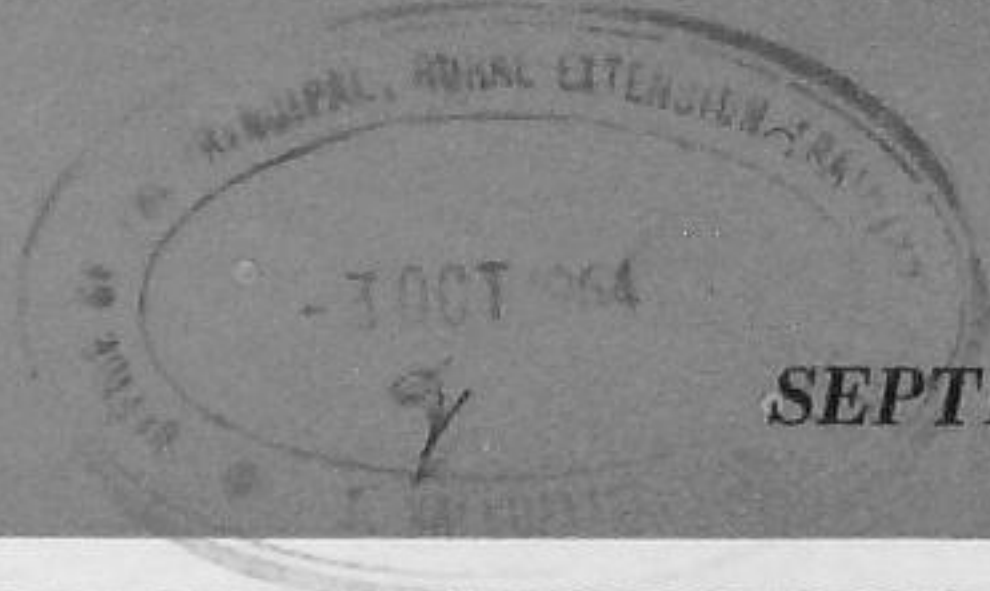
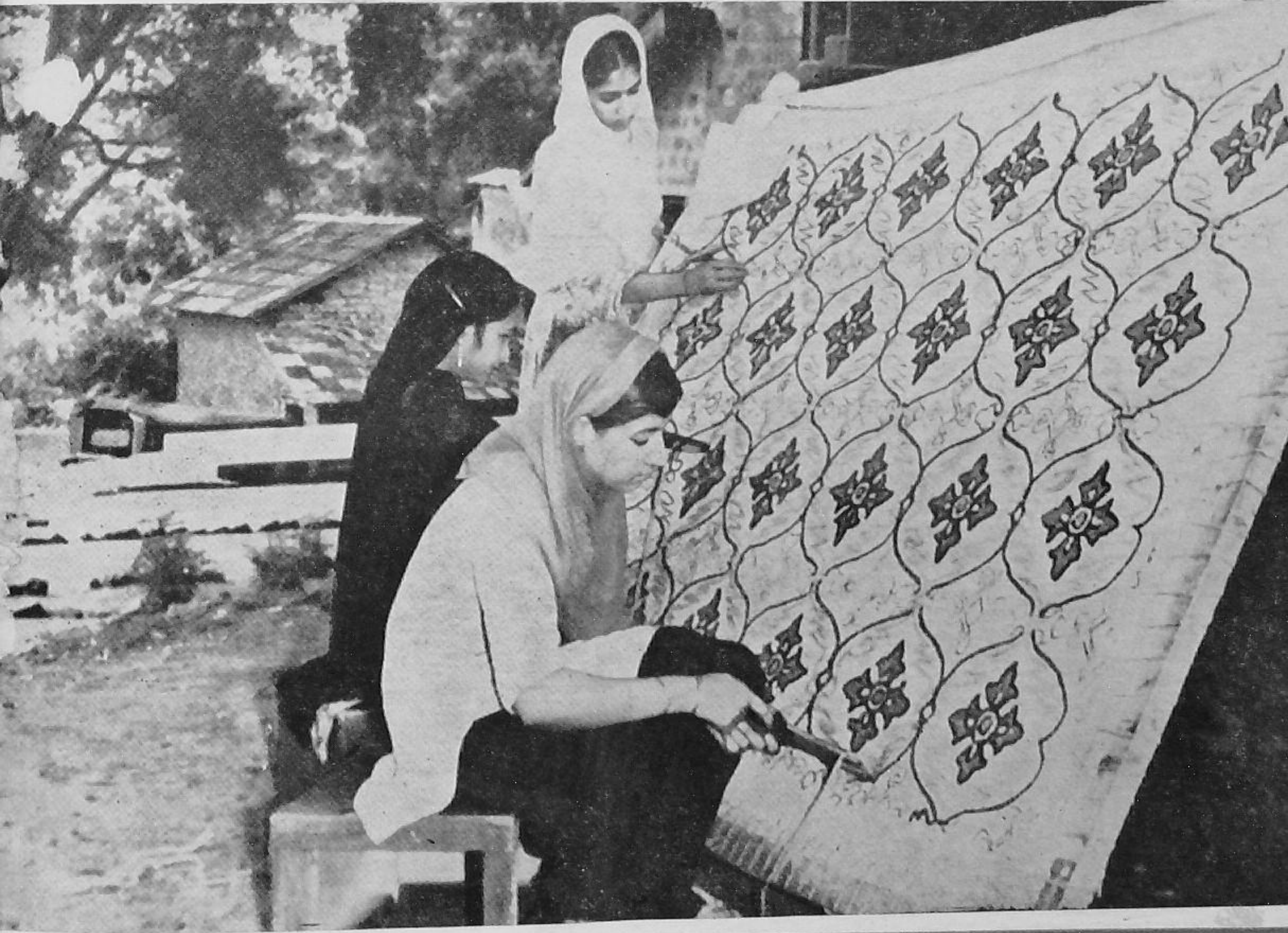


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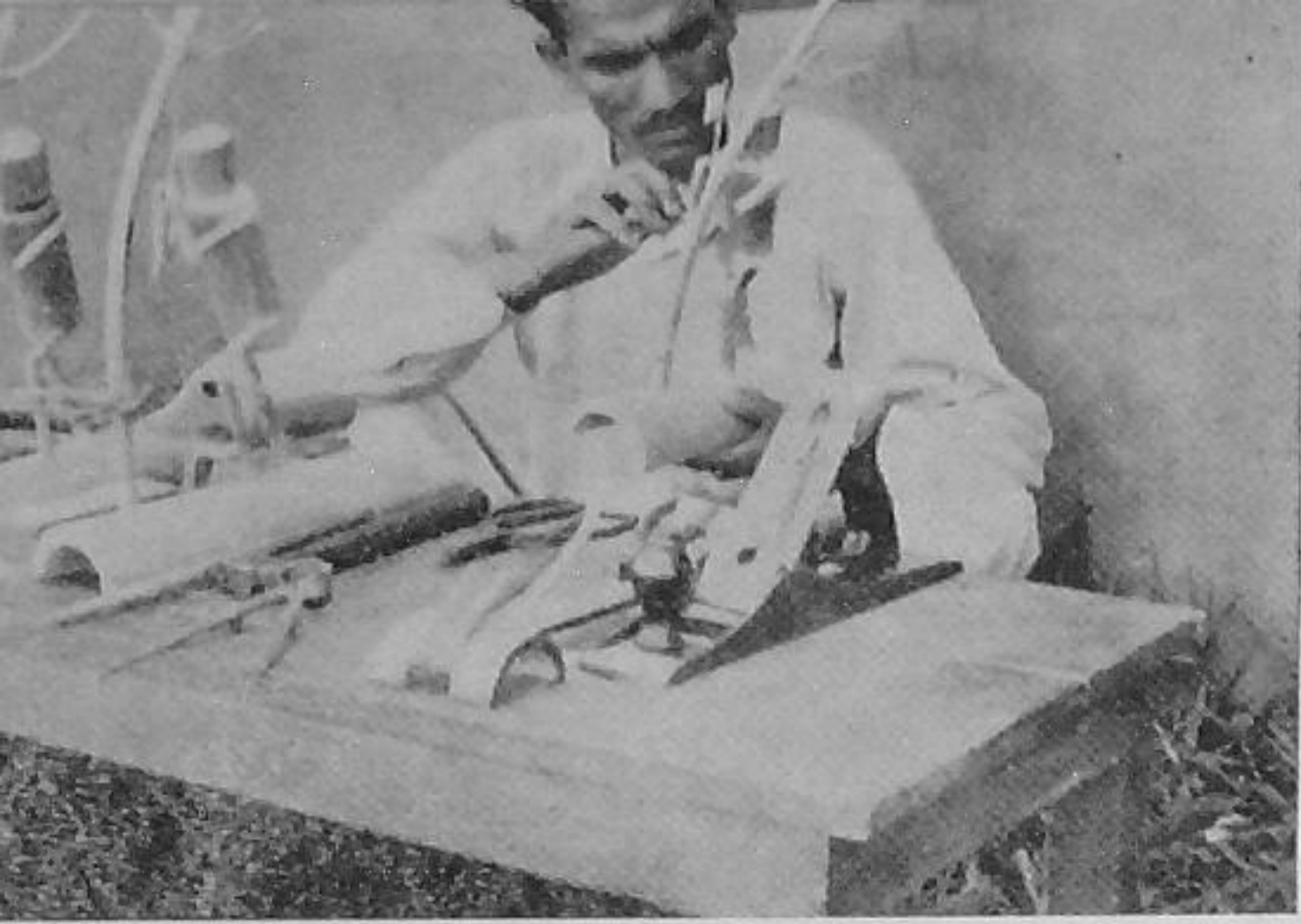
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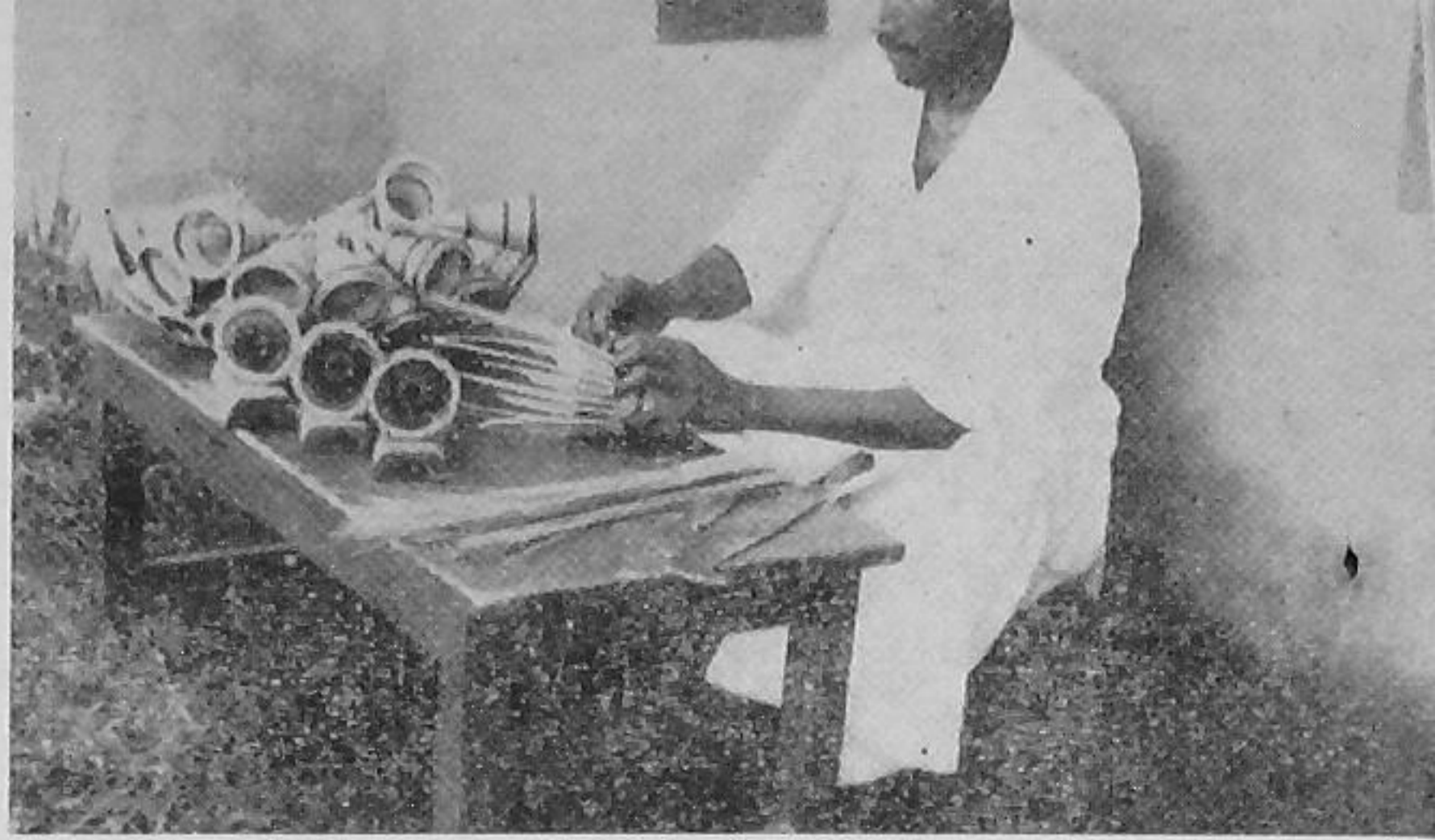
SEPTEMBER 1964



