

Report of the
TEAM FOR THE STUDY OF COMMUNITY PROJECTS AND
NATIONAL EXTENSION SERVICE

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COMMITTEE ON PLAN PROJECTS

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BALVANTRAY MEHTA COMMITTEE REPORT

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Summary of Recommendations

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Introduction

1. 7 In addition to evaluation by Programme Evaluation Organisation another body should make a review, after every few years, of the progress made and problems encountered, and advise on future lines of action in connection with the community development programme.

Section 1 Concept and Approach

2. 1.8 the emphasis should shift without delay to the more demanding aspects of economic development and the priorities as between the different activities should be: supply of drinking water, improvement of agriculture and animal husbandry, cooperative activities, rural industries and health, followed by all others.

Section 2 Democratic Decentralisation

3. 2.8 The Government should divest itself completely of certain duties and responsibilities and devolve them to a body which will have the entire charge of all development work within its jurisdiction, reserving to itself only the functions of guidance, supervision and higher planning.
4. 2.12 At the block level, an elected self-governing institution should be set up with its jurisdiction co-extensive with a development block.
5. 2.15 The panchayat samiti should be constituted by indirect elections from the village panchayats.
6. 2.16 Each of the municipalities lying as enclaves within the jurisdiction of a block should elect from amongst its own members one person as a member of the panchayat samiti. Secondly, State Government may convert predominantly rural municipalities into panchayats
7. 2.17 and 2.18 Where the extent and importance of the local cooperative organisations in a block justify, a number of seats equal to 10% of the number of elected seats be filled by the representatives of directors of co-operatives either by co-option or by election. Secondly, the samiti should have a life of 5 years and it should come into being sometime in the third year of the five-Year Plan period.
8. 2.19 and 2.20 The functions of the panchayat samiti should cover the development of agriculture in all its aspects, improvement of cattle, promotion of local industries, public health, welfare work, administration of primary schools and collection and maintenance of statistics. It should also act as an agent of the State Government in executing special schemes of development entrusted to it. Other functions should be transferred to the panchayat samitis only when they have started functioning as efficient democratic institutions.

9. 2.21 The following sources of income be assigned to the panchayat samiti:
- i. Percentage of land revenue collected within the block
 - ii. Cess on land revenue, etc.
 - iii. Tax on professions, etc.
 - iv. Surcharge of duty on transfer of immovable property.
 - v. Rent and profit accruing from property,
 - vi. Net proceeds of tolls and leases.
 - vii. Pilgrim tax, tax on entertainment, primary education cess, proceeds from fairs and markets.
 - viii. Share of motor vehicle tax.
 - ix. Voluntary public contributions.
 - x. Grants made by the Government.
10. 2.21 The State Government should give to these samitis adequate grants- in-aid conditionally or unconditionally or on a matching basis, with due regard to economically backward areas.
11. 2.22 All Central and State funds spent in a block area should invariably be assigned to the panchayat samiti to be spent by it directly or indirectly excepting when the samiti recommends direct assistance to an institution.
12. 2.25 The technical officers of the samiti should be under the technical control of the corresponding district level officers but under the administrative and operational control of its chief administrative officer.
13. 2.25 The annual budget of the samiti should be approved by the zila parishad.
14. 2.26 A certain amount of control should inevitably be retained by the Government, e.g., the power of superseding a panchayat samiti in public interest.
15. 2.28 the constitution of the panchayat should be purely on an elective basis with the provision for the co-option of two women members and one member each from the Scheduled Castes and Scheduled Tribes. No other special groups need be given special representation.
16. 2.29 Main resources of income of the panchayat will be property or house tax, tax on markets and vehicles, octroi or terminal tax, conservancy tax, water and lighting rate, income from cattle ponds, grants from the panchayat samiti and fees charged from the registration of animals sold, etc.

