have the advantage of a longer period of intensive development. The Block Advisory Committee will no doubt bear this in mind in drawing up the overall programme for the new block.

Some of the Community Projects which will be completing their term by September 1956, will have to be spilt up into a larger number of N. E. S. Blocks than their national equivalent. For instance, some of the large projects may have to be delimited into 5 or 6 N. E. S. Blocks and this should be allowed.

Certain sparsely populated States, e.g., Vindhya Pradesh, where big towns with population ranging from 30,000 to 1,00,000 are few and scheduled tribes and scheduled castes predominate in certain areas, may have to be given a large number of blocks than they are entitled to.

(d) *Administrative co-ordination*

(i) Where the Development Commissioner has been left to execute the programme (as is the case in some States) as one of his own department without adequate assistance and co-ordination from other development departments, the programme has tended to become insular in character and to run the risk of becoming inefficient and ineffective. This danger should be guarded against.

(ii) One of the agencies for promoting co-ordination is the State Development Committee. In some States this Committee does not appear to play an active part. Even where these committees have been constituted, they do not

meet frequently to review progress and ensure proper co-ordination. It is desirable to have a regular schedule of meetings of the State Development Committee, e.g., one every month or every two months.

(iii) It is also important to ensure that adequate delegation of powers is given to the officers at various levels charged with the execution of schemes. There should also be a progressive enhancement of powers to these officers in the light of experience gained in the implementation of the programme during the last four years. It should, however, be noted that while the Sub-Divisional Officer, should be given responsibility for the execution of the programme nothing should be done to detract the overall responsibility of the Collector, for the programme.

(e) *Efficiency Rewards as incentives*

The recommendations of the Simla Conference should be implemented in the States where they have not been done so far.

(f) *Field Supervision of programme*

It was emphasised that with the expansion of the programme, arrangements should be made for adequate field supervision. This may be done by—

- (i) appointment of field deputies having jurisdiction over a few districts ;
- (ii) the regular inspection of block offices by the Sub-Divisional Officer and the Collector ; and
- (iii) inspection of accounts by internal audit parties attached to the Development Commissioner. The object of these inspections should be more to guide than to audit. State Governments may like to devise some suitable proforma for this purpose.

(g) *Administrative Intelligence*

The Conference endorsed the main recommendations and conclusions of the Calcutta Seminar on Administrative Intelligence, already communicated to the State Governments *vide* Community Projects Administration's letter No. CPA/51/55-PPB dated 26-4-1956. The following recommendations were also made:—

(i) *Village Level Workers records and registers :*

The programme Evaluation Organisation of the Planning Commission, while revising the existing forms and registers prescribed for the Village Level Workers, should take into account the forms and registers adopted by the Government of Uttar Pradesh.

(ii) Pending the reports and recommendations of the two Expert Com-

mittees set up to go into the details of the Block Survey Report, and fixation of targets etc., the existing practice in regard to these items, viz., the preparation of the Block Survey Report, and assessment of achievements in terms of key indicators of progress should continue. Regarding the quarterly progress report, the recommendations of the Calcutta Seminar should be implemented.

7. General

(a) INFORMATION AND PUBLIC RELATIONS

The following recommendations were made:

(i) A provision of a special fund of Rs. 1 crore should be made for supply of basic and cultural literature and other special educational material to project areas in accordance with the expansion programme for community development visualised in the Second Five Year Plan. State Governments should be consulted for the selection of literature.

(ii) State Governments which have not yet set up Liaison Committees at the State level to look after the establishment and the running of the Information and Community Centres at Block Headquarters centres should do so immediately and get them to start functioning without further delay. Highest priority should be given to the Information Centres in regard to the supply of material. The State Director of Information, in consultation with the Development Commissioner, should study the requirements of the Community Centres in their respective areas and supply suitable literature and material, particularly regional language literature, to these community centres.

(iii) State Governments should forward a list of District Information Centres to the Community Projects Administration so that they could send the literature and material to these centres.

(iv) As regards intensive publicity of Community Development and National Extension Service, the Conference reiterated the recommendation of the Simla Conference that a suitable wing of the State Information and Publicity Department should be organised under an officer of sufficiently high status, who will be exclusively responsible for publicity work concerning Community Development and National Extension Service. It was found that some States deviated from this recommendation and created special units in the Development Department and not in the State Information and Publicity Department. This deviation should be rectified as soon as possible.

(v) State Governments should undertake the preparation of regional language editions of Community Projects Administration publications in the same way as in the case of other technical manuals.

(vi) Close liaison should be maintained between the Field Publicity Officers of the Ministry of Information and Broadcasting and State Publicity

Departments. The use of the publicity equipment (vans and projectors) films, community receiving sets,, etc. supplied by the various agencies in the project areas should be properly co-ordinated so as to ensure fullest and effective utilisation of the available resources. Proper film libraries should be maintained at suitable centres.

(vii) State Governments should see to it that the bulk supply of literature by Central agencies like the Ministry of Information and Broadcasting and the Community Projects Administration is not held up at the receiving end but is distributed promptly to the ultimate recipients. It was agreed that the literature should be supplied direct to the Block Headquarters. The Project Executive Officers and Block Development Officers should ensure that the literature supplied is fully used by the rural people.

(viii) *Song and Drama*

Close liaison should be maintained between the Project authorities and the Radio Stations concerned in the sphere of rural programme and for the popularisation of the song and drama programmes of the All India Radio. Such liaison should include special steps for collection and recording of songs and dramas and special arrangements for staging such dramas in the project areas through the agency of the villagers.

(b) RESEARCH ON COMMUNITY DEVELOPMENT

The Conference supported the idea of field research and experiments being conducted by agencies other than official agencies. It recommended the setting up of a small Standing Committee for the purpose of providing top direction and guidance to such research programme.

On the question of associating the Universities and other institutions with the work relating to the Community Development and N.E.S. Programme, the following arrangements were recommended for trial :—

(i) The Universities and/or other suitable non-official institutions may be entrusted with the task of actually managing some Development Blocks ; or preferably,

(ii) The Universities and/or other suitable institutions may be closely associated with the working of Development Blocks without their assumption of any direct responsibility. Their association may take the form of representation in the Block Advisory Committee and/or actual implementation of certain aspects of the programme for which they are specially equipped, e.g., Agriculture, Health and Sanitation, Education etc.

(c) SAMPLE SURVEYS

Regarding crop estimation surveys in the Community Project/ Community Development and N.E.S. areas, it was recommended that—

(i) The Development Commissioners should issue immediate directives to the Block Development Officers suggesting that they and the Village Level Workers should take an active interest in the work and assist the N.S.S. staff in every possible way while crop-cutting experiments are conducted in the project areas.

(ii) The National Sample Survey, while working in collaboration with the Department concerned in the States, should also keep the State Statistical Bureaus fully informed of the progress of work at all stages ; and

(iii) The actual weighment of produce should be conducted by the Village Level Workers in the presence of a group of cultivators and, if possible, a few members of the local panchayat so as to ensure proper assessment of results.

The Conference considered that the proposed survey of the magnitude of employment and unemployment in the Community Project/Community Development and N.E.S. areas as well as the survey in the 26 pilot areas in connection with intensification of the cottage industries programme would be very useful.

(d) SMALL SAVINGS

The following measures were recommended for promoting the small savings movement in the Community Development and N.E.S. areas :—

(i) Sub-Committees of Block Advisory Committees may be constituted specially for the small savings movement and suitable non-officials may be co-opted to these sub-committees.

(ii) District Savings Committees may be considered to be sub-committees of the District Planning Committees in order that there may be an effective liaison between the savings movement and the planning organisation.

(iii) With a view to facilitating the issue of savings certificates, it is necessary that at least one post office savings bank is opened in every block, if not already in existence.

(iv) The Village Level Workers should be given some training either at the Extension Training Centres or through special lectures so that they may explain the aims and objects of the movement to the villagers ; and

(v) The audio-visual equipment available in the block could be used for giving publicity to the savings movement.

The following observations were also made in this connection :—

(i) With a view to encouraging the people to save more, the proceeds of small savings should be used, as far as possible, for development work locally and on what people generally consider their own projects.

(ii) Maximum co-ordination is needed among various Government agencies interested in mopping up of small savings in rural areas, viz., Nationalised Insurance, State Bank of India, Post Office Savings Bank, etc.

It was understood that the All India Congress Committee set up a Sub-Committee on Small Savings and that the report of the Sub-Committee would be available soon.

8. Miscellaneous

(i) SPECIAL WEATHER MESSAGES

The Meteorological Department of the Government of India (Ministry of Communication) prepared a scheme for the dissemination of special weather messages to rural areas through Community Project Units. (A detailed note on the subject was circulated at the Conference). The scheme is proposed to be extended shortly to cover as many Project centres as possible during the coming monsoon. The Regional Directors in-charge of the Weather Forecasting Centres have been requested to contact the Development Commissioners for collecting information regarding the telegraphic addresses of each Project centre to which the special weather messages would be sent. Necessary assistance may be given by the State Governments to these officers and full advantage taken of the scheme.

(ii) BHOODAN MOVEMENT

It was suggested that the project staff in the Community Development and N.E.S. areas should take an interest in the Bhoodan movement and other constructive work. They were not expected to actually collect lands but could perhaps, assist in the re-distribution of land already collected by the Bhoodan workers and help promote an atmosphere for Bhoodan.