Hooked Rugs are a valuable foreign exchange earner for which there is a great demand in foreign markets, particularly, the U. S. A. In the picture above, the girls are learning this new industry in a Training Centre at Usthana in the Palampur Industrial Pilot Project in the Punjab.



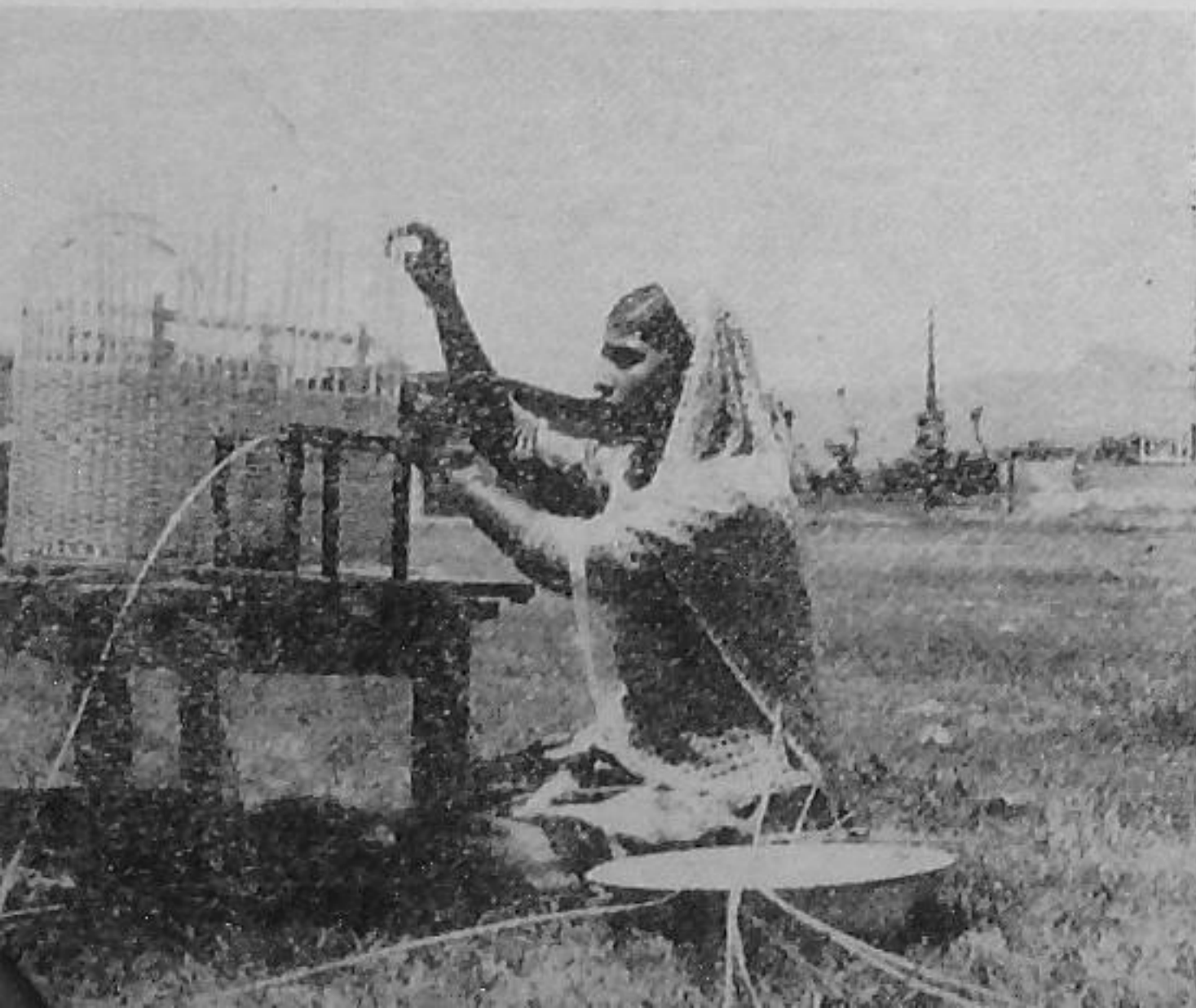
"THE WOOD-CUTTER"—a simple and artistic toy which is much in demand



The "Wall Flower-pot" is an artistic and cheap decoration of the drawing rooms

BAMBOO PRODUCTS TRAINING CENTRE AT KANGRA

A trainee is learning how to prepare a cane basket popular in cities



Some of the artistically designed bamboo products on display in the show-room of the Training Centre





Vol. V SEPTEMBER 1964 No. 6
BHADRA 1886

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LETTERS

CO-ORDINATION

Sir,

THE THEME of co-ordination between the various Government department and the C.D. Department at all levels has been much talked about and harped upon through a series of Government circulars. But the situation does not seem to have improved even a little. There is a team of Extension Officers in a Block deputed from various departments who are directly responsible for the implementation of their respective schemes under the guidance of the Block Development Officer. Although theoretically it looks quite a satisfactory arrangement; in practice, it entails many difficulties. The B.D.O. who is the head of the Block is simply a controlling authority and general administrator who formulates the programme and gives guidance in a general way. But he is not authorised to question the technical competence of the Extension Officers. The Extension Officers with their limited knowledge require regular help and guidance from their respective departments in all technical matters. The Block Development Officers will also derive ample benefit if they can have the opportunity of receiving good counsel from the departmental officers from time to time. But unfortunately, the departmental officers at the State, district or sub-division levels do not care to visit the blocks as often as they should. Some of the district officers do not consider it worth-while even to attend the quarterly Block Development Committee meetings of which they are members and have been assigned positive roles to play. Thus the block staff is left to itself to wage its forlorn fight in the great battle of rural reconstruction, relying on their limited technical knowledge. Any little facility asked for or an advice given in all sincerity to improve matters is resented by other departmental officers who take that to be an infringement of their domain. I could give you a number of such instances but that would be an exercise in futility. My main object is to point out that unless there is close cooperation between the extension staff and the departmental technical staff in so far as the pooling of resources and technical know-how are concerned, best results will not be achieved. Community Development Programme should be the common concern of all the departments of Government. With the growing increase in the number of blocks in the country, other departments should not think that their area of operation has thereby contracted and responsibilities shifted. In fact, after the whole country has been fully covered by the C.D. blocks, their respective areas of operation will completely merge into each other and the departmental staff and the extension staff should work in close harmony with each other.

Yours etc.,
K. K. MUKTAN
B.D.O.

6-4-1964
PYNURSLA DEV BLOCK
ASSAM.

(Continued on page 16)

AN INDUSTRIAL PILOT PROJECT STEPS UP ECONOMY OF KANGRA VALLEY

NESTLING IN the foot of the Himalayas is the picturesque Kangra Valley connected by an all-weather road to Pathankot,—the nearest rail-road head in the plains. Though bountiful Nature has endowed the valley with a vast wealth of flora and fauna yet the same have not been fully exploited to serve the needs of the society. Even tea for which it offers a congenial soil has not made much progress ever since some of the early British settlers had planted it for the first time there. The simple hill folk have been content to lead a life of poverty by keeping a small herd of sheep and cultivating paddy on a few bighas of undulating plots on the mountain terraces. A family grows paddy or wheat enough to meet six months' requirements. They have to work hard to eke out a bare existence. The whole family including the little children join hands to keep the wolf of starvation away from the door. While the husband and wife are engaged in terrace cultivation of paddy, the children graze the herd of goats and sheep on the high hills, and the aged parents are busy spinning yarn out of the wool supplied by the flock of sheep. Yet there is not enough income for them to lead a decent life. Indicative of their poor economic condition are the extremely low wages they get,



A simple and unsophisticated family typical of the hill folk Kangra Valley of

Whereas a male person would get hardly Re. 1/- for a whole day's labour, a woman labourer would get 80 Paise only.

