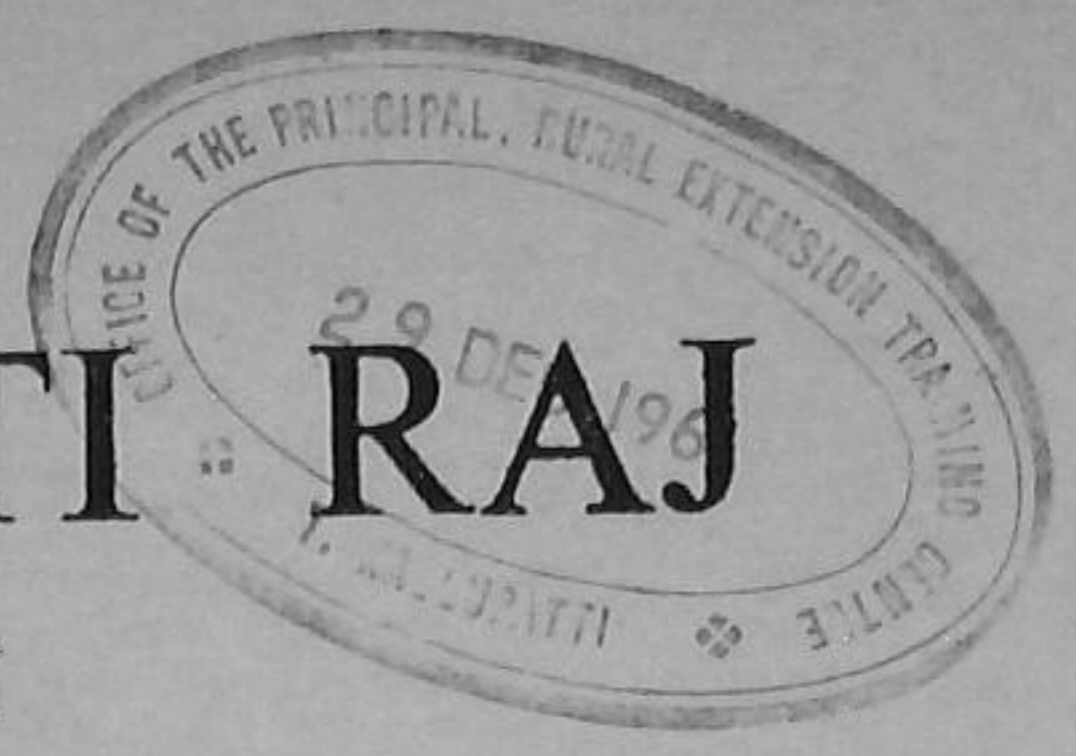


J 21 f/13

# PANCHAYATI RAJ

DECEMBER 1961







# PANCHAYATI RAJ

(Incorporating Gram Sevak)

Vol. II

AGRAHAYANA-1883

No. 9

DECEMBER 1961

## CONTENTS

PANCHAYATS AND THE WEAKER SECTIONS— <i>Vishnu Dutt</i>	..	1
STATE CO-OPERATION MINISTERS' CONFERENCE	.. ..	3
PANCHAYATS AND CO-OPERATIVES—SOME DO'S AND DONT'S	.. ..	4
LETTERS	.. ..	6
WOMEN AND CHILDREN	.. ..	9
ALL LITERATES HERE— <i>R. N. Gupta</i>	.. ..	11
COMMUNITY ON THE MOVE	.. ..	13
FROM THE CENTRE	.. ..	15

Editor : R. N. GUPTA

### BUSINESS NOTICE

Single Copy : 15 nP.

Annual : Rs. 1.25

All enquiries regarding agency and rates of subscription and advertisement may be addressed to the Publications Division, Old Secretariat, Delhi-6. Editorial correspondence may be addressed to the Editor, *Panchayati Raj*, Ministry of Community Development & Cooperation Krishi Bhavan, New Delhi.



# Panchayats And The Weaker Sections

Vishnu Dutt

THE KEENLY AWAITED report of the Study Team on the welfare of the Weaker sections has been published. It may be hailed as the 'Magna Charta' of the weakest and the poorest in our society. It has called upon the Government, the Panchayati Raj institutions, and the people to share certain responsibilities to effect improvement in the lot of the weaker sections. It will be worthwhile to examine some of the recommendations in so far as they relate to Panchayati Raj institutions.

## KEY ROLE

The Panchayati Raj institutions have been assigned a key role in the welfare programme of the weaker sections. According to the Study Groups' recommendations, "the whole bias of Panchayati Raj institutions has to be towards the weaker sections of the village.... This is not to be considered as just one item of work. It is really *the work* in Community Development". This overriding emphasis on the welfare of weaker sections has been laid because of two considerations *viz.*, the very large number of persons belonging to the weaker sections in the rural area, and the intrinsic importance of the subject.

The first and foremost question that arises is: what constitutes the Weaker Sections? The Group has sought to lay

down a 'Means Test' to determine this. All those families whose annual income is less than Rs. 1,000, and they constitute 80 % of the rural households, fall under this category. Besides, the entire community of the Scheduled Castes and Scheduled Tribes is also assumed to form part of the weaker sections. Thus, in effect the C.D. Programme is largely the development of these weaker sections who form a big majority of the rural population. The policies and programmes of the Panchayati Raj bodies which fail to take into account this vast population have therefore, little justification.

## COMMUNITY SPIRIT

The main idea of Community Development Programme is to foster well-knit communities in which the various members are inspired by a common bond of love and unity. They share joys and sorrows together. And if any individual or groups of people lag behind, the other persons who are a bit forward feel a moral obligation to come to the rescue of their less fortunate brethren. Therefore, it becomes the primary duty of the Panchayati Raj bodies to look after the welfare of the weaker sections and to try to help them to the best of their ability. Carried to its logical end, this may mean the community ownership of all means of production including land. This ex-

plains why the Study Group has argued in favour of the villagisation of land and even urged the Government to undertake an educative campaign in its favour. This however, seems to be too high an ideal to be achieved under the present circumstances. The Panchayats which can set up an example in this connection are most welcome to do so and they do deserve emulation and appreciation on all hands.

The next question arises: what is the minimum standard of living that the Panchayati Raj bodies should ensure unto the last man? According to the Study Group, this should include full employment, and minimum essential social services and welfare requirements *e.g.*, a small house to serve as a shelter, pure drinking water supply, some educational and health facilities. This, in short, constitutes the blueprint of the programme of action for the Panchayati Raj institutions.

## EMPLOYMENT GUARANTEE

Perhaps the boldest recommendation made by the Study Group is that the Government should "guarantee employment to every citizen who is prepared and is fit to do manual labour". No easy task this. But it is the most obvious and fundamental thing to do in a welfare State which aims at the socialist



pattern. Such a declaration on the part of the Government, it is felt, would electrify the masses and spur them on to rapid action. It will put the Government as well as the people on their mettle. Many eyebrows will perhaps be raised against this idea, condemning it as unrealistic. Lack of resources is claimed to be the main objection against the scheme. Left alone, the Government will undoubtedly find it difficult to implement the idea. But with the Panchayati Raj institutions sharing the responsibility, it may not be an utterly impossible task to achieve. Numerous activities like contour bunding, land reclamation, soil conservation, irrigation works, and road building are waiting to be executed in the rural areas. These Public works hold out prospects of employment on a large scale. And as has been well suggested by the Study Group, the village Panchayat should maintain a register of the unemployed and where employment has to be found outside, the Sarpanch should take it up with the Panchayat Samiti. The Report also urges the Panchayats to see that surplus wastelands are given to the landless who may be persuaded to form themselves into co-operatives to carry on cultivation.