(iii) NOMENCLATURE FOR COMMUNITY DEVELOPMENT AND NATIONAL EXTENSION SERVICE

It was suggested that English expression like "Community Project", "National Extension Service", "Village Level Workers", etc.—should be replaced by Indian terminology. By way of illustration following suggestions were made in this connection—

(a) National Extension Service—'Gram Seva Yojna'.

(b) Community Project—'Gram Vikas Yojna'.

(c) Village Level Worker—'Gram Sevak'.

Further, these may be rendered in local languages in different areas.

(iv) BASIC EDUCATION

The educational institutions that are coming up in the Community Deve-

lopment and N. E. S. areas should conform to the ideal of rural living. In other words, special efforts should be made to introduce basic education in the project areas. Development Commissioners and others concerned were requested to take sympathetic and appreciative interest in basic education.

(v) "*Unto the last*"

It was suggested that welfare of the poorest section of the people—Gandhiji's motto of "*Unto the last*"—should be the ultimate objective of the Community Development and National Extension Service Movement. Research and evaluation are needed as to what are obstacles which stand in the way of reaching benefits to the "*last*" person and how best these obstacles can be overcome.

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Observations of Sub-Committee

Item No. 3(f)—Programme for Tribal Areas

1. The Committee considered in detail the programme of work that should be recommended for the special Multi-purpose Projects being initiated in the Tribal and Scheduled areas by the Home Ministry in co-operation with the Community Projects Administration.

They were given to understand that these Projects would have at their disposal Rs. 27 lakhs (Rs. 12 lakhs according to the revised C. D. pattern *plus* Rs. 15 lakhs from the Home Ministry) per Project except in the case of Assam where the budget would be Rs. 10 lakhs more per Project. These Projects would start functioning immediately and would go on for five years—that is, upto the end of the Second Plan period.

The Committee made the following recommendations regarding the normal pattern for these Special Multi-purpose Projects :—

(1) The normal coverage should be the same as that under an N.E.S. Block in the Tribal and Scheduled Areas—that is to say, an average of about 25,000 persons in an area of about 200 sq. miles or so.

(2) The Block selected for the Special Multi-purpose Project in a Tribal or Scheduled Area should coincide with one of the N. E. S. Blocks which has started functioning from the 1st April, 1956, or one of the prospective N. E. S. Blocks marked out under the delimitation now being taken up in the States.

(3) The personnel of a Special Multi-purpose Project should consist of :—

(i) the staff provided in a normal C. D. Block Budget.

plus (ii) such additional staff as will be required in fields like soil conservation, communications, public health, etc., where additional programmes will be taken up.

The staff pattern is indicated in the Statement attached (Annexure I).

The officer-in-charge of the Project should be selected from Civil Service of the State—that is, of the rank of Deputy Collector or equivalent.

- (4) The content of the programme should be as suggested in the Statement attached. Apart from Agriculture and Animal Husbandry, special weightage is sought to be given to subjects like Soil Conservation (inducing measures for including the tribals to take to settled cultivation), Communications, Rural Housing, Rural Arts & Crafts, Co-operation, etc.

The budget drawn up is meant to be only a pattern for guidance ; it is flexible and the State Governments should have the power to alter the allocations *inter se* (so long as the separate ceilings under “loan” and “other than loan” are not exceeded) taking into account the special needs of the area concerned.

- (5) The equipment required for a Special Multi-purpose Project should be the same as for a C. D. Block *plus* a Mobile Health Van (or a jeep station wagon suitably converted).
- (6) As comparatively much larger working funds would be available for expenditure in the Special Multi-purpose Projects, the Committee considered it of great importance to ensure that nothing is done in these Projects which would have a tendency to rob the tribal people of that self-reliance and local initiative which would be expected of their neighbours in the surrounding N.E.S. and C. D. Blocks.

In particular, it is recommended that as regards the classification of the funds under “loan” and “other than loan” heads and the quanta of people’s contribution expected in the several items of work, the guiding principles in a Special Multi-purpose Project would be the same as those under the general pattern of a C. D. Block for the Tribal and Scheduled Areas.

- (7) The Development Commissioner should be responsible for the implementation of the Special Multi-purpose Projects ; the Departments concerned will, under his leadership, draw up and implement the programme in collaboration with the local people on the same lines as is being done now under the Community Development Programme.

II. Location

As regards location of these Special Multi-purpose Projects members of the Committee were not in a position to give any views without consulting their respective State Governments.

ANNEXURE 1

**Estimated Expenditure on a Special Multi-Purpose Project
For a Period of Five Years**

(This pattern is for guidance only and may be varied to suit local conditions so long as the ceilings under "loan" and "other than loan" are not exceeded).

(Figures in lakhs of Rupees)

	Heads	Total	Loan	Other than loan	Remarks
I.	Project Headquarters				
**	(a) Personnel. ...	4.50	...	4.50	
	(b) Transport, equipment, furniture, etc. ...	1.00	...	1.00	Includes a Mobile Health Van.
	(c) Office and Staff quarters. ...	1.50	1.50	...	
II.	Animal Husbandry And Agricultural Extension				
	(including demonstration equipment, key villages, poultry development, etc.	1.50		1.50	
III.	Irrigation, Reclamation, And Soil Conservation.				(?) To be decided as in C.D. Block for tribal areas.
	(including incentives for settled cultivation)	4.00	(?)	(?)	
IV.	Health And Rural Sanitation				
	(including drinking water supply) ...	2.00	...	2.00	
V.	Education ...	0.75	...	0.75	
VI.	Social Education ...	0.75	...	0.75	
VII.	Communications ...	4.00	...	4.00	
VIII.	Rural Arts And Crafts	2.00	...	2.00	
IX.	Co-operation				(?) To be decided as in C. D. Block for tribal areas.
	(including grain golas, debt redemption, etc.	2.00	(?)	(?)	
X.	Rural Housing ...	2.50	(?)	(?)	-do-
XI.	Miscellaneous				
	(including survey, research, etc. ...	0.50	...	0.50	
	Total ...	<u>27.00</u>	<u>(?)</u>	<u>(?)</u>	

****The Personnel will consist of :—**

- (1) the staff provided in a normal C.D. Block
budget (but for 5 years)

Rs. 3.35 lakhs.

plus

- (ii) the additional personnel indicated below

Rs. 0.97 lakh

1 Assistant Engineer	@ Rs. 300/-p.m.	} (For Mobile Health Unit)
1 Engineering Overseer	@ Rs. 200/-p.m.	
1 Medical Officer	@ Rs. 300/-p.m.	
1 Compounder	@ Rs. 100/-p.m.	
2 Mid-wives	@ Rs. 90/-p.m. each	
1 Extension Officer (Soil Conservation)	@ Rs. 200/-p.m.	
1 Head Clerk	@ Rs. 150/-p.m.	
2 Class IV employees	@ Rs. 50/-p.m. each	
1 Driver	@ Rs. 90/-p.m.	

Total Rs. 1620/-p.m. X 12 X 5)

- (iii) T.A., recurring expenditure such as
petrol, stationery, postage,
contingencies, etc., @ Rs. 300/-p.m.

Rs. 0.18 lakh.

Total... Rs. 4.50 lakhs.

Prime Minister's Message to the Development Commissioners at Nainital

We have many conferences for which Ministers or officials gather together from the four corners of India. Sometimes I have pointed out that perhaps we have too many conferences, but the fact is that it is important for people from the different States to meet together frequently to discuss their common problems. India is a big country, and its problems have both a certain unity and a diversity. It is, therefore, important that all these problems should be viewed in perspective and in the context of India as a whole. Our objective is to encourage a uniform development of India and not to increase the disparities that already exist in various areas.

Among these many conferences, the Conference of Development Commissioners for Community Projects is of special importance. This is so because our Community Projects and National Extension Service have become of the highest importance to us. Conceived originally in a relatively small way, they grew rapidly and became something in the nature of a revolutionary force changing the face of rural India. That itself showed that they answered an urgent need of the time. They have made not only a difference in India and put a new life in the areas where they have functioned, but they have also attracted widespread attention from beyond the borders of India.

The success of these Community Programmes is partly due to the fact that they are not mere imitations of something happening elsewhere, but have grown out of the soil of India, and in line with the needs of today. Therefore, they are realistic and practical, in addition to being idealistic.

We have decided on developing a socialist pattern of society in India, and the Second Five Year Plan provides a foundation for this on which we shall have to build in the future. The Community Development Programme and the National Extension Service should form the essential ingredients of this foundation. To a large extent, these Community Programmes have put new life in the countryside. The time now is for sustained and intensive work. This work must be directed more specially to —

- (1) increased production in agriculture, and
- (2) growth of village industries, which should progressively be organised as producers' co-operatives.

It must always be remembered that our production from land is exceedingly low, lower almost than that of any other country. All our future progress depends on increasing this production and going far beyond even the mark set for it in the Second Five Year Plan. If other countries, similarly situated, can increase their food production rapidly, there is no reason why we should not do so. This means essentially intensive cultivation, better seeds, better

techniques, fertilisers, etc. It does not mean the introduction of any large scale machinery. In this work, our Gram Sevaks and others should take an important part. Our Development Commissioners must realise that our success in this matter will largely be the measure of our success not only in the Community schemes but in the Second Five Year Plan itself.