CO-ORDINATED APPROACH

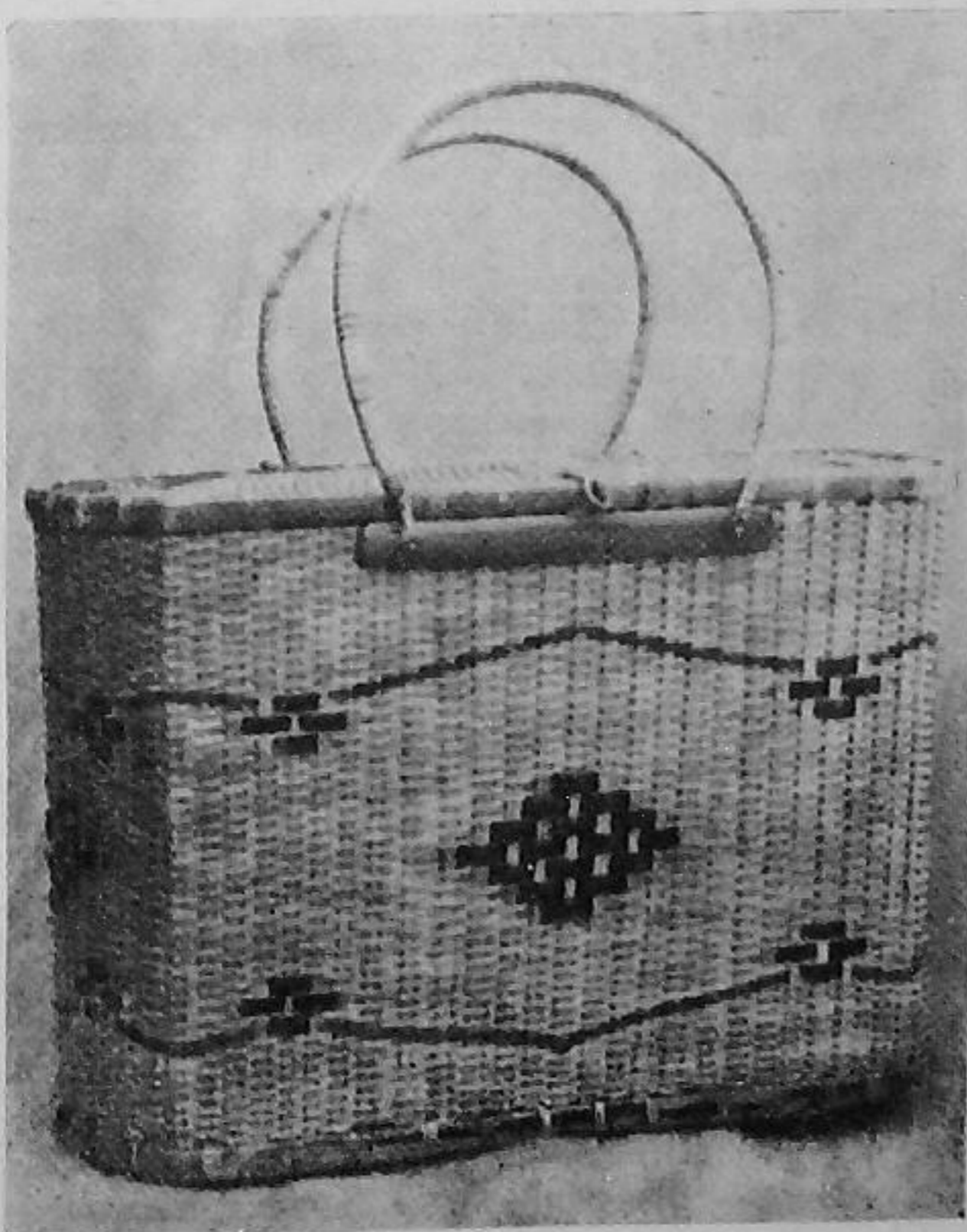
It was to combat such alround economic backwardness and to improve their standard of living that the Palampur project was started last year under the centrally sponsored scheme of Industrial Pilot Projects. The Project covers four Blocks viz; Palampur, Baijnath, Kangra and Dehra Gopipur of the Kangra District. In accordance with the avowed objectives of the scheme, efforts are being made to co-ordinate all official and non-official industrial activities and to supplement them wherever needed through project activities to create an impact on their economy. The other agencies working towards the same end are the Industrial Department of the State Government, the Khadi and Village Industries Board and the All India Tea Board. Besides, there are a number of Industrial Cooperatives, the most outstanding being the recently set up Bir Tea Manufacturing Cooperative Society engaged in improving the economic lot of the people.

The various industries being encouraged by the different agencies, though still in their infancy, are having an impact on the economy of the area and in course of time, as these industries develop and come into their own, there will be ushered in an era of plenty and prosperity. The younger generation is being trained into new arts and crafts, so as to keep pace with the latest techniques of production and modes of design.

BAMBOO INDUSTRY

One of the new industries forging ahead is the 'bamboo industry'. It is by no means a new venture. The hill forests abound in bamboos and for ages the hill folk have been accustomed to making baskets out of bamboo sticks. The establishment of the Bamboo Training-cum-Production Centre at Kangra by the Industries Department has gone a long way in introducing a rich variety of bamboo articles of latest design e.g. chairs, tables, table lamps, baskets, toys, flower pots, fruit-bowels, penholders, cake cases etc. Some of these articles are simply designed yet are so exquisitely beautiful that they have attracted notice in the foreign markets as well. I was informed that certain toys like the Crane, Flower pots, table lamps and baskets were in

A beautifully designed cane basket



A table lamp with a shade made out of bamboo sticks.

great demand in the U.S.A. These bamboo products would thus become a great foreign exchange earner, in the near future. The credit for introducing novelty and delicacy in the designing goes to Shri D. Kulkarni in charge of the Training Centre who has received his training in the craft under Japanese experts.

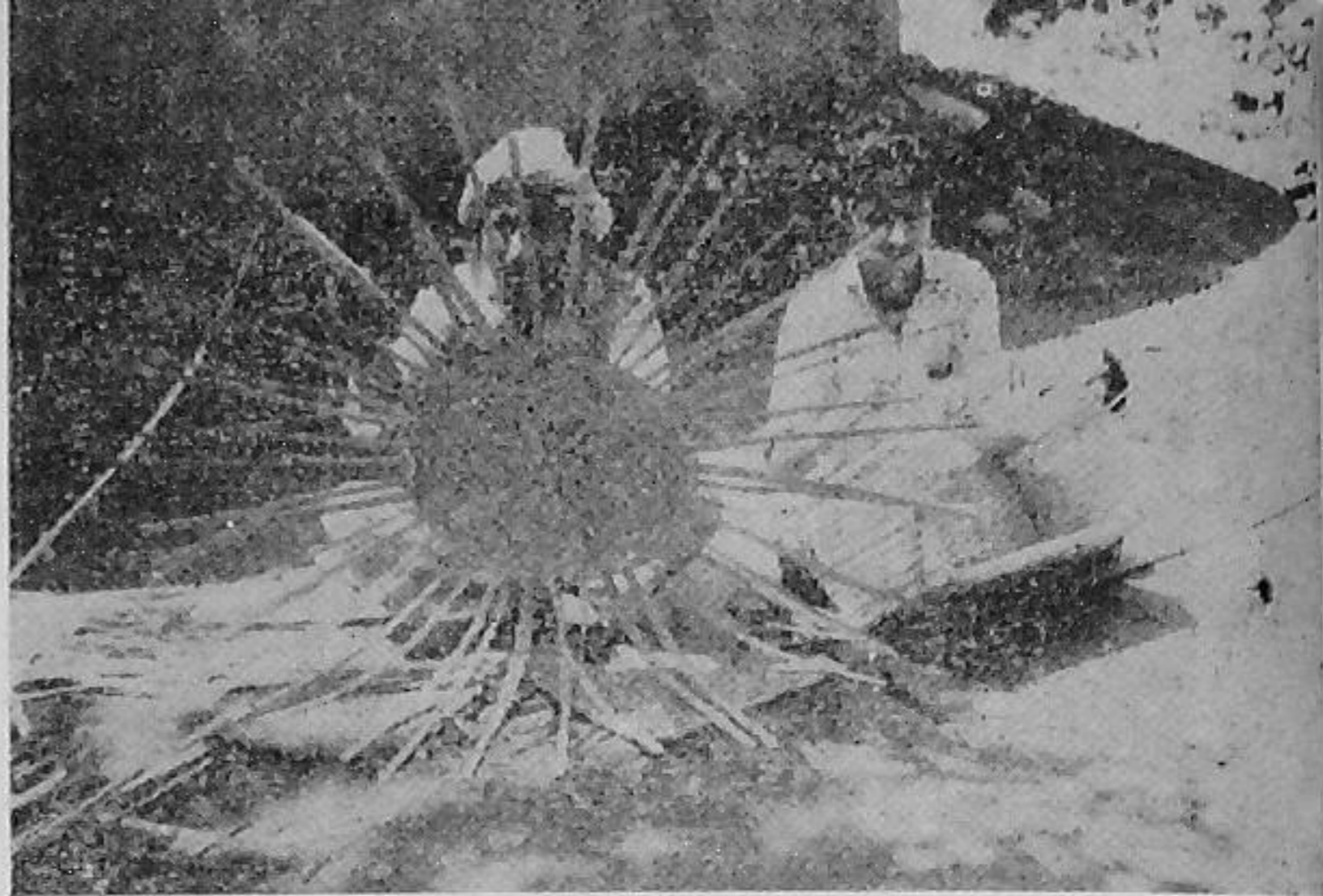
At present, there are 135 person, sixty boys and seventy-five girls receiving training in the Centre. Most of them are sons and daughters of village artisans whose hereditary profession has been carpentry or basket-making. About a hundred of them who have completed six months' training are now working in the Production Centre on daily wages basis. They are thus improving their skill as well as earning something. So long as they are satisfied with the wages that they get at the Centre, they would continue working here. But as soon as they have attained the requisite skill and efficiency to earn more and they gain the confidence to stand on their own feet, they will go home and set up their own business. The Training-cum-production Centre would in that case, offer to purchase their products at standard rates. In this way, the training imparted to them would not be lost on

them. On the other hand, it would enable them to earn better wages than they used to do before. Unlike other training schemes, this one seems to be more realistic and ground-oriented. The successful results of the scheme became apparent to me as I went round and talked to some of the trainees. There was Dalip Chand of village Jalart. Before coming to the training centre, he along with all the five members of his family used to prepare baskets in the traditional style and earn hardly one rupee a day. After having learnt the new designs of baskets, furniture and other articles, he earns Rs. 75 per month in the Training Centre. At home, his wife and children assist him in making some more articles from the sale of which he gets another fifty rupees. In this way, his income has risen from barely Rs. 30 to Rs. 125 per month. Saru Ram of Village Kalerh is another trainee who previously used to manufacture baskets and in return he got a few kilos of paddy from the farmers. He was hardly able to sustain himself and his family on these low earnings. At the Training Centre he has specialised in preparing wall-flower-pots. He has also taught this art to his family members. The whole family prepares 4 flower pots in a day. Their net earning is Rs. 5 to Rs. 6 per day. Chanchal Kumari, a young girl who has five brothers and sisters has become a helping hand to his father who is a chowkidar in the Block office. She is able to earn two to three rupees a day.

As I was returning, I noticed a small hut on the suburbs of the town. Here a young boy was busy weaving with his deft fingers a picnic basket of the Japanese model. Beside him was his old father Kiru Ram preparing the basket in the old traditional style. On inquiry, I came to know that the young boy had been receiving his training at the Bamboo Training Centre. What a transformation was taking place in the economy and the skill of the people! This healthy trend would receive further fillip as soon as another Bamboo Training Centre proposed to be set up under the Project Scheme at Palampur, gets going.

SERICULTURE

Another new industry sponsored by the Project and the State Industries Department which bids fair to leave an indelible mark on the economy and industry of the area is 'Sericulture'.



The old and the young: On the left is Kiru Ram preparing the baskets in the traditional style. Beside him is his son engaged in weaving a picnic basket which he has learnt at the Training Centre.

The project has the advantage of the expert advice of Shri B. C. Thukral, Divisional Sericulture Officer, stationed at Palampur who has received training in the industry for 2 years in Japan. The place is ideally suited for growing Mulberry trees on whose leaves the silk-worm is reared. The damp climate of the hill region is also very congenial for this industry. During the last year, about 150 people of the project area came forward to undertake the industry. Before the end of the Third Five Year Plan, the industry would take in its fold at least 500 families in the project. Each family would be earning from Rs. 1000 to Rs. 5000 annually depending upon the number of silk worms they rear.