#### **MINIMUM SOCIAL SERVICES**

It is recommended by the Study Group that the Panchayati Raj institutions should ensure a source of pure drinking water supply to all members of the community including the Weaker Sections.

In the field of education, the Study Group has suggested that primary schools should be the responsibility of the Panchayats and the Secondary schools of the Samitis. It has also recommended free education and free boarding and lodging in mixed hostels for the children of the Weaker sections upto the Higher Secondary stage. Besides, free mid-day meals, free dress, and stationery have also been recommended for pupils of the primary classes.

It has been suggested that every Panchayat should create a fund through voluntary contributions to provide medical assistance to the indigent and the orphans. The Government and the Panchayati Raj institutions have been called upon to encourage the formation of Health Insurance Societies to provide medical aid to the rural people.

#### **ENDING EXPLOITATION**

An important duty enjoined upon the Panchayati Raj institutions is to save the members of the Weaker Sections from the exploitation at the hands of greedy usurers and other middle men in various walks of life. This they can do by assisting the needy persons to become members of co-operatives dealing with credit, production and marketing. The Panchayats should help them if necessary by advancing suitable loans and grants to enable them to purchase shares in various co-operative societies. In case grants are required to be given, the Panchayat Samiti

or the Government, may make the necessary matching contribution to the Panchayat concerned.

The Report urges the Panchayati Raj bodies to spend the funds exclusively on schemes involving community participation specially benefiting the Weaker Sections. In case, assistance to individuals is offered, priority should be given to members of the Weaker Sections.

Another recommendation seeks to authorise the Panchayat Samitis to spend every year an amount upto 1/5th of the total Community Development budget for five years. This *ad hoc* allotment to the Samitis will go a long way in removing the air of uncertainty which hangs over them at present and prevents them from initiating urgent schemes. The Group has proposed that an Equalisation Fund, say of Rs. 10,000, to be pooled from each block, be placed at the disposal of the Zila Parishad and spent for the benefit of specially backward areas.

The Panchayati Raj bodies have been urged to look after the social reforms pertaining to the Weaker Sections who are particularly given to a number of ruinous habits and customs such as wasteful expenditure on marriage, death and religious ceremonies, and the vice of drinking which have been eating into their vitals. The Panchayats are expected to carry on social education and to create public opinion against these evil tendencies.



# State Co-operation Ministers' Conference

THE ANNUAL CONFERENCE of State Ministers of Co-operation, held recently in New Delhi, made some far-reaching and in some respects revolutionary recommendations for decentralisation and de-officialisation of co-operative training and education and the transfer of this responsibility to the National Co-operative Union and State Co-operative Unions.

The Conference recommended that the junior co-operative training centres should be transferred straightway to the State Co-operative Unions. As regards the intermediate training centres, they would be transferred to the State Co-operative Unions where the State Governments thought this possible. Where this could not be effected immediately, the centres would be run by the central organisation responsible for training. At the centre, responsibilities relating to co-operative training and education should be entrusted to the National Co-operative Union of India, working through a special committee to be appointed with the approval of the Government of India. This committee will run the training college for senior personnel and organise and co-ordinate programmes of research and also run such intermediate centres as are not taken over by the State Co-operative Unions.

The Conference recognised the need for developing co-

operative marketing of agricultural produce and recommended that a basic price policy for important agricultural commodities should be laid down as early as possible. As co-operative organisations would have to increasingly handle agricultural produce on an outright basis, it was necessary for the State Bank of India to play a greater part than at present by granting facilities by way of clean cash credit, accommodation as well as pledge finance. It was felt that large-scale expansion of credit without corresponding development of co-operative marketing was likely to have undesirable repercussions. The Conference, therefore, suggested an organic and functional link-up between co-operative credit institutions and co-operative marketing institutions.

The Conference noted that co-operative processing had registered progress, especially in the field of sugarcane and cotton. It was the consensus of opinion that processing of agricultural produce must be a "special preserve" of the co-operative movement and that further encouragement must be given to units undertaking co-operative processing in other fields, e.g., fruit preservation.

The Conference agreed that the co-operative farming programme should be implemented faster as it was a

way of improving agriculture in a country of small holdings. It was indicated that central assistance to State Governments of Rs. 6 crores earmarked in the Third Plan for the non-pilot project societies would be over and above the State Plan ceiling. This assistance would be subject to the condition that the State Government finance from their own resources the matching contribution of about Rs. 2.2 crores, which is required, from within their overall Plan ceiling. This should be done without reducing the outlay in the Plan on other schemes of co-operation.

The report of the Working Group on the relationship between Panchayats and Co-operatives was discussed and it was stressed that it was necessary to preserve the autonomy of co-operative institutions. It was felt that a detailed examination of the report was necessary and consultation with State Ministers for Panchayats will have to take place before any final decision could be taken.

On the question of co-operative credit, it was pointed out that the limit of 250 societies for each State for share capital participation in 1961-62 should not be imposed uniformly on all States. It was also felt that the minimum amount of share capital to be collected by a society to qualify for

(Continued on page 8)



# Panchayats and Co-operatives

## SOME DO'S AND DONT'S

*The Report of the Working Group on Panchayats and Co-operatives, appointed by the Government of India has come none too soon to clear the atmosphere of confusion and conflict that sometimes prevailed in regard to the jurisdiction, powers and functions of Panchayats and Co-operatives—the two pillars of the fast developing rural society. The Report has done a distinct service by pointing out clearly what the two institutions should or should not do. Below we give a gist of the Report under the two classifications of do's and dont's.—ED.*

### DO's

1. The panchayat should have an important role in promotion and development of all types of co-operative institutions within its area. It should help in increasing membership, deposits and share capital of the local co-operative and render other facilities like housing accommodation, land for building, godowns and licences on preferential basis to strengthen it. It should also see that every family in the area joins the service co-operative and gives it full support. The panchayat should also see that members use the credit received for the purpose for which it is given and repay their credit in time.

2. All the surplus funds of the panchayat should be deposited with the co-operative. The service co-operative should also function as a banker to the panchayat.

3. In the field of agriculture the functions of the panchayat and the co-operative cannot be demarcated into water-tight compartments. As a rule, the functions which can be run on business principles should generally

be handed over to the co-operative while functions which involve a heavy element of subsidy should be retained by the panchayat. Functions which call for community effort of the entire village as a corporate unit fall within the area of panchayat rather than the co-operative.