The Community Programme should necessarily keep in line with the Village Panchayats and Co-operatives. We should develop the people's initiative in all these matters, so that they may rely upon themselves far more than on governmental agencies.

The target set in the Second Five Year Plan for the Community Programme is to cover the entire country. That is a big and worthwhile task, and it will require hard work from everyone. It will require the training of technical personnel. Above all, it will require faith and enthusiasm and the capacity to co-operate.

I send my good wishes to the Development Commissioners' Conference which is being held at Nainital. I hope they will succeed in combining idealism with realism and both with faith and capacity for work before which the biggest tasks become easy to accomplish.

Sd. Jawaharlal Nehru.

New Delhi,
May 3, 1956.

**Inaugural address by Dr. Sampurnanand, Chief Minister,
Uttar Pradesh at the fifth Development Commissioners
Conference at Nainital.**

It gives me much pleasure to extend to you a cordial welcome on my own behalf and on behalf of the Government of Uttar Pradesh. The Himalayas have always been a source of inspiration to the people of this country and I have no doubt that your deliberations conducted in the midst of the beautiful scenery and bracing climate of Nainital, under the shadow of the Himalayas, will result in conclusions of lasting benefit to the community.

2. We had all hoped that Sri V.T. Krishnamachari would preside at this Conference. His intimate association with all aspects of planning and his wide experience of administration in many fields would undoubtedly have been a great help to those participating in this session. I share with you the regret which has been caused by his inability to attend.

3. It is not for me to make any comments about the various items on your heavy agenda. Officers in charge of departmental activities and persons who are actively engaged in the various types of work carried on in the Development Blocks are in a better position to make contributions of value to the work of the Conference. There will have to be a considerable amount of introspection and self-criticism ; you will have to carry out an evaluation of your own work before you can chalk out a path for the future. I have seen the Evaluation Report on the working of the Community Projects and NES Blocks which came out barely a week ago. It contains very valuable suggestions but these have necessarily to be of a general nature, because, when we go into details, we perceive the great variety of conditions which exist from State to State and, not infrequently, from Block to Block in the State. The reasons for this difference are numerous. Some are, of course, purely psychological. The amount of interest which a Member of the Government, a departmental officer or even a Gram Sewak takes in his work is very much a matter of personal equation. This also accounts for the difference in emphasis which one cannot fail to observe. There is perceptibly a greater stress on one aspect of developmental activity in one place and on quite a different aspect in another. Added to these purely psychological reasons, are others of a more material nature ; the availability of personnel, the social and economic condition of the people concerned and the general standard of education in the locality. These are some of the more important factors. With the passage of time we can hope to bring about a better equalisation in respect of these material elements of the situation but the psychological factor—I am referring not only to the personal likes and dislikes of a particular officer or official, but the general mental make-up of the community at large—will remain. Personally I see no harm in this. It would be unfortunate to try to reduce everything in this country to a dead level of uniformity. Nothing is more calculated to kill the movement spiritually. There

is plenty of room for variety in approach and emphasis for local initiative and leadership within the general framework decided by those whose function it is to lay down policies. Work carried on in slightly different ways in different environments gives a better scope for experiment and research and a consequent evolution of better methods and ideologies.

4. While it is not my purpose to enter into details, I should like to stress one or two points which appear to me to be of great importance. The Evaluation Report says that sufficient thought has not been given so far to arrangements for maintenance of facilities after the project period is over. This is a very important point. After all, the project period will come to an end after a specific number of years. The movement should by then have developed sufficient momentum to carry itself forward. Popular enthusiasm should have been sufficiently aroused and the concrete benefits resulting from the work carried on in the projects should be so prominent as not to admit of any doubt that the work will be continued. But enthusiasm and initiative, however important in themselves, cannot go very far. Physical and psychic energy must be properly canalised. We must begin to look ahead from now and devise suitable methods whereby the type of work we are doing now should become more and more diversified as well as intensified. The people should be prepared to take up more responsibilities in a more efficient manner. As has been rightly observed, the whole thing should become a people's movement but such a movement can be successful only if it is fostered and guided at every step by Government activity. What will have to be done in the post-project period should be visualised from now and attention given to devising proper methods.

5. This leads me to another very important question. We have, at any rate, in Uttar Pradesh, a network of village Panchayats spread all over the State. This has been a revolutionary measure. Quite naturally, the experiment has had its teething troubles but, if the panchayats have not been able to do more work, it is principally because lack of funds has stood in the way. As a very important offshoot of the Gram Panchayat system we have the machinery of the Adalati Panchayats dispensing justice in a large number of cases which would otherwise go to the regular courts with all the expense and delay inseparable from them. There are also the District Boards. Quite obviously, there are certain fields of public service which Gram Panchayats cannot tackle, left to themselves. An efficient health service requires adequate financial resources and employment of expert personnel, which no single Gram Panchayat can afford. Similarly, Education above the purely primary stage lies outside the capacity of a panchayat. All these services and amenities have to be provided to the rural community. So far, the District Boards have had the responsibility for this. At the same time it is a fact that the members of the Panchayats have a more intimate knowledge of the needs of the people than the members of the District Boards who represent large constituencies. It has unfortunately, speaking from my experience of Uttar Pradesh, not been found possible to demarcate exclusive fields of taxation for District Boards and Panchayats. This will have to be

done. At the same time some method will have to be devised for co-ordinating the organisational set-ups of these two classes of local self governing institutions. Then there is the question of the District Planning Council. This body is practically independent of local resources in the matter of funds, because it has at its command money placed at its disposal by the Government. As it has to do the work of co-ordination of various Government departments working in the field, it is natural for it to have a strong official representation in its membership. We in Uttar Pradesh have, for some time, been giving thought to the question of establishing suitable relationships between the Panchayats, the District Board and the Development Council. I have no doubt that other States have also been seized of this question. It may be that, as a result, one of the three bodies may have to be abolished. If this happens, the constitution and powers of the co-ordinating body that will remain, whether it is the District Board or the District Planning Council, will have to be considerably changed. This is a very important question and a solution for it must be forthcoming if we wish to avoid chaotic conditions at the close of the project period. It may be that different States will evolve different methods of dealing with the question but the general outline will, it seems to me, have to be more or less the same.

6. This easily leads me to a third important point. Gradually a new pattern of administration is being evolved today. So far, the various departments of Government have been functioning more or less in isolation. The District Magistrate is no doubt some kind of a shadowy link among them. His authority and good offices are always available when any department is faced with difficulty but, with the growth of constructive activities, the development departments have become more and more self-sufficient and the officers representing them at the district level have grown more and more independent of the District Magistrate. There is no cause of complaint in this. In a Welfare State, officers representing development departments should naturally occupy a position of great importance in the body-politic, but this makes the need for coordination all the greater. Without carrying the analogy too far, a Community can be compared to the human body. It is something of an organic whole and the various aspects of communal life cannot be studied or fostered in isolation. The Central or the State Government run on Cabinet lines, co-ordinates all governmental activities. There must be a similar arrangement for co-ordination at the district level. Development projects have today brought almost all important administrative departments on the same platform; the same person represents several departments of the Government at the village level. We should begin to think from now on of the structure of our future administrative machinery, profiting from the experience gained in the administration of the NES and Development Blocks. We have to devise a machinery which, while co-ordinating departmental activities and keeping before all departments the picture of a complete organic whole in whose service all departmental efforts have to be dovetailed, should be sufficiently elastic to suit to his own sphere of work. It is necessary that research should be carried out on this important subject and a plan for future administration

drawn up which can be gradually introduced in such a way as not to disturb our present administrative set-up. I stressed the need for such a research at a meeting of the Development Officers of this State held in Lucknow about a month ago. It is a matter for gratification that the Draft Second Five Year Plan which has been published recently also visualises the need for such a study.

7. One of the items of your programme is the study of the role of a Gram Sewak. This is an important subject. This humble official is really the key-point of the whole scheme. Everything depends upon his devotion to duty, knowledge and personality. It is unfortunate that the type of education we have had in the past put up a great barrier between the educated classes and the masses with the result that, not to speak of the graduate, even the person who has received education at a good secondary school did not feel himself at home among the common people. Their enjoyments and festivals, their ways of living, were alien to him. As a Government servant he might be forced to cultivate close relations with them but it was difficult for him to conquer entirely his feelings of superiority. This state of affairs is gradually passing away but the emoluments which we can afford to pay to a Gram Sewak are not high enough to attract fairly educated men. My own feeling is that the higher the standard of education of a Gram Sewak, provided of course that he is able to attune himself to his surroundings, the more serviceable he can be. His higher intellectual attainments should enable him to form a better picture of the future and thus enable him to provide a better guidance. However, things being what they are, we have to make the best of what we can afford. The objection has recently been raised in high quarters that the Gram Sewak has not been paying that attention to Agriculture which he should, with the result that development blocks as such have not played any prominent part in increasing agricultural production. The complaint is that the Gram Sewak is devoting much of his attention to providing 'social amenities'. There is perhaps some truth in the complaint. In the first place, work in the sphere of amenities is easier and its success or otherwise cannot be judged by tangible results. Moreover it is worth considering if a man who is to take charge of all the multifarious activities which the existence of a Development Block implies can find the necessary time or possess the necessary technical knowledge to guide farmers to make a better utilization of their available resources in land and money. After all the Indian farmer knows his business. He has inherited, even if he has never been to a school, a large fund of valuable agricultural knowledge and skill and he is as anxious as anybody else to improve his agricultural condition. He knows the value of irrigation, improved seeds and good manure. Unless the Gram Sewak possesses technical skill of a fairly high order, any advice which he may tender will be mere commonplace and, quite naturally, no value will be attached to it. But, if he is to be an agricultural expert, it will probably not be possible for him to be much else. This is an important question to which I hope you will be able to provide a suitable answer.