The Project authorities and the Divisional Sericulture Officer are helping them in various ways. Two Common Facility Centres have been established in the Project area, one at Rajiana and the other at Muhl. At these centres, silk worm eggs are reared upto second moult and distributed to rearers to avoid spread of any disease or unexpected mortality of silk worms. About 200 oz. of seeds were distributed to the silk rearers from these two Centres and other sources. Another facility offered at these centres is the supply of saplings of the mulberry tree. Last year over 75,000 saplings were distributed in the Project area. The Nurseries at Rajiana and Chunkari have got 70,000 and 1,50,000 saplings of Mulberry respectively. Efforts are also being made to improve upon the local variety of Mulberry. Some improved

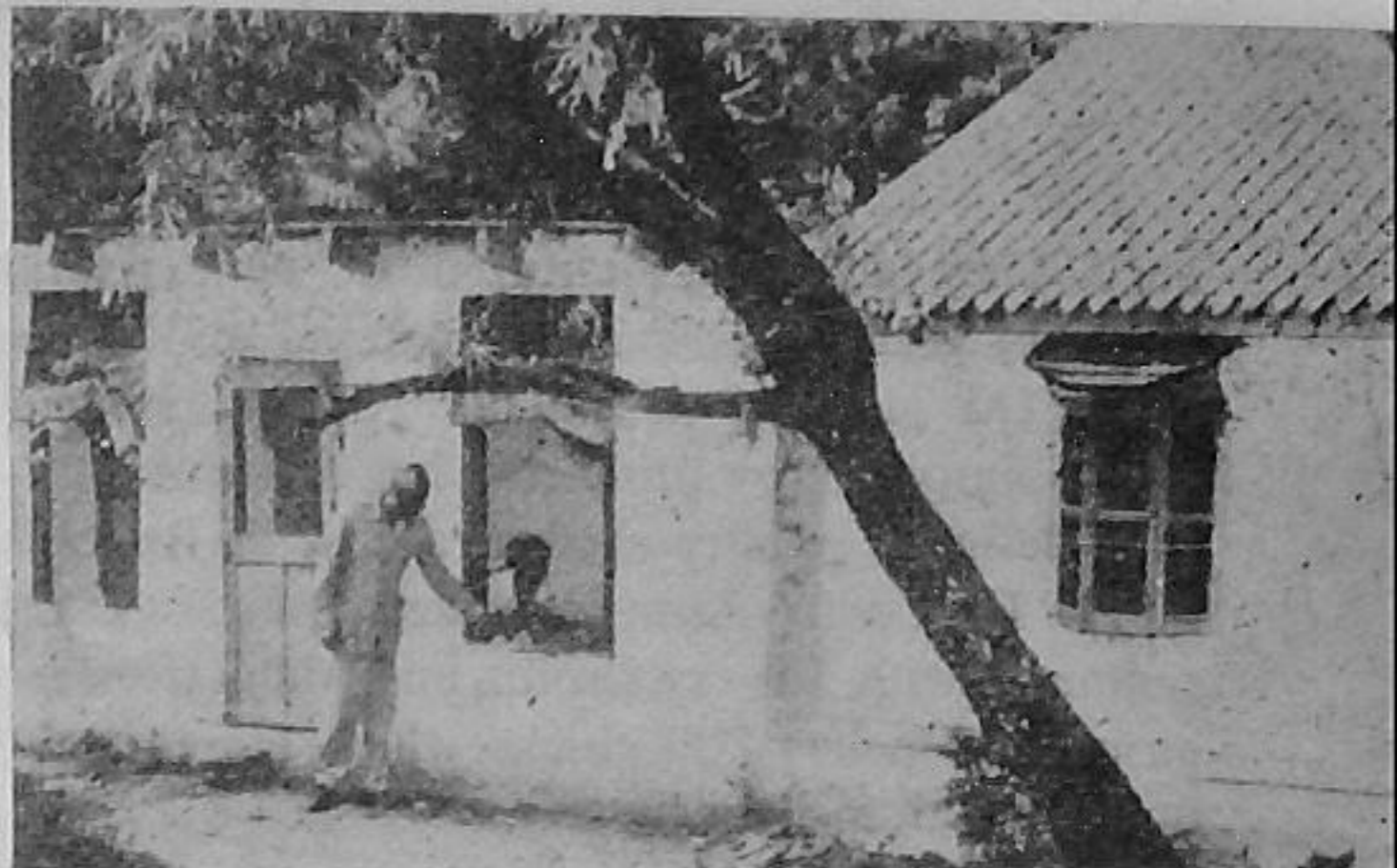
varieties from Japan have been tried and found useful. These never grow to the full size of a tree but remain like bushes with very big leaves. At Rajiana Centre, about 50,000 cuttings of the improved varieties have been planted. The silk-worm rearers' requirements of Mulberry plantings would thus be met with fully. Another important facility offered at the Common Facility Centres is that of stifling of green silk cocoons in the stifling chamber through hot air blow system at a nominal price charged from the silk worm rearers.

Last year a crop of about 150 mds. of silk cocoons worth Rs. 30,000 was produced by the silk-worm breeders of the project area. The production will now be stepped up considerably every year. The State Industries Department is planning to purchase the entire quantity of silk cocoons from the breeders for being spun at a spinning mill to be set up shortly in the project area itself. In the not-too-distant future powerlooms for weaving silk will also be set up. It should not come as a surprise if during the next decade, Kangra District emerges as one of the leading silk producing centres in India.

CARPETS AND HOOKED RUGS

The hill village folk have been traditionally good spinners of wool. Some of them had been importing Pashmina wool from the neighbouring Kullu valley and weaving Pashmina Shawls in the past. Their skill has now been turned to good advantage in weaving Carpets, GUDMAS and hooked rugs for which there is an ever-increasing demand in foreign markets like the U.S.A., France etc. These are new industries in so far as Kangra is concerned. With the use of waste wool (noil) and the local variety of wool, the cost of hooked rugs has come down

A model Poultry Farm shed built by the Peace Corps Volunteers at Palampur out of locally available material.



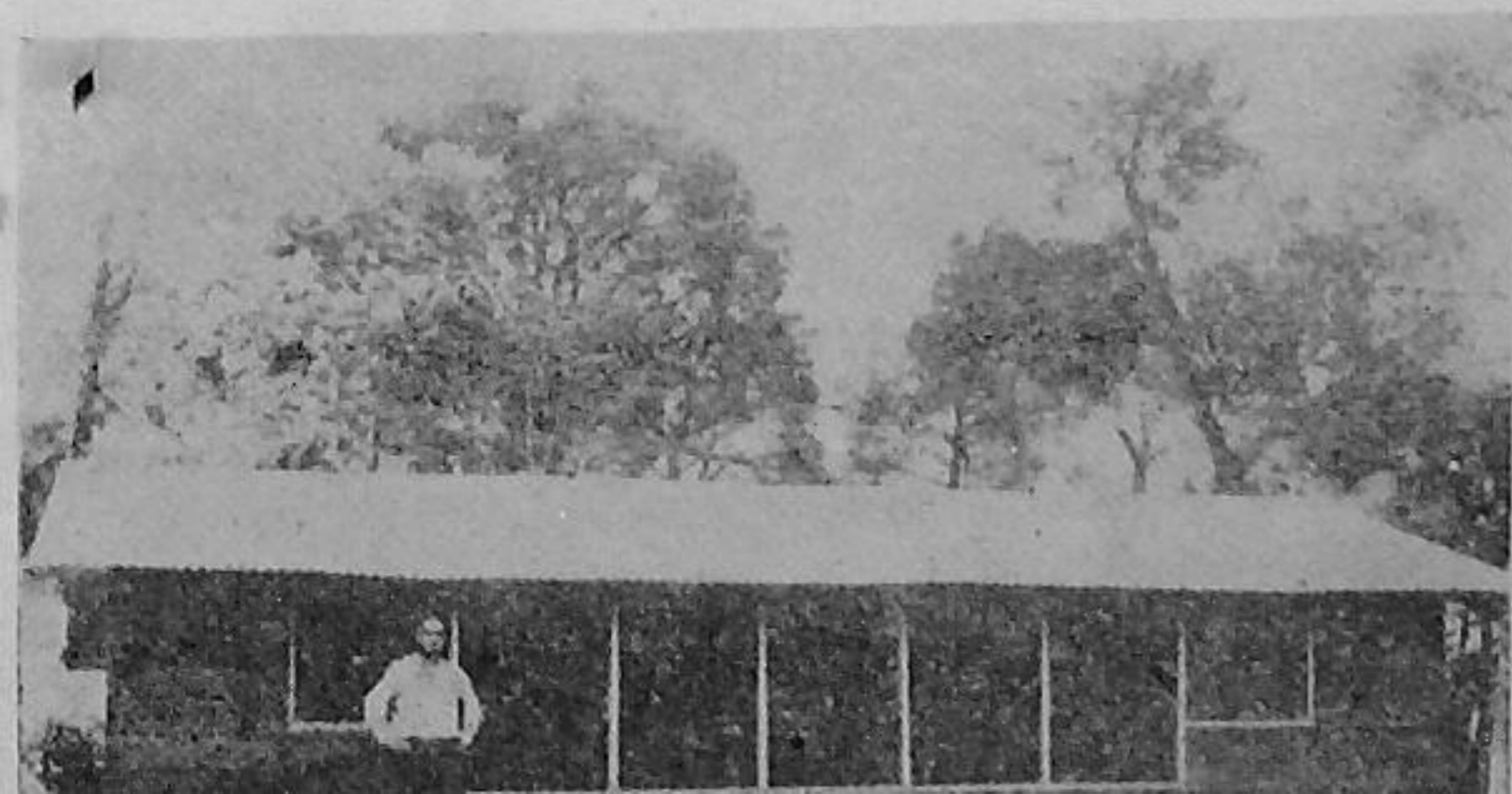
An artistically designed Poultry Farm shed built at a cost of Rs. 500 only by a carpenter Shri Lachhman Das at Palampur.

to Rs. 3 per square foot from Rs. 7 per square ft. At this competitive price, there is going to be a big spurt in the demand for this commodity in the foreign market. The Project authorities have done well to set up three Training Centres for this new industry. About 135 trainees, mostly girls are undergoing two years' training in hooked rugs industry at Usthana. They get Rs. 30 per month as stipend during the first year after which they are paid on piece rate basis. After completion of two years' training they will have the option to do job work in the Production Centre at the rate of 50 nP. per square foot. In this way, they would be able to earn Rs. 3 to 4 per day. Two Training-cum-Production Centres run by the Industries Department for weaving carpets at Palampur and Multan are proving very popular. Steps have been taken to promote this industry on the pattern of the Kashmiri craft.

It is expected that a few hundred families in the project area would be picking up this new subsidiary industry which will add substantially to the family's income.

OTHER ACTIVITIES

Poultry farming is another avenue which offers wide scope for employment and economic betterment. This had received very little attention before the project was started. By the end of the next year, 270 poultry farms each having more than 100 layers are proposed to be set up in the project area. Already 160 poultry farms have been set up so far. 135 persons have been trained in poultry farming courses arranged by the project. The Peace Corps Volunteers from the U.S.A. stationed at Palampur have done a yeoman's service by evolving a cheap design of a poultry farm



shed. They have built a cheap model poultry farm shed out of locally available material at Palampur. The idea has caught on. Shri Lachhman Das, a carpenter by profession has built a beautifully designed poultry shed at a cost of Rs. 500 only. His poultry farm is located in idyllic environments with flowery shrubs and plum trees all around. He has 200 chicks which are brought up on the deep litter system.

The agro-climatic conditions of the project area are very favourable for growing of fruits and vegetables. But little effort had been made in this direction so far. The project authorities have now focussed their attention on this aspect of development too. During the last year over 14,000 saplings of various fruit trees were distributed in the project area. About 330 K.Gs. of vegetables seeds were distributed for sowing throughout the project area.

The Khadi and Village Industries Board has been striving to promote small industries like oil ghani, handpounding of rice, pottery, flaying and tanning, bee-keeping and Ban-making. During the last year, 5 cooperative societies were set up to promote these industries. Another nine cooperatives will be established during this year. Sixteen Panchayats have been given Rs. 500 each for the construction of flaying platforms on panchayat basis. The hill region being rich in vegetative growths of all kinds, there is considerable scope for expansion of the Bee-keeping Industry. A beginning has been made with the setting up of two sub-centres at Bhallana and Kundral. It is proposed to impart training to 150 people in bee-keeping this year. It is understood that at present not more than sixty-five persons are engaged in this industry.