4. In drawing up the village agricultural production plans, there should be close co-ordination between the panchayat and the co-operative. For village agricultural production plan to be realistic, it is necessary to know at least two months before the next cultivating season the amount of credit likely to be available to members of co-operatives and the extent of supplies that are likely to flow. A procedure should be evolved under which the central co-operative bank and other agencies would give such an indication to the panchayat in proper time. The panchayat should take the initiative and draw up the plan which may be placed before a meeting of the Gram Sabha called specifically for the purpose. The members

and office-bearers of the co-operative should make it a point to participate in this meeting.

5. Preparation of individual farm plans all over the country must remain a fairly distant ambition. The normal credit statements at present prepared by village co-operatives may, however, be elaborated and made more scientific. To the extent it is possible to prepare individual farm plans, efforts should be limited to the members of co-operatives and the task of their preparation should be entrusted to the co-operative itself.

6. The panchayat as a body and the entire managing committee of the co-operative may meet at least once a quarter to thrash out all common problems. This meeting may be informal in character and may not be enjoined by any statute relating to panchayats or co-operatives.

7. While the autonomy of the village co-operative has to be accepted, the supreme authority in a village, namely the Gram Sabha,



should have a right to discuss matters relating to service co-operative in so far as they affect the economic development of the area. The co-operative should help by providing relevant facts and figures. The views of the Gram Sabha may be sent to the Block Panchayat Samiti and to the co-operative which should take note of these views.

8. As the Block Panchayat Samiti has to plan and execute all the developmental activities at the block level, it is essential that it should take a promotional interest in the co-operative institutions. The Samiti should have a Co-operative Sub-Committee for discharging this function in which representatives of the appropriate co-operative organisations might be co-opted. The co-opted members of this sub-committee should be associate members without voting rights in order to avoid infiltration of possible political influence into the co-operative.

9. The Block Panchayat Samiti should have a general right to discuss the progress with regard to different branches of co-operative movement within the block. The co-opted members of the sub-committee on co-operation might be called upon to give factual account of what is happening in this sphere. The suggestions of the Block Samiti may be forwarded to Zila Parishad for further action.

10. The Functional Committee of the Zila Parishad

should discuss the general progress of co-operative movement within the district and make appropriate suggestions for improvement.

11. Powers of Registrar in regard to complaints regarding delays in registration should be delegated to Assistant Registrars functioning at the district level. The Assistant Registrars generally work under the control of Zila Parishads and will be accountable to them. The rules should provide for a definite time limit within which application for registration should be disposed of.

#### DONT's

1. While co-terminus jurisdiction should be a long-range objective, it would not be desirable to insist on this as a rigid principle as this would interfere with the working of nearly two lakhs autonomous co-operatives already on the ground.

2. The combination of the staff of panchayat and co-operative at the village level is not recommended.

3. Where appropriate functional co-operatives are available, the panchayat should support and help such co-operatives rather than take up the activities itself. Where such co-operatives do not exist, the function should be taken up by the panchayat as far as it is possible for it to do so. Some of the functions which should be left to the co-operatives are irrigation, soil conservation farming, dairying, processing, vil-

lage industries, pisciculture and marketing.

4. Representation of the panchayat on a co-operative or *vice versa* is neither necessary nor likely to be helpful.

5. Reciprocal representation of the Block Panchayat Samiti on the co-operative organisations will involve nomination and is also not considered desirable or necessary.

6. There is no special advantage in the Zila Parishad having a right of representation in the district level co-operative institutions. They may, however, send a representative on the District Co-operative Union as it can render maximum assistance to the Union in its promotional and educational activities.

7. It is not advisable to effect transfer of any of the statutory powers of the Registrar to Zila Parishad and/or the Panchayat Samiti. Functions like registration, supercession of managing committees, approval and amendment of bye-laws, levying surcharge on members, arbitration and liquidation are clearly quasijudicial powers and should continue to remain with the Registrar. Audit is also a statutory duty of the Registrar which he performs through specially qualified staff and which cannot be transferred to elected bodies.

8. Powers in respect of hearing appeals against  
(Continued on page 8)





## VILLAGE FUEL PLANTATIONS

Sir,

THE QUESTION of popularising compost manure is intimately connected with the supply of fuel. If ways and means could be found to solve the latter, the former too would be within easy reach. I have a proposal which if adopted would provide the key to this problem. Every family requires about 2 to 3 mds. of fuel wood for burning in a month and this much of wood the villager can get by cutting the shoots of a fuel tree without hurting the main trunk and the main branches in any way. Thus he requires 12 trees for the whole year. In three years time the trees will bear fresh shoots sufficient to meet the fuel requirements again. Thus if he cuts the branches of trees by rotation in three years, in all he would require 36 trees. In  $\frac{1}{4}$  acre of land, 40 fuel trees and 10 timber trees can be easily grown at a distance of 15' approximately. The fuel requirements of an average village having 150 families can be met from plantations over  $37\frac{1}{2}$  acres of common land near rivers, khals, nallas, tanks and pools.

The question that naturally arises is: where is the hitch

in growing of fuel trees? Why don't the villagers do it? Yes. There is a big hindrance. The villagers are not sure that they would be permitted to make use of the trees once they have planted them. The Forest laws are so cumbersome and oppressive that they are afraid of the ownership of the planted trees passing into the hands of the Government. If the Government really wants that fuel trees be grown in abundance the government should declare in unequivocal terms that it would not interfere with the villagers' right of using these trees. In my opinion, the villager who plants the trees should be regarded as the owner of the tree. The Block officials should simply teach them how to grow trees and how to get benefit from them. If this is done the whole country will become green within a period of 5 years.

14-8-61

BHOPAL

Yours etc.

*Ratan Singh Banthiya*

*It is an excellent idea to have fuel plantations in every village. But the proposal that individuals may be encouraged to plant fuel trees on their own at any available vacant place with the assurance that the planted trees would be-*

*come their property is fraught with many difficulties and complications. Now that we have a panchayat in every village it would be only too proper for it to undertake this important task of planting and maintaining the village forest. As suggested by our correspondent Shri Ratan Singh Banthiya, the Panchayat might allow individual families of the village to prune offshoots and surplus branches without injuring the main tree so as to enable them to meet their requirements of fuel in a systematic manner.—Ed.*

\* \* \*

## PROGRESS ASSISTANTS

Sir,

I fully endorse the views of Shri B. Khairamode about the Progress Assistant expressed in his letter published in the August issue of Panchayati Raj. In West Bengal about one hundred Progress Assistants have been employed. All of them are young graduates in Economics or Mathematics or Statistics. Before they joined, they had a very high idea of their role in the Blocks. But in the practical field they see an entirely different picture. They are not permitted to verify on the spot the reports submitted by Gram Sevaks and



Gram Sevikas, as their controlling authority is the Head Clerk-cum-Accountant who imposes upon them various official works which have nothing to do with their job.

I would request the authorities concerned to pay attention to the sad plight of these young graduates who expected to play an important role in the successful implementation of the Community Development Scheme. They may be delegated more powers so that they can properly evaluate the achievements made by the Extension Officers and Gram Sevaks. They should be made immune from the influence or control of any Block Extension Officer. All the honest efforts of the government will be a mere cry in the wilderness if the Intelligence machinery becomes defective. Needless to add that no planning worth the name can be done on the basis of cooked up or exaggerated statistics. It will be better if as suggested by Shri Khairamode, the designation of Progress Assistant is changed to Extension Officer (Evaluation)—a designation true to his work.