8. In passing I should like to make a reference to finances. All-round development implies the provision of large funds which we cannot afford. It is, therefore, of the utmost importance to make the best use of every pie we possess.

Of course, there are limits to the extent to which a pie can go. For instance, at the September meeting of the National Development Council it was decided that the total area in every State should be covered by NES Blocks of which 40 percent should be CD Blocks. The money allotted to Uttar Pradesh for this purpose is 26 crores, but simple arithmetic shows that the thing cannot be done in less than 46 crores. There will have to be a drastic cutting down of the programme somewhere. I can only hope that whatever we shall attempt we shall accomplish well.

9. Gēntlemen, I shall not detain you any longer. I hope your stay in Nainital will be pleasant to yourselves and profitable to the country. The task that we have undertaken is a big one. May God give us the strength to rise to the full height of our responsibilities. We have the unique opportunity of reconstructing and reshaping the whole life of a great nation. Our labours have already begun to bear fruit. Anyone who will look dispassionately at the scene will see for himself the change that is rapidly coming over the countryside. I have no doubt that we shall succeed in raising the standard of life of the people at large and adding to their moral and spiritual stature. When we first took up this task we had practically nothing to guide us but our own enthusiasm. Our resources were not adequate and there were no precedents to go by but the results which have been achieved so far are highly encouraging. There is every reason to trust that we shall, through our service, mould the Indian people into a nation worthy of its noble traditions and its ancient culture. Let me wish all success to your deliberations.

Remarks by Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission, at the Fifth Development Commissioners' Conference at Nainital.

I

I am happy to have this opportunity of meeting the Development Commissioners once again. These annual meetings are most valuable. They afford opportunities to all of us to discuss our achievements and failures and benefit by the experience gained all over the country. More than this, they serve to fortify our faith in the basic principles of the movement, which are apt to be lost sight of in the everyday problems arising in the implementation of particular programme.

2. We talk of the National Extension 'movement' of which the Community Projects form an integral part. This is a 'movement' only in the sense that, when it was introduced it marked a radical departure from the outlook prevalent at the time, and gave expression to a revolutionary concept. But, it really is the normal pattern of the Welfare State—an integral part of our thinking and of our administrative set-up. This should be borne in mind from the outset and at all stages of the 'movement'.

3. There are four stages in the spread of the Service :

(i) The pre-extension stage. During this stage, local development programmes including local boards' programmes should be organised as to prepare the people for the National Extension Service. These programmes should be prepared in consultation with the people and should be regarded as *their* programmes for which they make a contribution in the form of labour and/or money. This is the stage of preparation.

(ii) The next stage is when the National Extension Service is introduced in an area.

(iii) The period of intensive development, known as the Community Project Programme for three or four years, follows as the third stage.

(iv) After the Community Project stage the area reverts as a National Extension Block. This will be the permanent structure.

It is necessary that the continuity of these stages and their unity of purpose should be seen and felt at all times by the administration as well as by the people. Rural improvement should be recognised as a single, permanent process which is co-extensive with the whole range of rural life and the concern of every branch of administration reaching down to the district and the village. The continuity and unity of the 'movement' can be ensured in practice only if the basic principles are always borne in mind.

II

Basic Principles

4. The basic principles of the National Extension Service are as follows :—

(i) The N. E. S. seeks to embody the efforts of the nation to build up a new life for itself and to create a new pattern of society in which there would be a fuller and richer life for all. In countries like India, there can be no economic growth on a large scale without far-reaching social change. A radical and enduring change in individual attitudes and social policies concerning the problem of rural poverty must be achieved by constructive action within the framework of a democratic Constitution and a socialist Plan. Seventy million families living in the villages must be made aware of the productive possibilities of scientific agriculture and of their own capacity to act together as groups and communities. This is essentially a human problem. In this pattern of society every family has the obligation, together with the opportunity, to work intelligently for the welfare of the village as a whole. There will be equality of opportunity and equal respect for all types of work which are socially useful.

(ii) The motive for improvement should come from the people themselves. Self-help is at the root of all reform, the State merely assisting with supplies and services and credit. The co-operative principle should be applied, in its infinitely varying forms, for solving the problems of rural life. Rural extension is a programme of aided self-help. It should be a people's movement at all levels with the minimum of direct Government participation. The vast unutilised energy and dynamism lying dormant in the countryside should be harnessed for constructive work, every family devoting its time not only for carrying its own programmes but also for the benefit of the country. The women and the youth of the village should participate actively in the promotion of community effort.

All aspects of rural life should be considered, and inter-related programmes of improvement should be comprehensive in content, though there might be emphasis on special sides of it. There is need for an integrated approach, embracing all the elements involved in the economic and social aspects of the Indian rural problem. No lasting results can be achieved if individual aspects of it are dealt with in isolation. This is the lesson to be derived from the experience of States and private agencies engaged in village development. The need for an integrated approach does not mean that particular problems should not be given prominence but that these plans should be co-ordinated with those for achieving the wider aims. The choice of individual programmes and their priorities should, of course, vary from area to area, depending on local conditions and the felt needs of the people. Hence the supreme importance of village planning and active popular participation in the National Extension Service.

(iii) The entire machinery of the Central and State Governments should

be reorganised and equipped for the responsibilities devolving on them under the new conception of the function of administration in a Welfare State. The administration, at all levels, must become an agency for rural reconstruction, an "extension" or rural welfare agency which will extend knowledge and every possible assistance to the millions in the countryside. This means a change of outlook as well as a change of form.

A change of outlook must mark the relations between the officials and common people as well as the relation between the various officials themselves. The feeling among the people should be one of confidence in the administration. The entire development staff must work as a single team towards a common and inspiring goal. In the orientation and training programmes for rural development workers great emphasis must continue to be laid on the need for a healthy team spirit.

A change of form is necessary in that the resources of all the Development departments of Government should be utilised to the maximum advantage for planned and concerted attack on the problem of rural development. Under our federal Constitution activities relating to rural development are almost entirely within the competence of States. The National Extension Service has thus to be integrated properly with State administration. It is necessary that State Government should see that all development expenditure in which people have to play a part—large and medium irrigation projects, soil conservation, consolidation of holdings, the construction of community workshops, social education, etc.,—are incurred through the National Extension Services as a common agency. In this way the scope of the National Extension Service could be extended in different directions, thus securing both economy and efficiency in developmental planning and administration.

(iv) The National Extension Service aims at the closest co-operation with the best non-official leadership at every stage. In essence the National Extension Service Organisation is both official and non-official. Both have to work together. Development programmes are drawn up after the fullest discussion with the people and their representatives at various levels. At the village level, the legally constituted panchayat must always be utilised in the planning as well as in the implementation of the programme. In areas where such panchayats do not exist, they should be brought into existence speedily.

Besides the strengthening of the village panchayat, the possibility of expanding the development activities of district Boards with District Collectors as executive officers must now be explored. The District will occupy an even more crucial place than at present in the administrative organisation, particularly under a decentralised national economy. It would become necessary, therefore, to unify development activities at the district level and to strengthen the district boards. As extension work proceeds the structure and functions of district and sub-district boards are bound to change. It may be found useful to extend their activities so as to cover all development aspects of rural life. To begin with, however, the arrangements should not be rigid. They should be elastic

and changes should be made in them as experience shows them to be necessary. This was recommended in the Grow More Food Enquiry Committee Report. It is now time to consider further co-ordination at the district level between official and non-official bodies as the next stage in the integration of the National Extension Service with the administration of the country.

The preliminary stage is still of the utmost importance. The village panchayat must take root throughout the rural sector and function as the major instrument of rural reconstruction. It is only through such an organisation that it is possible to pool local resources for the maximum benefit of the whole community.

III

Programmes of Development

5. The basic principles of the National Extension Service, which reflect the continuity of the movement, are realized through carefully organised programmes. These programmes of development give substance to the community approach. Broadly, the programmes fall into two categories :

- (i) What may be called permanent or long-term programmes for the village as a whole, and
- (ii) annual programmes for every family for increased production and employment.

6. Under the first head, the utmost importance should be attached to the close integration of the National Extension Service with agencies for carrying out a comprehensive land reform policy. The National Extension Service should assist in the implementation of land reform legislation. It should be in a position to advise tenants of their rights. Land reform measures—regulation of rents, conditions of tenancy, minimum wages, etc.,—cannot become effective unless the smaller landholders and tenants are actively assisted to take advantage of them by the grant of long-term loans for the purchase of rights and for adopting scientific methods of cultivation and improving their lands permanently.