TEA

The story of industrial development of the Project area would be incomplete without a mention of the Tea Industry which may be said to be the leading industry of the area. It was nearly half a century ago that the growing of tea was

introduced by the British Settlers. In course of time, the number of Tea planters in Kangra district has risen to 2500 who grow tea over 10,000 acres. Over 10,000 workers are employed in various operations of the industry. The cultivation as well as the manufacturing techniques have shown but little improvement. No efforts were made to sow fresh plants of improved variety.

Tea manufacturing continued to be carried on by crude hand methods. This resulted in the deterioration of the quality of the tea and a subsequent fall in its demand in foreign countries. In the absence of well organised marketing facilities the middle men exploited the tea planters. The labourer in the tea gardens was the worst hit in the game. It was only a few years ago that the All India Tea Board seriously turned its attention towards improving this sad state of affairs. It has introduced some new varieties of tea on trial basis. It has also been encouraging tea planters to use fertilisers and improved cultivation implements by offering them subsidy. However, it is the establishment of the Bir Tea Manufacturing Cooperative Society last year that might prove to be the most effective lever to promote this industry. The society has got 160 tea planters and all the Panchayats of the Block are its members. It has set up the most modern factory for manufacturing 1500 lbs. of tea per day. It is likely to yield a profit of Rs. 1 lakh annually. The factory has started operating only a few months ago.

With a view to overcome the exploitation at the hands of the middlemen, the Kangra Tea Planters Supply and Marketing Cooperative Industrial Society has been set up with its Headquarters at Amritsar. It started functioning only 3 months ago. During this period, the average sale price of Tea has been Rs. 3.90 per K. G. which compares very favourably with Rs. 1.75 to Rs. 2 per K.G. in the past. It is estimated that the tea planters of Kangra district will earn an additional amount of Rs. 10 lakhs during the current year as a result of the sales effected through the society.



THREE BASIC INSTITUTIONS AND THEIR INTEGRATED APPROACH

C. M. MEDAPPA

OUR Late Prime Minister Pandit Jawaharlal Nehru repeatedly said that the three rural basic institutions—the Panchayat, the Cooperative Society and The School—are the corner stone of alround prosperity of a village. If anyone of them does not function satisfactorily, the development would remain lop-sided. Unfortunately, the three institutions do not always function harmoniously in relation with each other resulting in an unsatisfactory pace of progress of rural development.

Village Hosur in Ponngupet Development Block of Coorg District has shown the way how outstanding progress can be achieved if the three sister institutions work in harmony with each other.

The Cooperative movement had made rapid strides in Coorg before its merger with Mysore. Every village in the district had a Society touching upon every aspect of the economic life. Almost all the ryots had been enrolled as its members. The Service Cooperative in village Hosur had also made remarkable progress. But soon after its merger with the new State, a rot had set in the Cooperative Society which continued till the introduction of Panchayati Raj in 1961. The ryots lost their earlier spirit of cooperation in community work, self-help and mutual help, for which they had earned a name in the past. The villagers now rested on their oars, basking in the past glory of their activities. People took to gambling and drinking.

THE PANCHAYAT

Fortunately, a well-educated village woman, Mrs. P. U. Accarra was elected unanimously as the president of the first village panchayat formed after the introduction of Panchayati Raj. She had had a brilliant academic career and

she possessed an aptitude for social service. She earned a good name for having established many Mahila Samajas, and had been responsible for the social progress of the women folk in Coorg, when she was with her husband who served as Headmaster in many High Schools. On retirement from the government service, they settled in their native village—Hosur. After her election as President of the Village Panchayat, she had to struggle hard against a few non-cooperative panchayat members, who were opposing the development programme because they wanted all the facilities offered by the Panchayat to go only to a particular section of the village.

The panchayat president, understood the psychology of the rural folk. She discovered the immediate needs of the villagers and mobilised their participation around these felt-needs. A new spirit was infused among the village folk. As the Panchayati Raj was a new undertaking there were many hurdles and delays in getting sanctions and technical approvals for the works from the Government. But, pending the receipt of the sanctions, she took a bold step and with the willing cooperation of her colleagues, she undertook many small irrigational schemes, and the improvement of the village communications in particular.

THE SCHOOL

According to the Mysore Village Panchayat and Taluk Boards Act, the Chairman of the village panchayat is an ex-officio Chairman of the School Betterment Committee. As its Chairman, Mrs. Accarra went from door to door to induce parents to send their children to the school. The strength of the students increased tremendously. During the short span of 3 years, the feeder school was turned into a Primary

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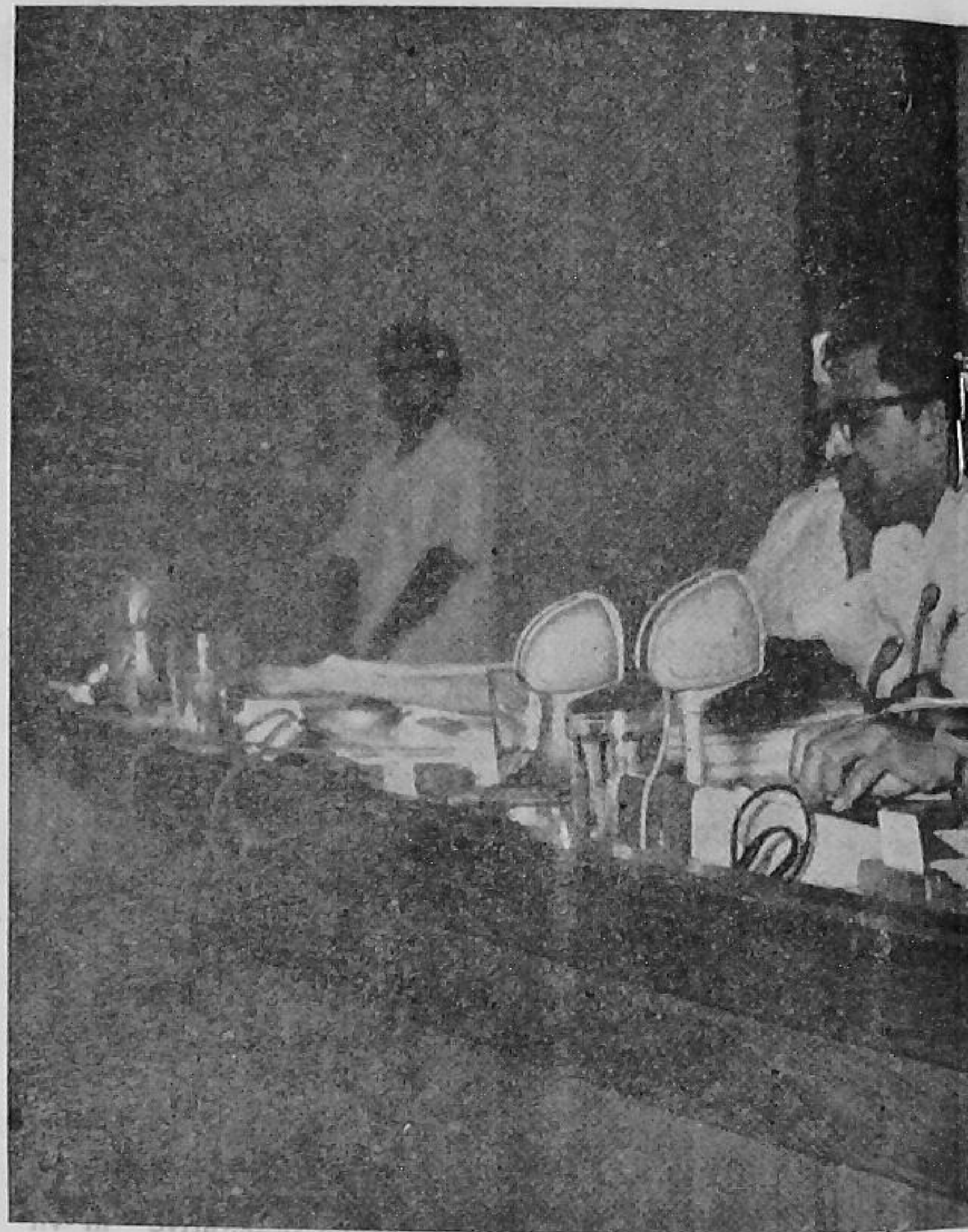
ANNUAL CONFERENCES ON COMMUNIT

By Our Corre

THE ANNUAL Conference on Community Development and Panchayati Raj started on 20th July, 1964 in Vigyan Bhavan, New Delhi. Inaugurating the Conference, Shri Asok Mehta, Deputy Chairman said that the C.D. Movement was, "a vast balancing wheel whose meticulous adjustments determine the pace and direction of the Plans, and spell out the difference between success and failure in achieving national aspirations."

Elaborating his point, Shri Mehta said that resources were both the source and the product of development. The determining factor in this two-tiered process resided in community development efforts. It would be tragic, he said, if the sluggishness of quickly-yielding schemes had to be paid for by slowing down the growth-producing schemes in power, transport, minerals, fuels, machines, etc. and in diverting resources from them to immediate consumption. It would be a tragedy because such a delay or diversion will aggravate the problems of development; the marginally easing of our current burdens will be paid for by substantially augmenting the burdens in the future.

He further explained that development involved investment in items such as generation of power, expansion and modernisation of transport, improvement of productive tools and techniques. Long before these investments found an industrial application and even while the power plants were coming up, the transmission lines were being laid or while the transport network was being improved and extended, money incomes must tend to rise and need to be balanced by improvements in agricultural productivity. In a situation where development had not been based upon available agricultural surpluses was crucial that priority should be given to generating these surpluses and thus achieving a balance with the many schemes that required a longer time to mature. He regretted the fact that at present the quickly yielding schemes in agriculture were not being attended to, or the output was eluding us. It was obvious, he said, that major and medium irrigation schemes took time to complete and more time to give a return; and it was equally obvious that proper phasing of these projects would help reduce the



*The Vice-President, Dr. Zakir Husain
Ministers of Community Development*

unproductive period. But there was no reason why there should be delay in the completion and utilisation of minor irrigation schemes.

Continuing, he said, that there was yet another balance that had to be thought of, i.e., the balance between economic growth and population growth which could be fitted quite appropriately into the objectives of community development. The Madras Panchayats Act, he said, laid down in its preamble that two basic objectives should be accepted as the conner-stone of the programme of democratic decentralisation, viz., increase in food production and limitation of population. The imperatives of development demanded that both

COMMUNITY DEVELOPMENT & PANCHAYATI RAJ

Correspondent



Prime Minister inaugurating a Conference of State Ministers and Panchayati Raj in New Delhi.

these objectives should be kept in the forefront and pursued jointly. In this connection, he commended the suggestion put forward by the Government of Madras that the Panchayats should be paid Rs. 10 per case referred by them for a vasectomy operation.

Referring to the Panchayati Raj bodies, he said, that he was fully in sympathy with the various proposals for clearly assigning definite responsibilities, and the corresponding resources to them; as also for assuring them grants to match with the extra resources they tapped and, finally, for providing in the Central and State Plans and Budgets some hundred crores of rupees to assist

the Panchayati Raj institutions to undertake effectively productive efforts and the formation of community assets. Here again, he laid emphasis on the fact that the Panchayats should undertake "Quickly Yielding Schemes" to help place economy on a sound keel.