Dated 31-10-61 Yours etc.  
West Bengal. B. C. Debnath.

\* \* \*

### THE REAL WORD

Sir,

I am a regular reader of the PANCHAYATI RAJ. I have followed with interest the correspondence on Panchayati Raj versus Rural democracy. I am myself in favour of the former for 'Raj' is rule or Government. But what is meant by 'Panchayat'? As I

wrote in my "Note on Democratic Decentralisation", contrary to her age-old monarchy and imperialism, modern India has opted for a Republic form of Government. But how can this idea of a Republic get into the minds and hearts of our People? Translated it means: "Praja Swaamya Gana Thantrama"—Does it enter into even the outer retina of our ears not to speak of our minds and souls? The Republic, admittedly, is a foreign idea. But if it should succeed here, it must find a suitable if not an exact, counterpart. Deshabandu Chittaranjan Das had the vision to foresee it decades ago. Other leaders in the country—Mahatma Gandhi, Andhraratua Gopalakrishnayya, Alluri Seeta Ramaraju, Andhrakesari Prakasam Pantulu, Jaiprakash Narain and many others—have endorsed the idea and blessed it. The Sarvodaya school headed by Sri Vinoba Bhave has been urging for some time past in favour of these autonomous or self-sufficient units. Shall we, then have the courage to accept it without reservation? Mind! The word PANCHAYAT everywhere is the *mantra*. And it stands for a Republic. Not a loose-knit, weak-kneed, poor-pursed, ill-co-ordinated, pitiable-looking, poor relation of the big Boss! But a PANCHAYATI RAJ, proud, virile, disciplined, purposeful as well as purposeful, emerging through its numerous storeys into the massive and mighty structure of our future Republican Raj—such is the

glorious vision connoted by this recent legislation of our Panchayats, Samithis and Parishad. Tell every peasant and labourer, every school boy and girl that this Panchayat is the real word for our Republic. It goes right into his heart, mind and soul. He understands its implications, endears it to his bosom, and fights for it if necessary with all his might and main. To an understanding mind, that is the real significance of this recent local legislation in India".

Few people not excepting even the more informed among our leaders—rarely refer to the role of the illustrious Deshabandhu and his unique and glorious, "Scheme of Swaraj", which, lest we forget, was nothing but PANCHAYATI RAJ. That scheme was dated 30th January 1923, and its chief principle was "maximum of local autonomy, carried on mainly with advice and co-ordination from, and only a minimum of control by the higher centres, which will have some special functions besides". In regard to its structure, the scheme envisaged the administrative divisions of Gram Panchayats, Nagar (Town) Panchayat, Zilla Panchayats, Rashtra (Provincial) Panchayat and an All-India Panchayat, elections to which would be on indirect basis except in the case of the local Panchayats. All the functions of a particular area shall devolve generally on its Panchayat; and the needed revenues will also be raised by the concerned Panchayat,



with advice from the upper organisations. Under the scheme, "contributions would be made by the local Panchayat to make up the revenues of the Zilla Panchayats and so forth and not *vice versa* as at present, which has become an order of doling out funds—loans and grants—from the centre and the states to the local bodies below. And in respect of the system of elections, the scheme laid down that "None should offer himself or canvass for himself as a candidate for election, but he might publicly signify his consent to accept the burden of office if elected. Generally, if a member of a lower council is elected to a higher council, his place shall become vacant and may be filled by a new election by the same electorate."

Some of the ideas of Deshabandhu may not be agreeable to our mentors of the present day Panchayati Raj, but there are others which are distinctly useful even today. In any case, it is an indisputable fact that Deshabandhu was the father of this decentralisation idea—the first Rishi of the Panchayati Raj, truly speaking. It is but fitting and proper, therefore, that students of our present Panchayati Raj should remember him and read his "outline scheme" which, has been the main charter of liberty so far produced in our country.

Dated 29-9-61 Yours etc.  
Amalapuram, G. V. Subba Rao  
Andhra Pradesh President,  
Andhra Mahajan Sabha.

\* \* \*

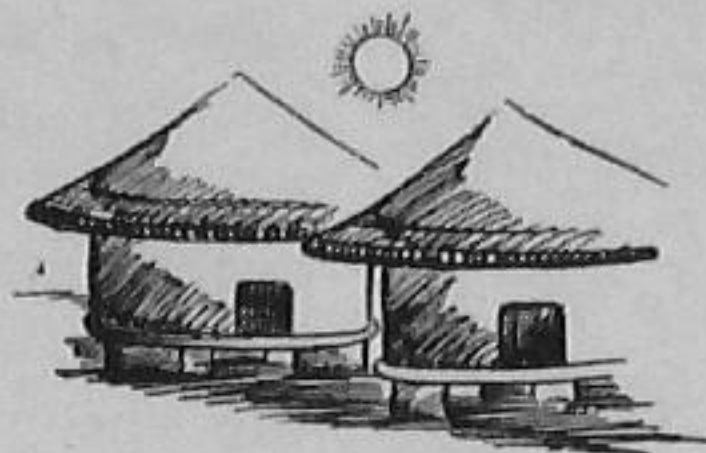
## STATE CO-OPERATION MINISTERS' CONFERENCE

(Continued from page 3)

State contribution out of the loans from the Reserve Bank of India should be reduced where considered necessary from Rs. 2,500 to Rs. 1,500. The Conference emphasised that it was very important to revitalise primary credit societies and immediate steps should be taken towards

this objective.

The Conference attached importance to consumers' co-operative in the light of securing a fair price to the consumer. It generally endorsed the recommendations of the Committee on Consumers' Co-operation.



## PANCHAYATS AND CO-OPERATIVES

(Continued from page 5)

non-admission of members need not be given to panchayati raj institutions sitting in their corporate capacity. They may remain with the Registrar who should delegate these powers. Appeals should be disposed of within a prescribed time-limit.

9. The panchayati raj institutions may not be vested with legal powers of supervision in its technical sense over co-operative societies. To the extent administrative supervision can be isolated from technical and financial supervision and it can be supported by appropriate

staff without duplicating the existing machinery, such powers may be vested in Zila Parishad/Panchayat Samitis.

10. The functions relating to co-operative education and training should not be given to Zila Parishads or Block Panchayat Samitis. In playing their general promotional role with regard to co-operatives, the panchayats should organise citizenship education with a view to disseminating knowledge of co-operation and should do general publicity and propaganda for co-operative movement.





## WOMEN AND CHILDREN

### ANDHRA PRADESH

To MARK the celebration of Children's Day on 14th November, several welfare activities have been carried out, primarily on self-help basis by various Panchayat Samitis in the State.

In Narasampet multi-purpose block, construction of a Balamandir was taken up and it is nearing completion. In addition 5 sets of play ground equipment have been installed in 5 villages. The equipment is proving popular among the children.

11 Balananda Sangams have been organised for children in Impur Panchayat Samithi block and some of them are supplied with children's books on fifty-fifty contribution basis.