The significance of land reform, "the most important social change now taking place in the world", has been recently brought out by Dr. Doreen Warriner in her *Land Reform and Economic Development* (Cairo 1955). She says :

"Land reform, in the traditional and accepted sense of the term, means the redistribution of poverty in land for the benefit of small farmers and agricultural workers. There is also a wider definition now in use, in which 'land reform' is understood to mean any improvement in agricultural economic institutions The object of using this broader definition is to widen the conception of reform policy, in order to emphasise that Governments which

undertake reform measures should not confine their policies only to the redistribution of land, but should also undertake many other things—the regulation of rents, conditions of tenancy, and farm wages, the improvement of farm credit systems, methods of land taxation, co-operative organisation, agricultural education and so on.”

Secondly, attention must be paid to the consolidation of holdings. A block should be taken up as the larger unit of which a village or a group of villages would be sub-units. In regard to the entire block there should first be an alignment of the road system needed (i) to connect the area with the main roads or important railway stations and (ii) the interior paths connecting each village with the roads under (i). The lands needed for both sets of roads should be given by the villages as part of the consolidation work, and similarly, lands for village schools and middle or high schools, dispensaries, etc., existing and needed in the future, are set apart as part of the process. The advantage of combining consolidation work with this kind of road and institutional planning is that the contributions will be made in proportion to the total area held by each individual, i.e., in proportion to the property owned.

In general, effective arrangements for land management will be an important factor in increasing agricultural production and conserving the national resources of the country. The extension workers and agencies should see that all cultivators are under an obligation to maintain reasonable minimum standards of efficient production and to preserve and develop the fertility of the soil, to bring cultivable wastelands under cultivation within a reasonable period, to carry out measures relating to levelling, bunding and fencing, maintenance of irrigation of channels, eradication of weeds and terracing of fields and so on.

Thirdly, improvement of irrigation facilities and contour-bunding in dry areas should be systematically attempted with popular participation on the largest possible scale. Wherever there are irrigation projects, the beneficiaries should undertake responsibility for payment of a betterment contribution; should have the canals excavated according to a scheduled programme by their own labour without the intervention of contractors; and should take all steps needed to bring the lands under irrigation as soon as water becomes available. In other words, the extension staff should see that the best results are obtained from the projects within the shortest possible time.

Fourthly, the National Extension Service should bring about the closest integration of rural with urban life, so that the two economies may supplement one another. On the one hand, rural life in extension blocks should be organised to meet the needs of the neighbouring towns, production of fruits and vegetables, milk and dairy supplies, eggs and poultry, etc., and on the other, there should be systematic marketing arrangements for these in adjoining urban areas. There should also be the co-ordination of roads, electrical and other systems. With the development of power resources and of communications and the growth of basic industries, the scope for establishing urban-cum-rural centres will steadily increase and as the economy develops, this programme

will gain in importance. The National Extension Service can help in guiding the surplus labour to take proper advantage of the wider processes of rural-cum urban development.

7. The second category of programme is for the benefit of every family in the villages. Under this head the most important is increased employment and increased production. Every family should have an annual plan for the adoption of scientific agriculture and the evolution of a diversified economy for which it should be assisted. Extension workers should help the farmers locally—usually in small groups—with their individual problems of production and distribution by interpreting the results of research and drawing attention to immediate and practical possibilities of improvement. There should also be programmes for subsidiary occupations in the form of cottage and small-scale industries based on careful surveys. Practically every family should have an additional occupation from which it can derive supplemental income. This may be kitchen-gardening, spinning, weaving, poultry-farming, keeping of milch-cattle, eri-silk, bee-keeping or any other that may be found suitable.

Secondly, the National Extension Service must help to organise the community for co-operative endeavour. The aim should be to see that there is at least one multi-purpose society in every village or group of villages on which practically every family is represented. The scope for the application of the co-operative principle is unlimited. In the initial stages credit should be furnished to cultivators who could be relied upon to make efforts towards increased production. In other words, the emphasis will have to be on the credit-worthy uses rather than credit worthy persons. Families which are not in a position to satisfy the tests for credit-worthiness usually adopted should be enabled by loans in kind—good seeds, fertilisers, etc.,—to improve their financial position in such a manner that in two to five years they might become eligible in their own right to become members of the co-operative societies. The co-operative society is intended to help those who can be expected to return loans but do not have the sort of security which an ordinary bank will accept. The village council should advance loans in kind, watch the use of each loan for the purpose for which it is given, recover the loans with interest and also a portion of the share capital for membership of the society at the time of harvest and in other ways, enable the smaller people to improve their condition. It is only in this way that the National Extension and Community Projects movement can benefit the 60 to 70 per cent of the rural families which are at present unable to take advantage of the facilities provided by the co-operative movement.

The size of the co-operative society has to vary according to local conditions. When determining the size of the primary society, three considerations must be borne in mind : (i) it should be large enough to be a viable unit and to be able to provide a competent board of management, (ii) at the same time, the board of management should be in a position to keep in touch with individual families and undertake their rehabilitation in the manner indicated above, (iii) the society should be able to assist in the consolidation of holdings and other programmes referred to for community project areas.

If strong primary units exist at the base, effective organisations can also be built at higher levels. The fields which are specially appropriate for the co-operative methods of organisation are, besides agricultural credit, marketing and processing, aspects of production in rural areas, consumers' co-operative stores, co-operatives of artisans and construction co-operatives. New activities should be co-operatively organised and by stages existing activities should be taken over.

Co-operative land management is specially important; it should help in developing the land and resources of the village and creating new employment opportunities. In co-operative land management, as in the development of co-operative credit and marketing institutions, the training of personnel is of the highest importance. Also, agricultural holdings which are smaller in size than the basic holdings, should receive special attention in regard to the development of co-operation in farm management and all other activities.

Thirdly, the National Extension Service must see that every family contributes its own share of labour or money or both for common works—roads, tanks, school and hospital buildings, village plantations—and for their maintenance.

Lastly, the women and the youth of the village should be specially brought into the movement and taught to take their place fully in it. Particular attention should be given to organising educational and welfare work among women in the villages and to the formation of youth camps and squads. The programme of social education should be implemented mainly through the National Extension Service and through the work of non-official agencies.

IV

Criteria for Assessing Success

8. Among the various criteria that may be used for assessing the success of the movement, the following must be mentioned :—

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

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

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

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

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

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

(vii) Is there economy and efficiency in the operation of the Extension Service, avoiding duplication, delay and over-lapping of administration?

Every progress report should give answer to these questions.

9. The two most important considerations are the universality of the family approach and the uplift of the under-privileged classes. Special care should be taken to ensure that all families in the village benefit them—that every family has a plan of improvement for which it is assisted. Nothing will cause greater damage to the movement than that there should be grounds for believing that its benefits are confined to small sections of the community and that the under-privileged sections—*viz.*, the smaller landholders and tenants and landless labourers—do not share in them. Development programmes should be so devised and organised that these latter are enabled to improve their condition progressively so that inequalities may be reduced and a sense of solidarity and partnership in a great endeavour may be created in the community. Tensions which arise from conflicts of interest can only be lessened when the interest of the community as a whole and the right of each individual to a fair and equal opportunity become commonly accepted values. Extension workers should strive to bring about this sense of joint responsibility and identity of interests.

V

Special Measures for the Second Plan

10. We should now consider how best the movement can assist the Second Five Year Plan. The Plan envisages a much greater effort on the part of the people for full employment, increased production and social justice than in the last five years and sets before them much more ambitious goals. As you know, the Plan aims at an increase of national income of about 25 per cent and at the provision of employment opportunities to about 10 million persons. These targets have been generally accepted as representing the minimum which can be considered satisfactory in view of our pressing needs.

11. There are two main directions in which the National Extension Service can specially contribute to the success of the Second Plan. I hope that

the Development Commissioners will consider these during their discussions and work out their fuller implications in terms of practical measures.

(i) In implementing the Plan we have to take all steps needed to see that there is no inflation. The most important thing from this point of view is agricultural production. In February 1955 the Planning Commission addressed a letter to States (copies circulated separately) suggesting that the aim should be to double agricultural production over a period of ten years. What was envisaged was the doubling of the *value* of production in agriculture, including foodgrains, raw materials, fruits and vegetables, animal husbandry and dairying and milk supply, poultry, etc. In the Second Plan, some effort is being made to diversify agricultural production but on the whole, the agricultural targets stated in the Plan are conservative, even insufficient. With the resources provided in the Plan, it should be possible to achieve higher targets. Increased agricultural production is an important 'resource' for development. If an all-out effort is made in National Extension and Community Project areas and elsewhere and the agricultural programmes are organised efficiently at the village level, it should be possible to step up production in the third year of the Plan to a level at which our agricultural exports can be increased substantially. What I have in mind is an increase of about 40 per cent in agricultural production by the end of the Plan and a price level of, say, Rs. 10 to Rs. 11 per maund of wheat. The agriculturist stands to gain if production increases by 40 per cent and prices decline by 20 per cent. His terms of trade should of course be safeguarded so that his net return is not allowed to diminish. For this, adequate amounts of short-term finance should be assured. Short term loans are over and above the allocations in the Plan. It has been suggested in the Draft Plan that each district and in particular, each National Extension and Community Project should have a carefully worked out agricultural Plan. Within this framework, it is necessary to bring every family into the movement for increased production and to get every village to make its own plan and set up for itself certain standards of performance. Similarly, programmes for expanding the co-operative movement, for setting up and assisting household and small-scale industries, etc., should also be prepared.