Shri Mehta pointed out that the ability to achieve results on the part of the Community Development organisation, with the network of extension services, depended partly on its own efforts and partly on the general climate of opinion in the country. General atmosphere of hope and confidence, of understanding and efforts, could be created only if politicians and publicists, educationists and the elite groups jointly will it: "A will to will the common will". The widening of horizons, sloughing of old habits, release of energy, assertion of confidence—all these could not be injected by any field staff; they emanated from a revolutionary *elan* in the country. At the same time, however, he said, it was equally true that a major responsibility of the bureaucracy in a developing country was of supplying a long run, and broad time-horizon, and an expanding set of development objectives to be realised through input transformation in both the private and public sectors. He, therefore, felt that those entrusted with the conduct of the Community Development movement could not be absolved of the responsibility for the unsatisfactory nature of the impact, made by the movement on the rural people. In this connection, he referred to a recent public opinion survey, carried out in the Delhi region by the Indian Institute of Public Administration which showed that a very few—a bare 5 per cent—had 'considerable' knowledge of the goals of Community Development, while over 50 per cent were almost completely ignorant. They did not know of any Community Development officials at any level. Shri Mehta pointed out that without sharing the vision and excitement of development with the rank and file of the workers and the wider community it may not be possible to achieve them. He also regretted the slow pace of utilisation of the labour offered by the Village Volunteers.

DEY'S ADDRESS

Addressing the Conference, Shri S. K. Dey, Union Minister for Community Development and Cooperation, spoke of the four objectives which the Prime Minister had placed before the nation. These were : (a) the provision of certain basic amenities to the common people, (b) creation of employment opportunities for the unemployed, (c) the highest emphasis on agricultural production and (d) a special dispensation for the weaker sections of the community. In achieving these objectives, the agencies of Community Development, Panchayati Raj and Cooperation had a special role to play.

Referring to Agriculture, he said, some progress had been made but much remained to be done. For instance, the necessary coordination between community development and cooperation was yet to be achieved at the village, block and district levels. The various facets of the two were inextricably linked together and therefore, they must function together. Then only could the programmes of Community Development and Cooperation be said to have been geared for agricultural production.

It was for the Conference, Shri Dey said, to decide how best the Community Development agency could mobilise the people and encourage the village leadership to play its part. If it did not, it would cease to function effectively and would lose its sanction. As a first step, it was necessary that official agencies should mobilise themselves. This could be done by cutting down paper work to the barest minimum. The considerable paper work that workers and officials at the village and block levels were called upon to do was hampering speedy implementation of programmes.

Another step was to integrate the work of different functionaries. Decisions in that direction had become imperative. The essence of good administration was not to be content with perfect planning but to ensure that performance did not fall below a certain level.

Yet another problem to be tackled was how to offer incentives to people, to individuals, groups, communities, for good work done; and how to provide deterrents against arbitrariness or sluggishness.

In a reference to joint cooperative farming, he said, the concept had not made progress not

because of any unwillingness on the part of the small holders to pool their resources. They were bound to take to the idea provided they were convinced by demonstration of the benefits of cooperative endeavour. In this context, Shri Dey revealed that government and the Planning Commission were now considering whether or not there could be an intermediate stage in joint cooperative farming. This stage might be called just cooperative farming, where people would pool all their resources, except land. The many implications of the proposals were being examined.

Shri Dey went on to say that his own experience was that it was impossible to promote agricultural production on a universal scale, unless common cause was made with progressive cultivators in the villages. They were the key to better agricultural performance. The progressive farmers must be mobilised and it must be ensured that they get all the supplies and services that modern agriculture called for. Even more important was to secure for them the place they deserved in the community. In this important task the Community Development agency could play a major role. It should be obligatory for them to see that these good farmers were given recognition and set up as models for others to copy. The progressive farmer must become the spearhead of the extension service.

VICE-PRESIDENT'S SPEECH

Inaugurating the Conference of State Ministers held on 24th July, the Vice-President, Dr. Zakir Hussain said; "With the introduction of Panchayati Raj, we have laid the foundation for extension of the democratic form of government down to the village level. The end of this process is to realise the basic objectives of an enlightened political community i.e., liberty, equality and welfare." The Vice-President added that under the system of Panchayati Raj, these values were sought to be realised for all sections of the rural community, by providing additional and more readily available points of access and control, by enabling effective participation of the people's chosen representatives in decision making, and by ensuring efficient and effective action all round in the sphere of development.

In the economic sphere, he said, the cooperatives were assuming increasing and varied responsibilities. Because cooperatives combined in themselves opportunity for the small man with

benefits of large-scale organisation, they must progressively emerge as the principal base of our organised economic life. From the processes of political and economic democracy, he said, should emanate the sanctions of a new and better social order, transforming outmoded values and liquidating antiquated social habits. By their very nature, these could not be injected by mere legislative measures or institutional reform. Only the spread of a new yeast, a new spirit, can usher in such social transformations.

Continuing, Shri Hussain said that though the establishment of Panchayati Raj had provided to the rural people large opportunities for taking a share in the formulation and implementation of plans suited to their local conditions, rural development would become a living reality only when the people evinced a sense of responsibility and the requisite capacity expected of them. It had been aptly said that every citizen in a democracy held an indefinite office, whilst an elected representative's term was limited and defined. Direct democracy, represented by Gram Sabhas, was a challenge to every adult. Citizenship responsibility in that sense acquired an added content, he added. It was the people's capacity to participate effectively and with interest in the affairs of their institutions that was crucial. If they withdrew in a spirit of indifference or resignation, from the scene of political and economic activity, that would spell the end of democratic functioning.

Continuing, the Vice-President pointed out the dire necessity for a massive effort at political and social education in the wider sense, which was something more than a mere formal understanding of issues debated in representative institutions, something above and beyond the level of immediate needs and current interests. According to him, it embraced a new approach to life in the community and a vision of the future and the graduated steps leading the individual and the community towards that future. In this connection, he referred to the inherent dangers. For example, he said, that a good majority of the village people tended to lay emphasis on the immediate and the personal. Also, quite a few of them hesitated to come forward. The only way these drawbacks could be met with effectively was to base the social organisations in the countryside, around economic activities of practical benefit to the villagers. Thus alone could politics, econo-

mics and sociology get blended together as the motive force for moving the community forward.

Dr. Hussain pleaded for increasing devolution of responsibilities and resources from above since that was the only way to infuse new life into the Panchayati Raj institutions. At the same time, he said, those having charge of affairs of these institutions, both elected representatives and public servants, should do all they can to increase the functional efficiency of these bodies. It was not always easy, he said, particularly for those reared in traditional ways to discard old habits, be they officials or non-officials. A rigorous process of training was essential—a training which would bring the officials and non-officials together cutting across all barriers and orient both for the gigantic task that lay ahead. The official functionaries had a special responsibility cast on them in this connection. They had not only to change themselves but help bring about, and that too unobtrusively, a change in the outlook and perspective of their political masters. The leaders must be such as would be naturally acceptable to the village community, would not be alien to the people and would at the same time be in a position to interpret to them in their own idiom the aspirations of the people and show them by example how these aspirations could be translated into realities. He said, "*Something within me seems to assure me that we do have such men and women. They should be discovered and identified and enabled to assume their new roles in the new society we are out to build. During the days of alien rule such leadership was not far to seek. It came to the fore out of an inner urge for freedom. Now that we have our own rule, the new leadership should be promoted by our self-governing institutions. The servants of Government have to play a special role in the discovery, nursing and flowering of this new leadership.*"

Concluding, Shri Hussain characterised agriculture as the vital key to further growth. He appealed to the people, their representatives and the Government servants at local levels to get together for the sustained, joint effort that the coming years would demand. Without developing the growth potential in agriculture, there could be no sustained future for the expansion of the economy in the other sectors including industries and equally so in the fields of welfare

and social services in rural areas which had been conspicuous by their virtual absence.

DEY'S ADDRESS

Earlier, presiding over the Conference, Shri S. K. Dey, had also laid emphasis on increasing agricultural production. In this connection, he remarked that the programmes of intensive agricultural development had vindicated the C. D. approach, namely that the only way of achieving rural development was for the different inter-related agencies to work together with a common approach and towards a common destination. Experience had also shown the need for a selective approach.

Shri Dey sought to dispel the impression held by some that a lot of unnecessary expenditure was incurred on staff by explaining that out of the total allotment not more than one-fourth was spent on the staff which consisted of those in charge of essential services, such as the doctor, the agricultural and animal husbandry officers and the overseer in addition to the Gram Sevak.

Shri Dey said that unless we provided for agro-industrial development in the rural areas, the present exodus of the cream of village intelligentsia to urban slums would continue. This was a matter directly related to agriculture and should be given the attention it deserved.

Shri Dey said that very little of the benefits of the C. D. Programme had trickled down to the weaker sections of the community. In helping them, subsidiary programmes like poultry, fishery, piggery and vegetable and fruit cultivation could come in handy.

IMPORTANT RECOMMENDATIONS

The Conference of Development Commissioners made several important recommendations. One of these related to agricultural production. It proposed that the progressive farmers should be increasingly associated with the agricultural production plan and should indeed become the focus of the plan. It would be unrealistic to expect all families in a village to take part in the plan from the outset. But, with proper guidance and demonstration, the number of families taking part would expand year after year and ultimately the plan would cover all the farming families. The targets to be specified in the plan should be those agreed to by the farmers

and should be based on improved agricultural practices already demonstrated and accepted. An important aspect of the plan was a systematic and phased programme of demonstrations. It was suggested that the District Agricultural Officer, the Agricultural Extension Officer and the Village Level Worker should be trained and made fully conversant with the requirements of such demonstrations to ensure their quality and success.

The Conference recommended that States which had not so far introduced legislation making beneficiaries responsible for excavation and maintenance of field channels should do so expeditiously. The rural works programme should be used for excavation.

The Conference also took up the question of classifying blocks for the purpose of intensive development. It was felt that the Blocks could be classified into three categories; (1) those where an intensive production programme could be taken up immediately; (2) those where preliminary development work, such as irrigation, soil conservation and drainage, had to be carried out before a programme of intensive production could be put through and (3) blocks where agriculture was uneconomic but which offered considerable scope for animal husbandry, dairying, fishery and such other programmes.

Another subject discussed was supply of electric power for agricultural purposes. The Conference recommended, among other things, that the programme of rural electrification should be taken up on a systematic basis in villages lying along main transmission lines or in compact blocks of areas of agricultural importance. The programme, it was emphasised, should be dovetailed with lift irrigation so that one serves the purpose of the other. Also power for agricultural purposes should be exempted from electricity duty.

Conference discussed the intensive fisheries programme in selected blocks and suggested that in view of its importance, the States, especially West Bengal, should take up a crash programme to speed up implementation during 1964-65. Assistance to fishermen should be routed through fishermen's cooperatives. These cooperatives should be enabled to get long-term loans of fisheries in their areas. During the Fourth Plan,

all blocks which had a water area of over 20 acres should be brought under intensive pisciculture, for which advance action like survey of water areas, construction of nurseries and training of fisheries personnel might be taken.

The Conference also discussed intensive poultry programme in selected blocks. It was of the view that the scheme should be taken up as an integral part of animal husbandry and adequate funds provided for it in the departmental budget. At least Rs. 10,000 should be provided from the block budget in each intensive block for loans to poultry farmers to supplement departmental funds. Specific targets should be set for the formation of cooperative societies of poultry farmers.

STATE MINISTERS' CONFERENCE

The Conference of State Ministers considered the various recommendations made by the development Commissioners. In drawing up village agricultural production plans, the ministers felt that the approach should be selective, i.e. only those practices should be included in the plan which had already been demonstrated and accepted by farmers. The progressive farmers should be increasingly associated with the village agricultural production plans and should indeed become focus of the plan.