Children's parks have been laid in each of 13 villages of Pentapadu Panchayat Samithi block. Children's libraries have been started at block head quarters. 20 Balananda Sangams have also been started and play equipment and children's books have been supplied to these Sangams. Two Nursery schools have also been started in 2 villages of this block and toys and play equipment costing Rs. 1,000 supplied to these schools. A music centre was also started for giving training to the girls in music.

The members of Bala Sabha of Chintalapadu vil-

lage in Tiruvur panchayat Samithi block took up a paddy plot of about 12 cents and carried out paddy cultivation by Japanese method. They have also grown a kitchen garden in about 6 cents of land. Similarly the children belonging to Bala Sabha of Khambampadu are running a poultry unit consisting of 3 cocks and 12 hens.

In Jaggayyapet Panchayat Samithi block, 17 Elementary school buildings were constructed and the scheme of supplying uniform dress to children out of the contributions raised from the villagers is being implemented in all the schools. So far an amount of Rs. 2,248 has been raised in the villages of this block for the purpose.

In some villages of Tade-palligudem Panchayat Samithi block, children have done pioneering work in laying of Katcha roads, which were later taken up by the elders and completed. There was no response previously to Community Development work in those villages but the children's initiative has brought in a new life and these villages are on the way to progress with the co-operation and the help of the villagers.

### MADRAS

Consequent on the implementation of Panchayati Raj, the Madras Government

have integrated the three women's welfare agencies, i.e., (a) the Women's Welfare Department which works mostly in non-block areas; (b) the Rural Development and Local Administration Department which works in C.D. Blocks; and (c) the State Social Welfare Board, for women's welfare work in the State.

*State Level:* Accordingly the State Welfare Advisory Board will hereafter be called the State Social Welfare Board and will in course of time become a statutory Board like the State Khadi and Village Industries Board. The Advisory Committee for the women's welfare department has been abolished.

The State Government will reconstitute the State Board in consultation with the C.S.W.B. The State Board will have the following composition—12 non-officials,—one from each Revenue District, 4 officials and 5 non-officials.

The Director of Women's Welfare will be the whole-time Secretary of the Board. She will be the head of the department which will consist of all the existing staff of the 3 agencies—common categories merging into a single cadre.

The State Board will be responsible for all matters of



policy, formulation and implementation of programmes, review of progress, advice on training, scrutiny and recommendation of applications for grant-in-aid to non-official institutions, advice on recruitment of staff and any other matter. It will be responsible to the State Government in all matters relating to the programme of the State and to the C.S.W.B. for the grant-in-aid programme financed entirely by them. In short, it will assist the State Government and the Central Board in further development of Welfare Services always in consultation and co-ordination with the State Government.

It will meet atleast once in 2 months with the Chairman presiding at all such meetings.

*District level:* At the district level each Development District will have a Committee consisting of Chairman of all the Block level Committees in the Development District and co-opting 4 voluntary social workers, and be presided over by the respective member of the State Board in that District.

A Departmental Officer at District level will be ex-officio Secretary to this Committee. She will render advice and guidance to the Block Committees and to the workers.

This committee will review, assess and report to the State Board.

*Block Level:* At the Block level the work will be administered

by a committee of the Panchayat Unions called the Women's Welfare Committee.

This committee will be composed of the Chairman of the Panchayat Union Council as member, plus 5 women members of the Panchayats in the block, and 2 voluntary women workers to be co-opted with the State Board's recommendation.

The Chairman shall be a woman. There will also be a Commissioner.

The committee will enjoy the same powers as other committees of Panchayat Unions and will be responsible for administration.

It will administer works relating to the women and children including maternity and child welfare and also determine policy.

\* \* \* \*

## PUNJAB

### *Children's Film Committee*

To help child education in the State the Punjab Government constituted the Punjab State Children's Film Committee in the year 1957. Its aim is to help the children gain knowledge through the exhibition of films.

During the past two years, the Committee organised 1,000 children's film shows both in the rural as well as urban areas of the State which were witnessed by over four lakhs of children. Besides the committee is organising children's variety

entertainment programmes both at the district headquarters and the state capital.

District Children's Film Committees have also been set up at all the district headquarters under the ex-officio chairmanship of the Deputy Commissioner.

The committee also organises Children's Film Festival every year. The festival commences on 15th October every year and concludes on the 14th November—the Children's Day. During the past two years as many as one lakh children benefited from this Festival which is the first of its kind in the country.

## RAJASTHAN

### *Child Welfare :*

The State Government has set up a children's health fund to promote and finance children's welfare activities in the state. In the year 1956-57 a special collection drive was launched and a sum of Rs. 1.50 lakhs was collected. A handicapped children's ward at Gangangar and a T.B. ward for children at Sardarshahr in Churu district are being constructed out of this fund.

*Children's Museum :* To evoke children's curiosity about various natural phenomena—astonishing facts of earth, sea and sky—and to quench their thirst for knowledge a scheme for establishing a network of children's museums in rural areas in the state is being

(Continued on page 14)



# ALL LITERATES HERE

R. N. Gupta

LAHASURNE WAS an unknown little village in the Koregaon block of Satara District in Maharashtra State till about a year ago. This same village is today the symbol of a new social education movement which is sweeping the State from end to end.

Adult literacy classes were being conducted in village Lahasurne by the State Education Department for some years past. The primary school teachers collected a few villagers in the evening and taught them the three R's. They received a payment of four rupees for every adult they made literate in this manner. However, the campaign did not make much headway.