(ii) Every effort must also be made to get each family in the nation to make its contribution to the small savings movement and to feel that it has a stake in the success of the Plan. If political democracy is to be effective and the pattern of a socialist society is to be evolved, the country should depend for its economic progress not only on the large savings of a few but also, and more significantly, on the small saving of the many. There is no doubt that the country has the resources—potentially at least, but they must be drawn into the productive system. Collections under the small savings scheme have nearly doubled during the First Plan, but they still come largely from urban and semi-urban areas and from the more well-to-do persons in the rural areas. The small savings target of Rs. 500 crores for the Second Plan calls for a doubling of the present rate during the next two years. This brings out the need to mobilise all the resources

that can be made available, and at the same time, to exploit every possible new source of savings that arises as development proceeds under the Plan.

In the rural areas, the National Extension Service is the best agency for stimulating savings. This agency is both official and non-official at all levels and is in close and constant touch with every family in the areas to which the movement extends. The National Extension Service should take its full share in carrying the message of small savings to every village and in organising the necessary effort in the rural areas. Where the movement is not yet in operation, a pattern similar to it may be evolved. The classes of people who can be expected to contribute savings may be mentioned. These are :—(i) primary producers—bigger landlords and tenant farmers, (ii) money lenders and village traders, (iii) medium and small cultivators who have benefited from restrictions on rent and whose incomes will increase with the adoption and implementation of measures for increasing productivity efficiency, for supplementary occupations through cottage industries, etc., and (iv) the village artisans whose earnings will increase under State schemes for the promotion and improvement of small scale industries.

One point is worth special mention. In the Second Five Year Plan for irrigation the emphasis is on medium projects and fairly large numbers of these will be spread all over the country. Efforts must be made to see that labour co-operatives are organised in the areas under these projects for executing the works so that the expenditure incurred may benefit the people concerned and these may become available as savings. Further, the holders of the lands which will benefit by the irrigation should be persuaded not only to pay the betterment contribution but also to save additional amounts wherever possible.

12. Today there is an awakening among the people of India which is already so strong that no one can ignore it. What is necessary is to canalise this new force into constructive channels by extending new knowledge to rural society, and organising the instruments and institutions by means of which the knowledge can be applied for the betterment of village communities. This is the basic requirement of social change and the only way in which technology and tradition can be combined to create a more prosperous and enlightened peasantry.

*Gist of the speech of***Shri S. K. Dey***Administrator, Community Projects,***at the Fifth Development Commissioners' Conference***at Nainital on May 5, 1956.*

Friends and Comrades,

With your indulgence I would like for a few moments to do some random thinking with you before I come down to business.

During these four years since we started the Community Development Programme, lots of things have happened. Apart from multi-purpose projects and State enterprises like the Chitranjan Locomotive Factory, Sindri Fertilizer Factory and the Machine Tools Factory there has been something like a ferment in the countryside.

We hear quite a lot of talk about our programme. Now, should this be a purely agricultural programme? That is, should we ask the villagers to produce agricultural goods to feed the townspeople and the factories and industries and to pay for amenities which the urban people can claim because they can shout slogans before Parliament, and can paralyse the activities in cities. Or we should do something to give recognition to the fact that 82.5% of India's population has a right to live and that they have claims to certain basic amenities such as others in the cities claim.

We have, according to statistics, a doctor for every 2,000 people in the cities. The number of schools is increasing in the cities. Residential quarters for the labourers are being built with all amenities; giant Secretariat offices, Departmental offices and residential quarters for officers functioning in Government are coming up in increasing numbers. I do not grudge these; these are necessary for the developing economy of free India. But the villagers must also have a certain modicum of amenities. When we provide under this programme, for a doctor for every 65,000 of our village people, we should not grudge it. When I see children going out five miles from their home village to attend the school, I feel sad. I myself was a victim of that. I walked six miles in the morning and six miles in the evening for a period of eight years for elementary education. We enquire do we need these schools at all? The pupils can sit under the shade of a tree!

The villager cannot get out of the village for four to six months of the year because he does not have the communications. Even today within two miles of the Grand Trunk Road we have villages in which elephants have to be used for eight months of the year to get out of the village! Such villages exist

and when the villager is prepared to construct roads by his own labour and seeks Government assistance to ensure that the road which he has built through his crude effort is not washed away by the rains, we seem to think we are giving too many amenities to the poor beggar ! How much amenities have we been able to provide so far ? I know, and I ought to know more than any one else working on this programme—that we have not yet done proper justice to this most fundamental need of the villagers.

I now come to the economic aspect of the programme. What does it mean ? We have to give strength to the villager by making him economically more progressive, more prosperous and more forward-going. We have to do tremendous work in the field of agriculture and in the field of village industries. We have to make up considerable leeway in village industry in particular. I have known a wonderful worker who started cottage and village industries in Rajpura township in PEPSU. She has tried to provide livelihood to almost every single inhabitant of that refugee township. He has two Godowns full of khaddar. There is no market for it. What is the answer ? This answer cannot be found by the Block Development Officer or by the Village Level Worker. The Government of India must come to a definite decision. What to do with the product ? Where it has to go ?

Agriculture :

Large areas in the country are crying for agricultural aid. There are a number of States which have not yet got the seeds which are to be used on different soils, what to speak of obtaining the benefits of higher research. The Agricultural Department in the State must carefully chalk out a programme with a supply line flowing evenly and continuously. The same thing has to be done in the field of village industries and co-operatives. The co-operative banks are under an obligation to pay back the money that they advance, but between 60-70% of our village people are hardly in a position to offer security. The result is that the comparatively more affluent people who have land, who have resources became co-operators and the poorer people are left where they are. Now that is the picture I place before you. We have been struggling hard for the last four years with all the honesty that we command. Many people have fallen off by the road side, including many a Development Commissioner. Today, out of the original 29 Development Commissioners who took charge of the programme in their respective States 3½ years ago, only three are old faces. The rest have been replaced not once, but many times. The burden has indeed been terrific.

We talk about co-ordinated programme. How can we bring about co-ordination unless all the Ministries in the Centre and the States think together and create a pressure which will travel down the line right upto the ground. The Technical Departments must maintain full contact with the soil and devise means to cope with the new demands that we have created through this hurricane programme all over the country.

In 1952 the question came up how to begin the programme. Immediately,

it was felt that we must have the agricultural programme but the Grow More Food scheme had been going on for quite some time. Although something was happening, it did not create an urge in the villager to produce more. He did not quite know whom he was producing for. Except the few well-to-do who had plenty of land on which they could use irrigation pumps and tractors and could make some profit, the majority of the cultivators were left completely uninspired. Therefore, very rightly it was felt that we have to first create an emotional fervour in the villager. He has been a beast of burden for centuries. Let us try to give a dignity to him, create 'a sense in him that he is a citizen of this country and that he has a right to live. Let us make an impact, a total impact on his mind. This total impact could be created only through a co-ordinated approach. We cannot divide the village sectors dealing with agriculture, animal husbandry, reclamation, communications, public health and the rest into separate compartments ; so we decided to have a Multi-purpose Programme.

Now such a programme could not be the function of a particular Ministry in the Centre. It had to be a combination of all the Ministries. Therefore, a separate body called the Central Committee and a separate "messenger" organisation called the CPA were set up at the Centre to carry the message of the programme to the villagers. Because it was fresh, it was revolutionary and it was young, it could go ahead without let or hinderance. We got the Development Commissioners to the Centre to discuss the programme ; we ourselves knew very little as to how it would shape. But we knew one thing, namely, that we had been charged with the responsibility of creating a new awakening in our rural people. We had to create a suitable machinery—a machinery essentially for co-ordination of departmental activities. So we demanded that there should be a State Development Committee, there should be a State Development Commissioner-cum-Development Secy. and that there should be a State Advisory Committee consisting of all the Heads of Departments at the State level and the Secretaries. Even after three and a half years I am sorry to say that I am still not in a position to claim that the original procedure that we set out and which has proved its efficacy during the last few years and has been universally followed. Only three days ago a Development Commissioner has been for the first time given the powers of a Secretary of the Government in a State, and this after nearly 3½ years of continuous persuasion !

When we started the programme some people said that it was a Government programme completely divorced from the people. It did not start with the people. The people's representatives said, "Government servants are useless and the people have not been made ready for it." Yet within three months it was discovered that the people were very much alive. If the people's leaders and the Government agency could show the road to the people and if they could win their faith they could get the people to move the Himalayas. So the Government had to think immediately of further expansion of this programme.

I approached the Planning Commission and told them that Rs. 90 crores which had been earmarked in the First Five-Year Plan for Community Development could be allocated for two types of programme. One could be the more intensive type and the other could be less intensive. Now the National Extension Service as was visualised in the Grow More Food Committee's Report was intended to provide the centre around which activities could be conducted. So when the final plan came out, Rs. 3 crores which were provided to establish the National Extension Service was integrated with Rs. 90 crores meant under the Community Development Programme.

Review of Operations

We want to find out how far we have travelled. I would, therefore, come straight to the field of operation.