The State Ministers suggested that the poultry scheme should be taken up as an integral part of the programme of the State Department of Animal Husbandry and adequate funds should be provided for the purpose in the departmental budget. Another recommendation made was that at least Rs. 10,000 should be provided from the block budget in each intensive block for loans to poultry farmers to supplement departmental funds.

The ministers devoted a considerable part of their discussions to the question of minor irrigation, excavation of field channels and rural electrification for agricultural purposes. It was agreed that the States which had not so far done so, should expeditiously introduce legislation making the beneficiaries responsible for the excavation and maintenance of field channels.

The ministers emphasised that training of extension personnel was of basic importance in increasing their general and professional competence. Training camps for Gram Sahayaks were

also considered necessary. The proposal to link up short duration Gram Sahayaks camps with specialised training conducted by the Food and Agriculture Ministry was accepted.

The Conference considered the report of the Study Team on Gram Sabhas and suggested that Panchayat Samitis must take active interest in convening meetings of Gram Sabhas in their jurisdiction. Panchayat Samitis should draw up in advance a schedule of meetings for Gram Sabhas, earmark officers or members of the Samitis for each Gram Sabha and associate other social workers in the meetings of Gram Sabhas. Several ministers, who took part in the discussion, were of the view that it would be desirable to have studies of the actual working of selected Gram Sabhas and benefit from their experience.

Another report discussed was that of the Santhanam Study Team on Panchayati Raj Finances. The view was expressed that expenditure on staffing village panchayats should be shared equally by the Central and the State Governments. Alternatively, the Conference suggested implementation of the recommendation of the Santhanam Study Team for a provision of Re. 1 per capita per annum for Village Panchayats to be shared equally by the Central and State Governments.

About Panchayati Raj Finance Corporations, the Conference felt that it would be desirable to set up such corporations in one or two States which had come forward to do so. Based on their experience, the question of setting up such corporations in the remaining States should be examined.

The ministers also considered the report of the Study Team on Nyaya Panchayats. It was agreed that States which had accepted the recommendations should complete legislation and those which had already enacted legislation should implement them by March 31 next.

The Conference considered safeguards in Panchayati Raj and recommended that they be provided under four broad categories, namely, election procedures, enquiry procedures, accounting and audit and staff methods.

After a careful review of the procedures followed in the States, the Conference noted that neces-

(Continued on page 16)

ALL INDIA PANCHAYAT PARISHAD

THE Fourth Conference of the All India Panchayat Parishad was held on 18th and 19th July at Bangalore under the Presidentship of Shri Jayaprakash Narayan. The Conference made several far-reaching recommendations. In one of the resolutions, it demanded an amendment of the Constitution to enable panchayati raj institutions to find their place clearly defined and to provide for a five-tier government at the village, samiti, zilla, State and Union level.

By another resolution, the Conference reiterated its earlier demand made at Jaipur Convention in 1961 that panchayati raj bodies must be given power, resources and authority to enable them to become full-fledged governments at their levels.

The conference noted with regret the slow progress in the enactment of the three-tier panchayati raj structure in some of the States as well as considerable delay and halting implementation in certain others where such enactments had been made. It urged the 'defaulting' States as well as the Union Ministry of Community Development to see that such enactment or implementation was fully carried out in every State by the end of March next.

It adopted a resolution to constitute a committee to work out a comprehensive programme for the Parishad on the following lines :

(1) Education of all the voters in rural India to make them understand the basic purpose of self-government in panchayati raj, their rights and responsibilities

(2) To educate the people to work on the basis of consensus in respect of important decisions

(3) Participation in and strengthening of the triple programme of sarvodaya

(4) Provision of training facilities, both individual and institutional, to panchayati raj personnel at all levels in each State

(5) Study of the acts and rules in different States so as to bring progressive trends in any of them

(6) Systematic study of panchayati raj

(7) Programme of international study groups

(8) Setting up of well-equipped libraries

(9) Financial assistance to panchayats in the preparation of financially sound schemes, and

(10) Educating member units as how to stimulate the machinery for dispensing justice and settling disputes.

BALWANTRAY MEHTA'S ADDRESS

Earlier, Shri Balwantray Mehta, inaugurating the Conference outlined the objective of an apex body like the All India Panchayat Parishad. It was, he said, to strive to bring about a broad uniformity in the varied approaches and experiences of Panchayati Raj as it was worked out in different States. The broad objective was to energise the people to manage their affairs locally as far as possible. Continuing, he said, that obviously needed development of local leadership at all levels. This could happen only through work-situations, the power of decision-making being given to the people's representatives. Panchayati Raj had to provide such opportunities so that progressively people, through their representatives, could manage their affairs most expeditiously, economically, judiciously and according to their noble aspirations. The federal body like the All India Panchayat Parishad will have to be more an educative and guiding type, rather than a dictatorial or directing type of a body, so far as federating units were concerned.

Shri Mehta pinpointed the various tasks that the Parishad should address itself to. Apart from its primary role of "educating the institutions", he said, its another function was to exercise a corrective influence on the legislation. While the Legislation was being framed or modified, it could express, in consultation with the federating units, its considered opinion as to what should or should not form the content of such Legislation. In this sense it had an influence at the formative stage of the Legisla-

tion. Secondly, when the Legislation was once passed, it became the duty of a body like the Parishad to explain fully the implications of its provisions to the Member-Units, so that, they could implement the law in the proper spirit. This inter-action mutually of the law, and the bodies governed by that law, could be best effected by a federal body like the Panchayat Parishad.

Another worth-while duty of the Parishad was to undertake from time to time a comparative study of the Acts and Rules in the different States so as to bring to the notice of the Panchayats the progressive trends in different States. It would be possible from such a comparative study to draft a model Constitution as well as the set of rules for Panchayati Raj bodies at different tiers.

He also pleaded for the Gram Sabhas to play their role fully. Full significance of democratic decentralisation would be realised only when the Gram Sabhas became fully active, responsible and responsive institutions. It was on the continued interest in the day-to-day work of the elected representatives that people took and the readiness with which they were prepared to strengthen the hands of elected representatives to carry out development and other ameliorative programmes, that progress and success of Panchayati Raj really depended.

JAYAPRAKASH NARAYAN'S ADDRESS

Concluding, Shri Jayaprakash Narayan in his Presidential address declared that it was the birth right of the people to govern themselves. Merely casting the votes for the Parliament and the State Legislatures was not enough summing up of that right. It was something more. And Panchayati Raj was the answer to that, he said.

Without mincing words, Shri Narayan said that in most of the States Panchayati Raj had not been implemented in its true spirit. In his words, "But for rare exceptions, decentralisation and devolution have been grudging and circumscribed." That was the main reason, he said, why Panchayati Raj had not yielded results in terms of development that were expected of it. Elaborating his point, he said, that the people were victims of an inveterate habit of looking to the Government for fulfilment of their needs, but if they were brought to realize

that in their village, block and district, they themselves were the government and that in certain fields it was upto them to take decisions and to act; that the responsibility in those matters was entirely theirs; that if they did not do what needed to be done, there was none else whose duty it was to do it; that if they took the initiative and were prepared to do their part, help would be forthcoming—if the realisation of all this was brought home to them, not by words but deed, the process of development could be accelerated beyond expectation, particularly in fields that required participation such as better land utilisation, better tools, animal husbandry, minor irrigation, soil conservation, afforestation, rural works of all kinds, rural housing sanitation and rural industrialisation and so on.

ROLE OF POLITICAL PARTIES

Referring to the role of political parties in Panchayati Raj, Shri Narayan made it clear that it was not for them to advance their party interests through the Panchayati Raj bodies and use them as springboards to jump to the State and Union legislatures. The central and basic purpose of Panchayati Raj was not that parties should serve the people through them but that the people themselves should be able to serve themselves. He warned that if organised political parties were to succeed in controlling the Panchayati Raj bodies, the democratic structure in spite of the outward form and the intention behind it would still be one that had been built from above and not from below.

GLOWING TRIBUTES TO DEY

While earnestly pleading for some effective steps to be taken soon to give clarity to the concept of Panchayati Raj and its basic aims and the means of realising them as also to put the entire programme beyond the pale of the sweet will of the State Governments and political leaders, he paid glowing tributes to the Union Ministry of Community Development and Panchayati Raj and the Minister Shri S. K. Dey particularly who "have provided outstanding leadership and initiative both in thought and action and have struggled in the face of indifference and worse to forge ahead so that the programme now covers most of the country." Continuing, Shri Narayan pleaded for due recognition to be given to Panchayati Raj in its own right, in the Constitution.

Annual Conferences on Community Development & Panchayatiraj

(Continued from page 13)

sary machinery for prompt enquiries had been established in most of the States and emphasised that similar machinery should be set up in the remaining States also. The power to sanction prosecution against office-bearers at the village panchayat level, the conference felt, might vest in the collector, while for the higher-level Panchayati Raj bodies, this power might vest in the State Government.

The Conference discussed in detail measures to assist the weaker sections of the community and suggested that assistance could be provided through the rural works and industries programmes and by organising labour cooperatives and cooperative farming societies. In the execution of the rural works programme, preference should invariably be given to labour cooperatives.

The ministers agreed that Panchayati Raj institutions and cooperatives should come closer to each other so as to meet the requirements of increased agricultural production. The question of institutional coordination at all levels could be studied in the light of the experiments made in Rajasthan. It was also agreed that Panchayati Raj institutions should invest their surplus funds in cooperatives as depositors etc. Service societies and central cooperative banks should be fully associated with the preparation of production plans so that there might not be subsequent bottlenecks in the free flow of credit. The extension agency and members of Panchayati Raj institutions should assist village cooperatives in recovering their dues.

The Conference also emphasised the need to give family planning the highest priority and suggested that the programme be taken up as an integral part of the Block programme with well-defined targets for reduction of the birth-rate. Supply of contraceptives should be facilitated by establishing local depots. Cooperative societies and pest offices might undertake their sale on a no-profit, no-loss basis.

THREE BASIC INSTITUTIONS AND THEIR INTEGRATED APPROACH

Continued from page 7

School, which has since been upgraded to the standard of a middle school.

A few years back, when a proposal was made to the villagers to start a 'Mahila Samaj', before the Mahilas could offer their opinion, the men objected the idea tooth and nail, expressing a false notion that this would spoil the morals of the women-folk, whose main functions, they argued, were only at home. Now the same men and women have become converts to the ideals of Mrs. Accarra who has succeeded in establishing a Mahila Samaj. Attached to it is a nursery school where children below five years of age are brought up and educated on sound lines. It is interesting to point out that as prescribed by her a contribution of Rs. 10 is given to the Mahila Samaj on the occasion of each marriage taking place in the village.