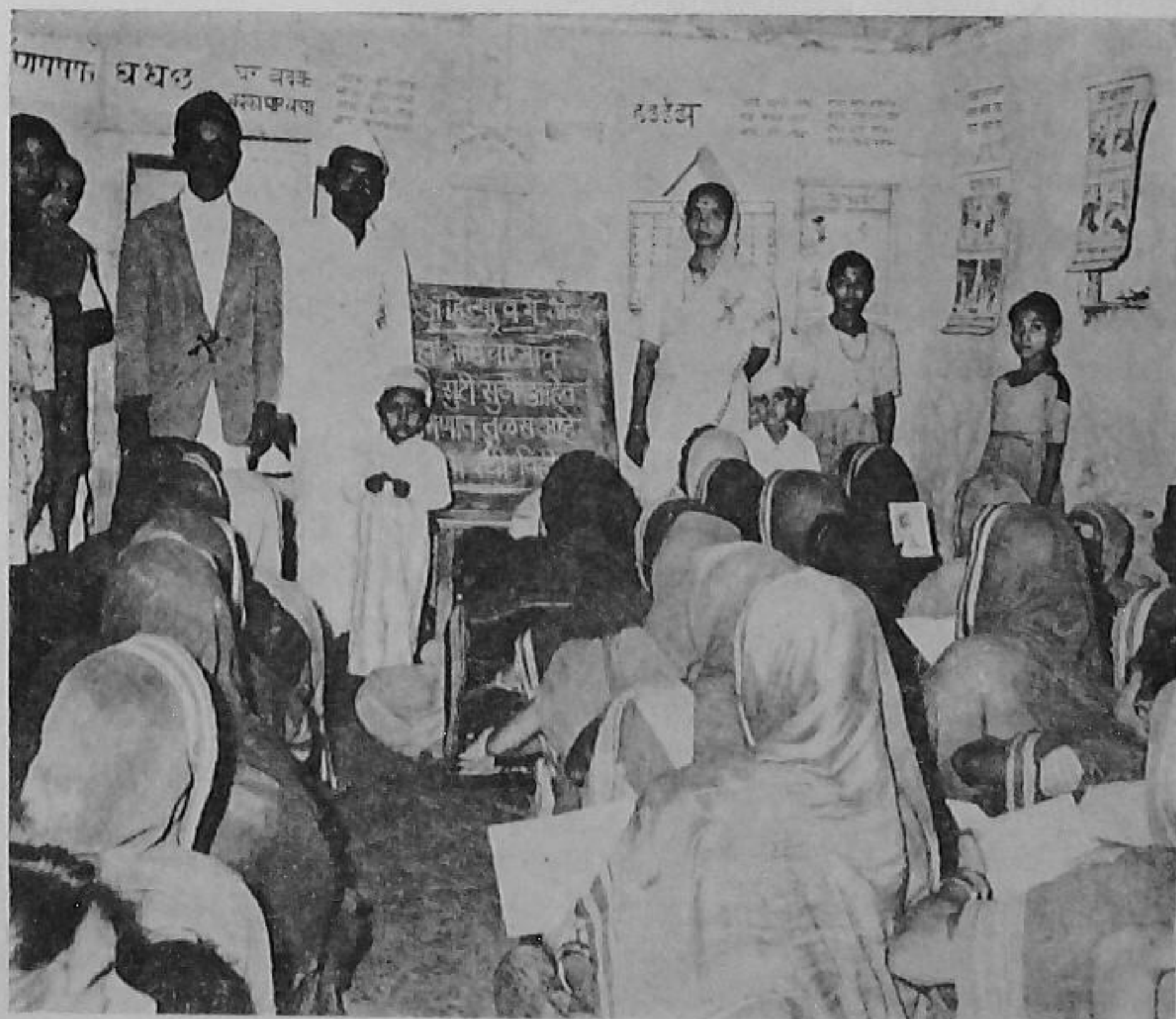
## THE NEW SPIRIT

In June 1960, it occurred to one shri B. R. Patil, the District Inspector of Education, Satara, who had been associated with the movement over a long period, that unless the adult education campaign was freed from its mercenary moorings and developed into a mass movement, it could not succeed in its cherished mission. The latter objective, he thought, could be achieved by convincing the people that the new battle they were being

asked to wage was in no way less important than their struggle for political liberation. In fact, it was even more important, for, on its success, depended their social, cultural and economic emancipation.

Shri Patil convened a meeting of the villagers of Lahasurne in the Navalai Devi temple, a place held in high esteem by the local people. This meeting was also attended by all the teachers, social workers and officers of the Koregaon

block. In this meeting, shri Patil, after dwelling on the importance of social education, announced that the money which was so far being paid to the teachers and which in future would have gone to them for making the rest of the village literate, would henceforth be given to the village for its developmental work. The teachers had agreed to make this sacrifice provided the whole village took a vow before the village deity to achieve cent per cent literacy within a fixed period.



*A social education class attended by ladies and conducted by Shri R. G. Kadam (cross marked), one of the important builders of the movement.*



Shri Patil was followed by shri R. D. Kadam, the Headmaster of the Primary School in the village. He announced at this meeting that in future not only he and his other colleagues would perform their social education work in a missionary spirit but would go further to donate to the village their entire past earnings from adult education. These two announcements sent a thrill of excitement in the whole village. The villagers were deeply moved by the spirit of sacrifice shown by the poor village teachers. They pledged in the name of Navalai Devi that within 3 months they will try to attain cent per cent literacy.

### THE CHANGED VILLAGE

Lahasurne was a changed village after this oath-taking ceremony. It was gripped by a new spirit of dedication to a cause. In June, 1960 out of a total population of 1,400, the illiterate numbered about 400. About 15 adult education classes were started for educating the people. Almost every nook and corner of the village became a centre of learning. The village panchayat managed to provide lanterns and kerosene oil. The slates and the pencils were provided by the Social Education Department. The books were purchased by the neo-literate or donated by philanthropic individuals. Within three months, Lahasurne had fulfilled its vow by attaining cent per cent literacy. The total cost on education worked to less than Re. 1 per head for the entire

period of 3 months during which the first phase of the campaign lasted.

There was great rejoicing throughout the village. A unique ceremony known as the *Gram Gaurav Samar-ambh*, symbolising the achievement of cent per cent literacy, was held. The whole village was cleaned, lighted and tastefully decorated with *torans* and festoons. A public meeting attended by a large number of villagers was held in the evening. About 15 other lamps, representing the number of classes conducted in the village, were then lighted.

The lamp of learning lighted at Lahasurne is now lighting thousands of other lamps in villages all over the Maharashtra State. The Gram Gaurav Samarambh first held at Lahasurne has since been held at over 40 other places. The campaign has now taken the form of a state wide movement known as *Gram Shikshan Mohim*.

### THE SECRET OF SUCCESS

What is the secret of success of the movement in Lahasurne? The main reason for the unprecedented success of the experiment seems to be that the whole scheme was worked on a psychological plane entrusting the entire responsibility for its success to the local people who themselves devised the method and mechanism of the campaign. An education committee was constituted in the village of which the members were the Sarpanch,

the Patil, the Talati, the Scout leader, the President of the Farmers' Union, the Mahila Mandal, the Co-operative Society and the Youth Club and the Head Master of the School. The Sarpanch acted as the President of the committee and the Head Master as its secretary. This committee conducted a census of all the literates and illiterates in the village, above the age of 14, and arranged for lanewise suitable places for conducting social education classes. A supervisory sub-committee of influential elderly persons was also constituted to guide the daily working of the classes. Members of this sub-committee went round all the houses in the village to persuade the adults to attend the classes regularly. They also arranged for the visit of influential persons from outside to the village so that the interest of the people in the movement could be maintained. An important feature of the official support to the programme was that in addition to the Education department, officials of the other departments such as Revenue, Agriculture, Co-operatives, Publicity, Posts and Telegraphs and even the Police lent their powerful backing to the movement. A postman giving money order to an illiterate villager would, for example, jocularly say that next time he comes he would refuse to give the money order if the payee could not sign his name. In this way the movement has been led from success to success.



# COMMUNITY ON THE MOVE



## SEVEN MILES OF ROAD THROUGH VOLUNTARY EFFORT

SEVEN MILES of roads were completed in the community development block of Jagadhri in Ambala District in the Punjab in September through voluntary efforts of the people concerned who put in 27,840 man-hours, worth Rs. 23,500 in terms of money. The roads constructed were those between Chappar and Talakaur (3½ miles); between Talakaur and Imli (1½ miles) and between Bhambola and Bhamboli (2 miles).

\* \* \*

## AGRICULTURE MAKES HEADWAY

IN THE KHARAR development block in the Punjab two children's parks were set up. Agricultural activities received great impetus. 1,964 acres of land were green-manured, 216 acres of land were reclaimed and 163 improved agricultural implements were distributed among farmers.