Agriculture and Animal Husbandry

In Agriculture we have done appreciably good work but considerably more could have been achieved if we had the research facilities related to the ground and the proper administrative procedure by which departments could transmit the knowledge of research through the extension agency. Nuclear seeds are still to be evolved in quite a number of States. Same is the case with State farms, fruit and vegetable nurseries. No State can claim that it has done enough in any of these fields. We have to travel a very long way and the distance covered by these extension agencies will depend exactly on the extent to which the technical departments of Agriculture in the States have travelled in the direction of research, of supplies, of extension, of training. Similarly, in the field of animal husbandry we do not have enough staff. Indeed, the greatest shortage in technical staff that we have in the country today is in the field of Animal Husbandry, and Public Health. Doctors are there but they would not like to go to the villages. Midwives and lady health visitors are almost unknown in rural areas. We have shortages of pedigree bulls. We have grave shortages of fodder. Artificial insemination can do very little good unless we take up simultaneously all the aspects of the Animal Husbandry programme including many aspects of agriculture.

The same holds good for reclamation. People as well as Government in the project areas have done quite a lot of work to reclaim fresh land and yet lots more remain to be done. Here again, the State Agriculture Department and the Central Tractor Organisation has to come into the picture and concentrate in these areas rather than giving priority to their commitments elsewhere. The Community Development areas and the N E S areas should be treated as intensive areas to which priorities should be given by all the Departments for all new schemes of development.

Irrigation:

Large scale irrigation programmes are of course going on. In minor irrigation, however we have shortage of engineers. Again, engineers in the

States are proving extremely difficult to be brought into the picture for full co-ordination and therefore we cannot make very substantial headway in the field of minor irrigation. In fact, one of the heads under which we have had grave deficit in spite of availability of funds, and inspite of the high priority that has been given to it, is minor irrigation.

Village Industries :

Village industries have already been discussed. The question is basic and the answer has to be basic. No Block Development Officer, no Development Commissioner by himself can find a single answer. It is only lately that we have succeeded in getting the various Boards set up by the Government of India, to come together and chalk out a common plan for Community Project areas. We have taken up 26 Pilot Projects and we hope that we can do something in these projects. We will try to multiply the experience in all the Community Development Programme Blocks, and in a reduced way in the N.E.S. areas also.

Public Health :

We come to the question of Public Health. In the field of Public Health we have done very little of family planning because here again there is the problem of ideological controversies but I understand these controversies have now resolved. I hope I am right. Our people, particularly the village level worker, cannot go ahead and preach family planning. A woman worker, a doctor or a lady doctor has to do it. The training of women workers has to be speeded up. We have to be very realistic about what we wish to do.

In the field of drinking water wells we have progressed substantially, though not of course according to the target that we should have in view in the India of tomorrow. In the field of village lanes, considerable amount of work has been done by the village people on their own but again it has not been universal. The village lanes and village drains still remain as dirty as ever. So far as the interior of the houses is concerned, very little has been done because men and animals are still living together. One cannot expect too much of sanitation in those conditions. Therefore, we have to take up housing programme in the villages.

Education :

In the field of Education, we have, opened up a large number of schools. The villagers have built up school buildings some of which are enviable. Everytime I see school buildings I feel envious considering what I had to go through in my childhood. It has been a grand achievement on which the whole of India can be proud.

We have to think in terms of treating the village school as a community centre instead of trying to build up a separate community centre outside, for the

village people to play with. If the village school can be turned into a community centre and it could be provided with a small nursery, small land in which the village school children can dirty their hands and have an electric touch with the soil, we may have a different view a few years hence from what we have today. But here again comes ideological controversy whether we should have *education with crafts* or *education through crafts*. I understand that the tangle has been resolved. A Committee set up by the Ministry of Education to go into the question of implementation of the basic education programme has, I understand come to a definite decision. We can begin with *education with crafts* instead of education through crafts but the ultimate course to which we all are wedded should be kept in view. So when this comes and the village school can be made into a community centre and the village school teacher, at least the selected ones amongst them, can be given some training by us in the community methods and the principles and objectives of the community programme, the picture may be quite different. We have received an assurance from the Ford Foundation for starting a training programme for about 70,000 village teachers and also village leaders during the next five years.

Social Education :

The Social Education Organiser is the most misunderstood functionary. The reason why the S. E. O. was posted in a project area was to have someone who knew something about all the aspects of the programme so that he could go out into the villages and tell the village people about all aspects of the programme. The villager could thereafter decide what particular programme he considered to be priority No. I. The specialist in that subject could go there afterwards with more detailed knowledge. Now that has been lost sight of. We were aware that the Block Development Officer was the most appropriate functionary to do this part of the programme. This functionary, however, is involved in many administrative problems, and last but not least, with audit objections! We thought we should assist him by providing the services of a social education organiser also. Now instead of using him (the S.E.O.) for the purpose for which he was designed we are using him as an entertainment man. Everywhere he is the recreation man. If any meeting is to be held—Social Education Organiser is the man. But, he is not fully trusted it appears nor is he given the original work for which he was trained.

Communications :

Coming to the question of communications, we have built roads. About 23,000 miles of roads have been built, particularly in under-developed areas. Terrific efforts have been made by people of the village. I am sorry to say that very few of the Development Commissioners have had the opportunity of seeing what actually has happened in many parts of the country. What has happened is unbelievable, stunning. Even in the hills,

the aboriginals in one block built 250 miles of pucca roads for the village people without asking for a copper. These roads have been built but, unfortunately, in many cases our engineers are yet to provide the bridges and culverts and also in our own enthusiasm to make a mark in the progress report, we have followed the old track. The old track as we all know is usually serpentine. Now we try to put some mud on it with no consideration for the fact that in future if P.W.D. or even the District Board were to take over, it certainly would consider the length of the road and cost of maintenance. It has not been done because in the absence of proper approach from the concerned departments, the Block Development Officer has to constitute himself as the Chief Engineer of the Block, the Chief Agricultural Officer and the Chief Animal Husbandry Officer, all in one. What can the poor man do?

Panchayats:

In the field of Panchayats, we have to go a long distance. Panchayats cannot be built and cannot be vitalised unless we are prepared to take a risk. If the Government was prepared to take a risk—a grave risk, I should say, in entrusting this vital programme in the hands of the Government officers—I think it would be justifiable for the Government to take a chance with the village people particularly when we have a multi-purpose administrative machinery consisting of the Village Level Worker, the Block Development Officer, and other specialists to supervise the work of Panchayats. We must try to delegate our powers to the village Panchayats and trust them even at some cost. When a new business is undertaken even a commercial firm makes an allotment of 5–10 % of the total expenditure as probable write offs.” So, in the same way, we have to be prepared for a certain amount of writing off. But I have no doubt that if supervision is exercised vigilantly the amount of ‘write off’ would be negligible.

Administrative in Co-ordination:

Administrative Co-ordination is still to be achieved in all the States. After all it is a process, and there will be a continuous battle of nerves and wits. Our only effort is to see that this battle is inspired by an honest purpose of meeting each other and joining with each other in a common effort. If that can be achieved I have no doubt that many of our problems in the implementation of this programme will be over.

Training:

I come next to the question of training. In the field of training, C.P.A. has set up quite a number of training centres. C.P.A. do not wish to take any executive programme. The Ministry of Food and Agriculture was good enough to take up the programme of the Village Level Workers, Agricultural Extension Officers and the Gram Sewikas. The Ministry of Health were prepared to

take up the training programme for all public health workers and the Ministries of Production and Industries are prepared to take up the work of training our officers in village industry. But in the field of Block Officers inspite of our efforts we could not persuade the Home Ministry to take up the work of training on our behalf. The Education Ministry had some difficulty in taking over the programme of Social Education. Even in the centres which we are running, we find it extremely difficult to get the requisite number of trainees. We have been sending telegrams and letters and the expenditure that we have incurred in C.P.A. over telephones is something which probably has no parallel, and yet at the last moment we find that where we have provided for 80 trainees there are just about thirty because, at the last moment some States have withdrawn their candidates. I am not saying that our training centres are what they should be. We have tried to do everything from our side and we hope the State Government will also do something to help our training centres and see that these centres receive the requisite number of trainees and the accommodation is not wasted. In the States we have done considerable work in the field of extension training centres, supervisory training centres and Home Economics centres for women. Yet these are to be fully staffed. We had staff three or four years ago. These people did not even know how the community project programme was moving ahead. So they continued to teach the same thing which they were teaching four years ago. I had in my Engineering College the same teaching on the subject of roads which my professor had thirty years earlier in the same college as a student. He thought that the world had not moved. In the same way the world of many of our training instructors has not been moving. Training should be the most vital thing in this programme. If this vitality has to come it has to come from the instructors. There is no other way of vitalising these centres. These instructors have to be vitalised through the rotation of staff between the training centre and the field. The very best staff has to be put into the centres.

Now we are talking in terms of a new age. We remained the beast of burden for the whole of the world for a period of 200 years because the Industrial Revolution by-passed us. Today every one knows that a revolution far greater than the Industrial Revolution is round the corner in the form of atomic power that is coming to play its part in our life. Fortunately we are now a free agent and conscious agent and therefore we should be able to make both the revolutions come in one stroke. When that happens, it is elementary common-sense that our people would not certainly permit us to think in terms of two wells for a thousand people, one doctor for 65,000 people and a thatched hut and a tree shade for a village school. They will not permit it. Our village people are also waking up and they are realising their powers. Therefore, two sets of standard—one for the villages and another for the cities—will be untenable.