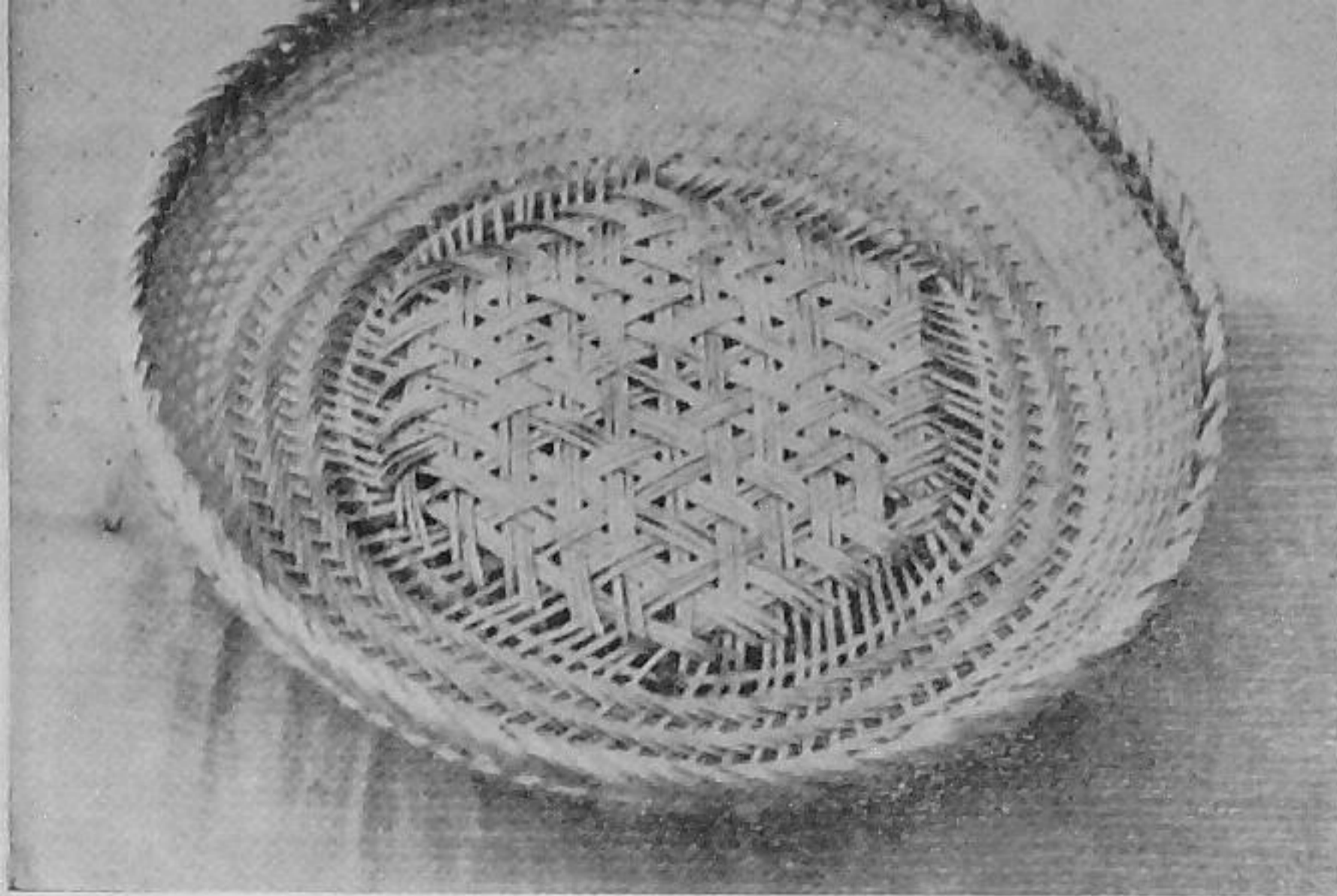
THE CO-OPERATIVE

In the Cooperative field, too, she has spared no pains. Her active hand in this field has renewed the old cooperative glory and all the supplies and services required by the common man are made available through the village cooperative. There is perfect coordination between the Panchayat and the Cooperative. The whole village is throbbing with a new life. There is satisfaction and happiness visible around in the village. This is a living symbol of what may be achieved as a result of an integrated action by the three basic institutions.

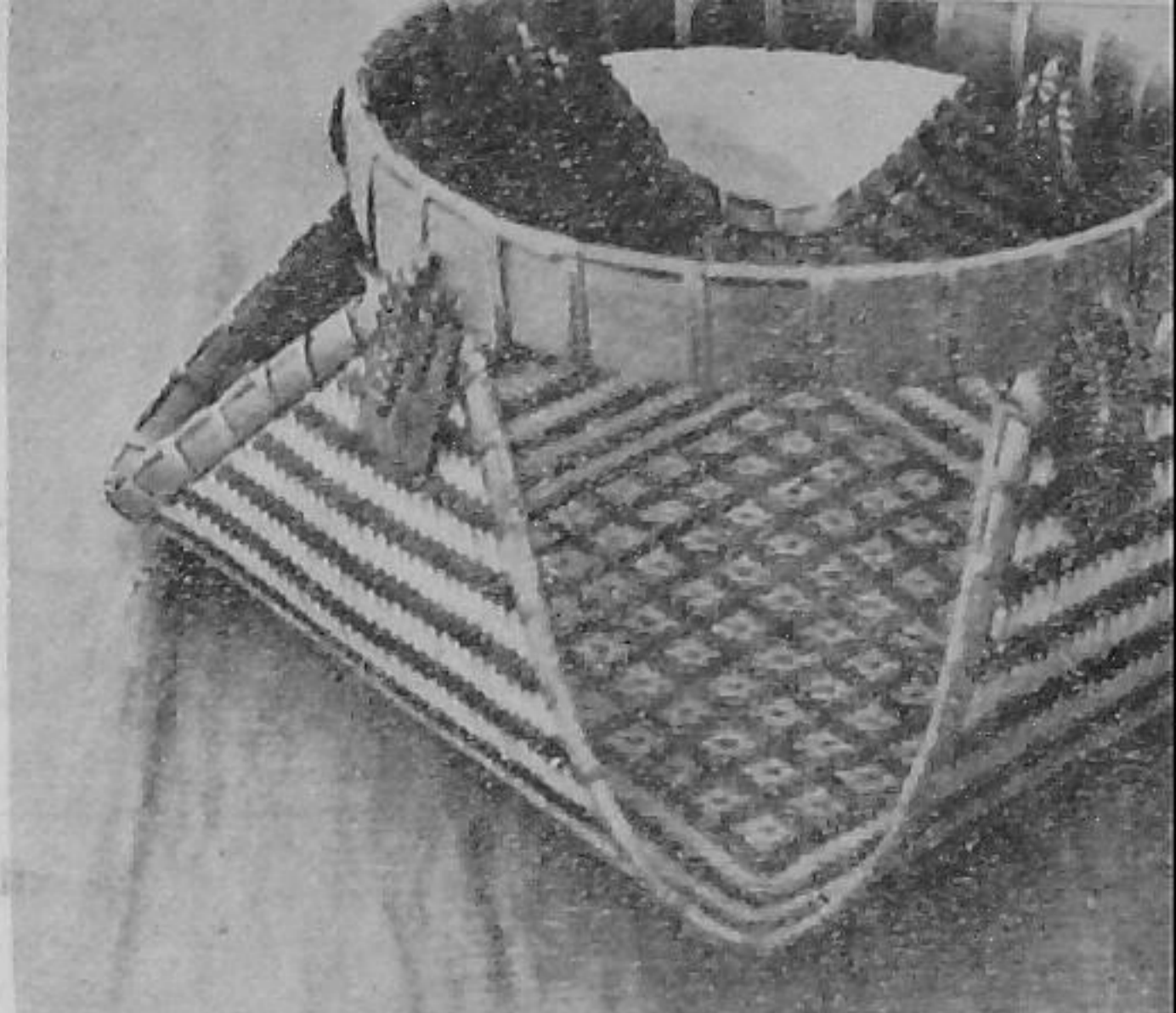
Letters

(Continued from page 1)

(The need for strengthening technical supervision and guidance from higher level personnel of the Departments concerned to the Extension Agency cannot be over-emphasised. The Extension Agency should be able to transmit better know-how and techniques to the farmers, and its success depends on the extent to which it is fed with higher knowledge and is supervised in its implementation. This problem has come in for considerable discussion lately and some concrete measures have been suggested by the Union Government to the State Governments in this behalf.—Editor.)



An artistically woven bamboo plate



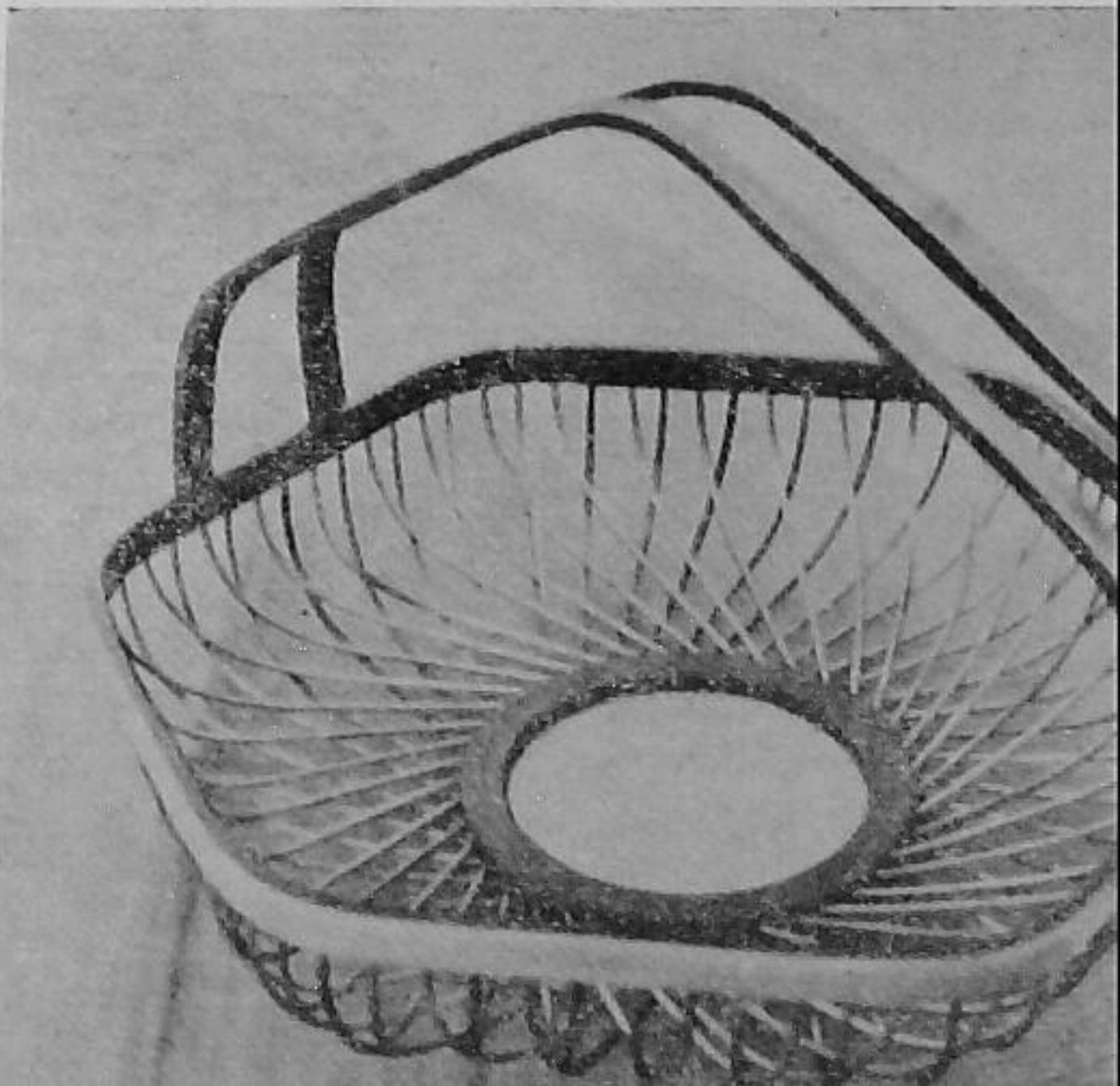
A Fruit Bowl

DESIGN & UTILITY IN BAMBOO PRODUCTS

A vegetable basket for marketing



Another design of a fruit bowl





KANGRA Valley is rich in bamboo groves which constitute the raw material for not only a number of articles of daily use in the household but also for artistically designed handicrafts much in demand in foreign markets.

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