\* \* \*

## COMMUNITY DEVELOPMENT FORGES AHEAD

IN THE RAIPUR RANI development block in the Punjab Rs. 23,280 were spent by the Government as against Rs. 29,000 contributed by the

public towards development schemes during the past six months. 1,050 sq. metres of streets were paved during September, 65 smokeless Choolahs were provided and 5,625 persons were vaccinated against small-pox.

\* \* \*

## CHALLENGE AND COUNTER CHALLENGE

THE GRAM SABHAS of Andhara, Lachhupur and Pithra Amokhpur of district Itah in Uttar Pradesh recently threw a challenge to neighbouring Gram Sabhas for a record yield of 40 mds. of wheat per acre in the Rabi crop for 1961-62. The Gram Sabha of Khuthena of district Behraich has accepted the challenge to produce more and exceed the target by at least 2 mds. of wheat per acre. It has called upon all its cultivators to mobilise all their resources to achieve success. Some of the improved practices that they intend to take up are bunding in all the dry fields, kitchen-gardening, every family of the village to be represented on the co-operative society and plantation of 'Sadabahar' plants on every cultivator's fields for purposes of green manuring.

\* \* \*

## INSPIRING EXAMPLE OF SELF-HELP

AN INSPIRING example of self-help is the maternity home built at Dongargarh in the Durg district at an estimated cost of Rs. 36,000. It has become popular in about 16 villages of the block. Shri Musaddilal of Dongargarh gave a donation of Rs. 13,000 in memory of his mother towards the construction of the maternity home. The Janapada Sabha Khairagarh also contributed Rs. 5,000 and the Dongargarh block Rs. 18,000 for the above purpose. A well has also been sunk in the premises of the maternity home by Shri Bhagchand at a cost of Rs. 2,000.

\* \* \*

## STREET LIGHTING FROM COW DUNG GAS PLANT

RAJURA, a village in Buldana district in Madhya Pradesh will soon have street lights from energy generated by cow dung gas plant. The plant has been installed by the Gram Panchayat of Rajura at a cost of Rs. 3,500.

\* \* \*

## PEDLARS TAXED BY PANCHAYATS

MANY VILLAGE panchayats in Patiala District in the Punjab have imposed licence fees at



the rate of 50 nP. per day on every pedlar visiting their village for selling fruits, vegetables and other commodities of domestic use, not available in the villages.

\* \* \*

### ALL-WOMEN'S PANCHAYAT

DEITKAR VILLAGE Panchayat in Uttar Pradesh has made a name for itself for being an All-women's Panchayat. Lack of community feeling in the village and absence of interest in village affairs among the men appear to be mainly responsible for the election of the women. The present woman Pradhan has received education up to the 4th standard and as Gram Lakshmi, organised the mahila samiti and bal body in the village. This established her leadership over the village women. She was inspired to mobilise the village women also by the success of other women in the elections in the neighbouring villages.

There is no marked prejudice amongst the men against all-women's Panchayat. It is interesting to note that the members of the Panchayat except the Pradhan still observe purdah.

\* \* \*

### THE GRAM SABHA EXCELS THE PANCHAYAT

ON A REPORT from Yellanguda hamlet of Abbayapalam panchayat samiti in Andhra Pradesh, Extension Officer, Animal Husbandry visited the village and found that 57 working animals were having an attack of Nasal Graveloma

which was confirmed by the veterinary investigation officer. The villagers responding immediately collected money for the purchase of injections worth Rs. 300 and the affected cattle were treated and saved in time without waiting either for the panchayat or the panchayat samiti coming to their aid.

In Maripada village of district Warangal in Andhra Pradesh, a minor irrigation canal breached due to heavy showers. The villagers or-

ganised immediate *shramdan* to the tune of Rs. 125 and repaired the breach before it could do greater harm. In this way, the villagers saved nearly 30 acres of standing paddy crop through self-help.

In the same village, the youth organisation squad undertook a pest eradication campaign and treated 45 acres of paddy crop against Gall fly by spraying Endrine.

\* \* \*

---

## WOMEN AND CHILDREN

(Continued from page 10)

implemented. A permanent children's museum perhaps the first of its kind in the country has been established at Sanganer, a town about 8 miles from Jaipur, and a Panchayat Samiti headquarter. Similarly, museums on a smaller scale, have been set up in the rural areas also.

*A Unique Exhibition:* An International toys exhibition, under the auspices of the Rajasthan State Council for Child Welfare, was organised at Jaipur on October 2, 1961. This was a unique effort towards creating better understanding and a spirit of international brotherhood among the children.

A permanent toys museum is also being set up in the

Ramniwas Gardens at Jaipur. Rajasthan had also been the venue of the International Toys exhibition in 1954.

*Children's Art Societies:* To develop an aesthetic sense and artistic taste in the child, a scheme of setting up the children's art Society (Bal Kala Samiti) has been started in the block areas. The response shown by the Panchayat Samitis to the scheme is encouraging. So far more than 10 panchayat samitis have established such samitis in their areas and others are making arrangements to put this idea into practice. Children up to the age of 14 are being enlisted as members of these samitis.

\* \* \*



# FROM THE CENTRE



## BLOCK AS UNIT FOR INDUSTRIES PROGRAMME

WITH THE establishment of Panchayati Raj, the need for treating the development block as the unit of planning and development and of channelising all the resources of the government through it to the people, has been felt more keenly than ever before. In order to give an impetus to the rural industries programme by co-ordinating all the available resources, the Ministry of Community Development and Co-operation has requested the Khadi and Village Industries Commission, the Small Scale Industries Board, the All India Handicrafts Board and the All India Handloom Board to channelise their aid through the development block only.

## ESSAY AND DEBATING COMPETITIONS

THE MINISTRY of Community Development & Co-operation has decided to organise essay and debating competitions on the subjects of Panchayati Raj and Co-operation in the universities and colleges during the year 1961-62. According to the scheme there will be two separate essay competitions on the subjects of Panchayati Raj and Co-operation and in each there will be four prizes

of Rs. 100, Rs. 75, Rs. 50 and Rs. 25 at the university level. Any student studying in the university will be entitled to participate in either one competition or both the competitions. He will have to write an essay of about 3,000 words on one of the set subjects. Similarly prizes have been offered for two debating competitions to be held separately on the two subjects, both at the university and national levels. At the national level, every university will be eligible to send the winner of the first prize in the debating competition held at the university level and there would be three prizes of Rs. 500, Rs. 300 and Rs. 200.

## CONSUMERS' STORES IN EXTENSION TRAINING CENTRES

IN ORDER TO encourage the organisation and exemplary functioning of co-operatives in the Extension Training Centres, the Government of India have decided to award three prizes of Rs. 1,000, Rs. 600 and Rs. 400 to the best consumers' stores working at these training centres. Half the amount of the prize would be credited to the reserve fund of the consumers' stores and the remaining half would be utilised for a welfare purpose or purposes to be decided by the members of the stores.

All the co-operative consumers stores organised in the extension training centres, whether registered or unregistered, and which are working for at least 6 months would be eligible to participate in this competition.