If this programme goes through, and I have no doubt that it will—because no one in the world can resist it—one thing at least we are going to do.

The villager is going to be awakened from his *Kumbhakaran* slumber, "When that happens he will also know how to join together. We have an All-India Farmers' Forum which is growing. Therefore let us not talk in terms of double-standards between the cities and the villages. We have to think in terms of the same standard. This disparity is already increasing in the villages and I found it from my personal experience when for seven days I worked as a village level worker. We have helped the people who have land. We have done very little for the people who do not have land. The villager is still waiting for the Ambar Charkha so that his wife could spin some yarn and produce some cloth. These disparities have to be wiped out. Of course, we have to find the funds for maintaining the wheel of the Second Five-year Plan in motion—but if this wheel is kept in motion only at the expense of the poor, dumb and mute villagers, something certainly is going to happen and it will not be good for any one of us particularly those who claim to be deciding the policies for the future and priorities for the future. The writing on the wall is quite clear.

In this Second Five-year Plan, our programme has a particular role to play. It can bring about a unity of thinking between different people at the village level if we go to him with the whole programme of community development, with all aspects of this programme including village industries. If we get all the people together we will bring a unity there and that unity will reflect itself at the block level. If we are serious about the Block Advisory Committee, we have to see that its non-official character is also reflected at the District Planning Committee, higher levels, namely the State Advisory Committee and finally the State Development Committee.

I have to go back again, I have missed a point. In many States the State Development Committees have been set up but they have not even met once. In some States the State Development Committees meet once or twice a year. Now, you cannot have unity of thinking at the village level unless that unity of thinking has been dynamically pushed from the top right down to the ground. It will have to be unity at the ground level and unity at the top level. It will have to be a two-way traffic—the unity of thought from the ground coming up and trying to fertilise the discordant element even at the highest level in the States as also in the Centre.

Activisation of such Committees, I consider, is a matter of the highest importance. Unless the Departments know that there are Ministers wanting them to push forward, the Departments will not work. Therefore the State Development Committee is the only body which can issue mandates to the departments to function on this programme. In the same way other committees can function. Now here again the administrative services have a very important role to play. So far, it is the administrative services in India which have been holding a supreme position. That supreme position also generated certain amount of contempt more on account of the way in which power was exercised

and also because of the frustration prevailing among the common people. After our independence, fortunately, for our programme and for the future, that contempt has been replaced by one of admiration on account of the competence with which the administrative services have dealt with the programme during the past four years in direct contact with the people. But that is not enough. Administrative services can at best set up the procedure and awaken the people. It cannot give or add content to the programme. The content to the programme has to be added by the technical departments. The whole world today, as you know, is becoming jealous of Russia, not because she can challenge everyone with the latest weapons, not because she has been able to rise from her primeval economy in a period of 35 years to an economy which is challenging everyone, not because of the large scale expansion that has taken place in technical services but because of the dignity that a technical functionary in that regime enjoys today. You go to America. It is the technical man who is held in high esteem, not so much the administrator. The administrative services no doubt hold key posts in the Government of America.

So far I have been asking and appealing to my friends in the administration to go over and carry the message to the people and earn for themselves a right to claim as a co-sharer in the independence that others won for us, in the freedom that we are trying to establish for the future. Now I am making a much bigger demand and I am afraid unless I get a warm response to this demand our programme is going to come to a standstill much sooner than you have reasons to fear at the moment. The administrative services have to give *izzat* to technical services. The administrator has to be a co-ordinator, as my friend Goswamy says in his thesis "more to listen than to speak". That is the role the administrator has to play in the new context and if he can raise the technical departments to a sense of dignity, a sense of pride and a sense of fulfilment in this programme right from the ground in touch with the people we shall have nothing to fear so far as the future is concerned. It is not easy to abdicate the position of power and to see that the other man shines. But one should realise that the administrative machinery does not have any power of its own. It only reflects power that the people have reposed in their representatives and that descends from the representatives through various institutions. There is no reason therefore, why we should not have a wider partnership in this great power of the great people of India.

Now we come to the wider horizon. You know for the first time the U.N. have set up a new section under Community Development. We had sent out a small team of Development Commissioners, two and a half months ago. They have given a report. It is being printed and sent out to you. Now Indonesia is starting a programme, it has started in fact. I went recently to Nepal at the invitation of our Ambassador. Nepal has started a programme on this line. Iran has started a programme on this line ; Iraq and Afghanistan are starting programmes on this line ; Pakistan had also started a programme.

Ceylon had started her programme and I believe under the new government this programme will receive further fillip. The same thing will happen in Burma after the elections.

Therefore this programme is now ceasing to be a pure Indian programme from one point of view. It is true the programme, the shape of it, is what we have given to it. But the programme is being studied by the people all over the world and particularly our immediate neighbours. It is not merely our success and failure here, it is the success and failure of all the underdeveloped countries.

Through the programme we have to find a new way of our own. Every one that comes to this country and sees something being done tries to give us a bouquet. We should not misunderstand these bouquets, and get complacent about it. Any one who comes from outside finds that through this programme it is possible for different political parties to work together, from Princes to beggars, for a common purpose. They get wonder-struck that what our Prime Minister calls co-existence is really in action. Therefore we should realise that we are now playing with the future of the whole world.

I would like to go back one step and again come back to my original thesis.

Should this programme be an agricultural programme ?

Should this be the village Industries programme ?

Should this be the basic education programme ?

A man, I have found from my experience and I would like you to correct me if you wish, can be described as an equilateral triangle each side of which represents a particular segment of him. Man is an economic animal ; but he is also a social and a spiritual animal. The three sides of an equilateral triangle must be equal to one another. As soon as you shorten one side, the balance is disturbed and the other two sides start elbowing each other. There is a contradiction that immediately results. From this contradiction comes hypocrisy and from hypocrisy bankruptcy. Now that is what is happening in this country. All the eunuchs in the past passed off as Brahmacharis and the cripples thousands of years ago as the non-violent disciples of Buddha ! That is what happened. We have to have the three arms pulling on together evenly with each other. You disturb one single arm even to the slightest degree and you have disturbed the other two upsetting the balance of the whole form. Now that is precisely the equilibrium that we are trying to achieve under this C.D. Programme. Community Development was intended to bring about that balance by ensuring that the three arms of a triangle will so converge as to form an equilateral triangle.

I will sum up in five more minutes.

Naturally, I have spoken at great length and I do not wish to confuse you or to confuse myself. We wish to find out the immediate priorities and the priorities as I see are five ; these are :

1. Vitality in the Training Programme

The Community Development Programme will be successful exactly in proportion to the vitality and resilience of our training programme.

2. Economic Programme

The present leeway must be made up. Simultaneously the amenities programme also has to go considerably forward. There is no question about reducing or stopping the amenities programme. The economic programme has been left so far behind in contrast with the progress of the amenities programme that it looks as if we are only trying to entertain the villager and that we are doing nothing permanent for him. This situation can be corrected only through the intensification of effort on the economic side and not by cutting on the amenities programme.

3. People's Institutions

The N.E.S. is an integrated administrative pattern. We cannot build up people's enthusiasm and sustain them indefinitely unless this enthusiasm is woven round institutions which will progressively move forward. This is something about which we have to do considerable amount of thinking during the next two or three days, if we are really to evolve a healthy pattern which will take us further in the ultimate direction we aim at.

4. Dignity of the Technical Services

Every one has to judge for himself when he is in the company of a technical officer visiting a project. Is he using this man just as an annexe to him or is pushing him forward to make him do his job, himself trying to clear only the obstacles *en route* ? The answer can only be given by the Administrator himself, at whatever level he is, whether he is a V.L.W. or he is a Development Commissioner or anybody.

5. Democracy in Action

This programme provides a tremendous opportunity to our people to build up democracy from the grass-roots, where the village level worker was expected to have round him village people planning for their future, implementing their future and assessing their future. The same thing was intended to be followed at the block level. We have gone considerable distances in the direction of democracy in the Governmental Organisation but yet this democracy has not percolated to other sectors of Government. I have had complaints from many Gram Sewaks that in our organisation—when the

Development Commissioner or the Collector goes to a village and meets the Village Level Worker, he tries to give him a position of dignity in the eyes of village people, while, on the other hand, when a Technical Officer either from a district or from the State Headquarters goes to the village, he pushes the Gram Sewak on one side and treats him worse than a peon. This is the complaint usually made. Now it is again not the fault of the Technical Officer. It is our own fault. Because we have not brought the technical people into the picture. The more I see this programme, the more I tackle the difficulties that are facing every day, the more I discover that the one most encouraging feature in it is that every one in this country—Government Servant, non-official belonging to any institutions whatsoever and the people—is honestly eager to play his or her part. We have not done enough to propagate the objectives of this programme and to involve the people who are now outside the arena, in the programme which we are trying to implement on our own. We cannot go far from where we have arrived unless we have wider partnership with technical departments, wider partnership with people's institutions and wider partnership with political institutions in the country.

**Issued by the Community Projects Administration, Government of India,
Printed at the Coronation Printing Works, Fatehpuri, Delhi.**