## STUDY TOURS FOR NON-OFFICIAL CO-OPERATORS

A SCHEME for study tours for non-official co-operators and office bearers of co-operative institutions has been formulated by the department of Co-operation in the Ministry of C.D. and Co-operation. The scheme aims at ensuring the purposeful participation of non-official workers in the implementation of the schemes of co-operative development in the Third Five Year Plan by organising study tours for non-official co-operators and office bearers of co-operative institutions. The object of the study tours would be to provide an opportunity for studying particular aspects of the co-operative movement in various areas in the same state as well as in other states where they have achieved a considerable degree of success. The study tours would therefore be (i) All India study tours, (ii) State study tours.



The Central Government would pay 50 per cent of the expenditure involved, the balance 50 per cent expenditure being borne by the participants or by the sponsoring organisations or by the State Government. The Study Team for Co-operative Training has recommended the organisation of such study tours and has suggested that a sum of Rs. 10 lakhs be provided for this purpose.

### ESTABLISHMENT OF INDUSTRIES BY PANCHAYAT SAMITIS

THE UNION MINISTRY of Community Development and Cooperation has requested the State Governments to encourage panchayat samitis to establish industries through co-operative institutions. If co-operatives in the area are not yet developed fully to take up such ventures, it is recommended that local private entrepreneurs should be encouraged to start such industries. Where, however, no such entrepreneurs are available, the panchayat samiti itself could take up the responsibility for starting these industries, such as manufacture of agricultural implements, building materials and establishment of servicing workshops and processing industries, principally for catering to local needs. The State Small Industries Corporation where it exists may, in suitable cases, also start industries in the blocks, but with a view to hand them over to the panchayat samitis and industrial co-operatives as early as possible when these institutions

are in a position to take them over.

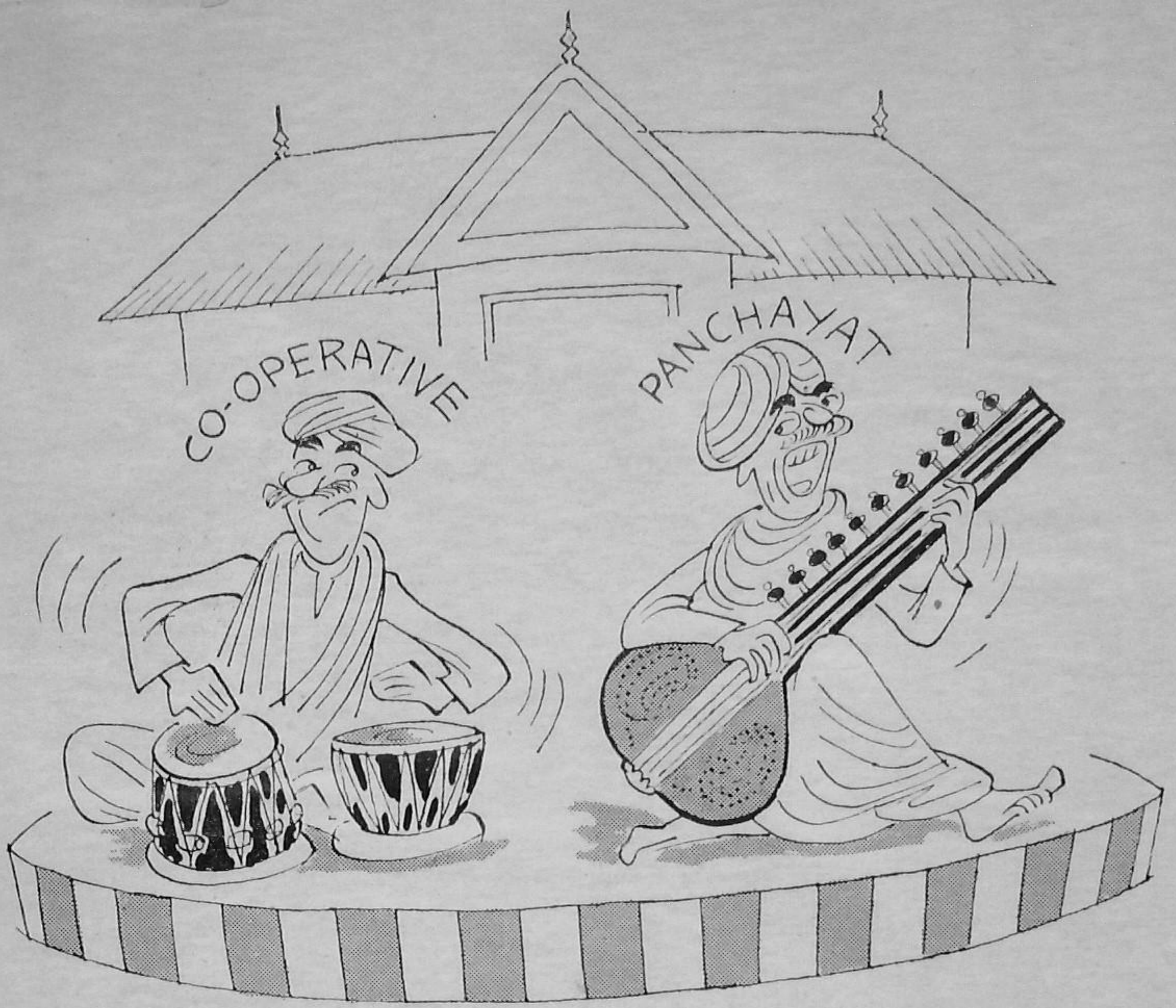
This subject had been discussed earlier by the Central Committee of the Ministry when it recognised that the limited allocations available under the heads like the State Aid to Industries Act could not be sufficient to enable all the panchayat samitis to establish manufacturing and service industrial units, in the absence of co-operatives or private entrepreneurs, it felt that this proposal might be tried by a few panchayat samitis to start with. While considering the recommendations of the Hyderabad Conference, Co-ordination Committee for Small Industries, Ministry of Commerce and Industry, has also suggested that to start with a few panchayat samitis may start and run industries on an experimental basis. It was pointed out that the financial resour-

ces required for the purpose might be pooled together from the Community Development budget and also funds at the disposal of the State Industries Department including the State Aid to Industries Act, but no other extra finances would be available for the purpose. The technical assistance required for these industries to be run by the block panchayat samitis would be made available by the State Industries Departments as well as by the Small Industries Service Institutes of the Ministry of Commerce & Industry located in the various states. The Industries Department would also have to provide the other necessary facilities required for the success of these industrial units started by the block samitis such as supply of raw materials, power connections, machines on hire-purchase, and such other assistance as could be provided.



*Farmers working on land jointly cultivated under a cooperative farming society in the Kaira district of Gujarat.*









**THE CO-OPERATIVE WAY :** *Any type of activity may fall within the ambit of Co-operation. The women-members of the Supari Sahakari Sangh, Murud in Kolaba District in Maharashtra have found a good source of subsidiary employment in the bettlenut industry. In the picture, they are seen grading the bettlenuts.*

---

Printed by the Manager, Government of India Press, Faridabad, and published by the Director, Publications Division, Ministry of Information and Broadcasting, Delhi-6, on behalf of the Ministry of Community Development and Cooperation.