17. 2.30 The village panchayats should be used as the agency for the collection of land revenue and be paid a commission. For this purpose the panchayat may be graded on the basis of their performance in the administrative and development field, and only those which satisfy a certain basic minimum efficiency will be invested with this power,
18. 2.30 The village panchayats should be entitled to receive from the panchayat samiti a statutorily prescribed share, up to three- fourths of the net land revenue assigned to the latter.
19. 2.31 Local resources now raised by the village panchayats and spent on the maintenance of watch and ward staff should, in future, be used for development purposes.
20. 2.32 Legislation should provide that a person who has not paid his taxes in penultimate year should be debarred from exercising his franchise in the next panchayat election and that a panchayat member should automatically cease to be such if his tax is in arrears for more than six months.
21. 2.33 The budget of the village panchayat will be subject to scrutiny and approval of the panchayat samiti, chief officer of which will exercise the same power in regard to the village panchayat as the collector will in regard to the panchayat samiti. No village panchayat should, however, be superseded except by the State Government who will do so only on the recommendation of the zila parishad.
22. 2.34 The compulsory duties of the village panchayats should should among other provisions of water supply, sanitation, lighting, maintenance of roads, land management, collection and maintenance of records and other statistics and the welfare of backward classes. It will also act as an agent of the panchayat samiti in executing any scheme entrusted to it.
23. 2.28 The judicial panchayat may have much larger jurisdiction than even a Gram Sewak's circle, and out of the panel suggested by village panchayats the sub-divisional or district magistrate may select persons to form judicial panchayats.
24. 2.38 To ensure necessary coordination between the panchayat samitis, a zila parishad should be constituted consisting of the presidents of these samitis, M.L.As and M. Ps representing the area and the district level officers. The collector will be its chairman and one of his officers will act as secretary.
25. 2.46 If this experiment of democratic decentralisation is to yield maximum results, it is necessary that all the three tiers of the scheme, viz., village panchayat, panchayat samiti and zila parishad should be started at the same time and operated simultaneously in the whole district.
26. 2.47 Persons elected or aspiring to be elected to local bodies should be provided with some training in administrative matters so that they are equipped with a certain minimum of knowledge of this machinery which is growing more and more complex.
27. 2.48 Some of the States consider it advisable to develop power to a local body at the district level. While the block is the optimum unit for the purpose, similar devolution to a district body may take place instead provided that
 - (a) such a district body is fully empowered by Statute on the same lines as the panchayat samiti, though on a correspondingly larger scale;
 - (b) the appropriate funds, powers of taxation, requisite field staff, and

supervisory staff at the district head quarters are made available on the same lines as for the panchayat samiti;

- (c) in the blocks selected for development programme, panchayat samitis are constituted to carry out as agents of the district body all other development activities proposed for that area by the district body, and all funds meant to be spent in the block are transferred to the panchayat samitis;
- (d) the district body operate directly only in non panchayat samiti areas or in matters of inter-block and district level activities and institutions; and
- (e) the district body is so constituted on a purely elected basis that the former does not become too large to be effective as an instrument for rural development.
- (f) If feasible, similar arrangements can also be worked out in the alternative to devolve power to a body with a sub-division of the district for its jurisdiction.

Section 3

Methods of Work: Programme Planning.

- 28. 3.1 In the planning and execution of the C.D. programme, while the states have got to lay down the broad objectives, the general pattern and the measure of financial, technical and supervisory assistance available, it is for the people's local representatives assisted by the development staff to work out and execute the details of the plan. The joint responsibility for fixation of targets should be clearly defined but interlinked.
- 29. 3.2 The broad distribution of the budget provision should be prescribed by the Centre. Within this pattern each State should evolve its own schematic budget, in consultation with Central Ministries.
- 30. 3.2 The district and the block level local representative organisations should work out priorities and phasing within the frame-work prescribed, subject to certain guiding principles and restrictions.
- 31. 3.3 All schemes sponsored by different departments in addition to those under the block budget, and financed out of state funds, including loans, and/or people's contributions should be integrated with the block budget schemes at all levels and an integrated plan for the entire state should be evolved.
- 32. 3.3. Within the block, the panchayat samiti or the block advisory committee should break the integrated plan into smaller units, e.g., Gram Sewak circles, villages and families.
- 34. 3.4 This process of plan-making and its annual revision should begin in September and end in February to enable finalisation of the plan by March.
- 34. 3.5 The serious cause of dislocation and consequent wastage in the works has been attributed to delay in sanction of funds. Various possibilities have been suggested viz., (i) budgetary year should commence on 1st October, (ii) work on continuing schemes should not be held up for want of financial sanctions and (iii) the sanctions should be communicated within a reasonable time of passing of budget. Some of these suggestions have been examined before. In view of the importance of the matter an immediate re-examination of the

problem is recommended.

35. 3.6 All the blocks in each State should be clearly demarcated, and the sequence and the year of introduction of the block prescribed on the basis of administrative convenience.
36. 3.7 and 3.8 The present system of dividing the community development programme into three phases of N.E.S., I.D and P.I.D. leads to two-fold waste and frustration on account of the non-availability of resources during the N.E.S. and P.I.D. stages. This distinction should be replaced by a continuing programme of 6 years, the unspent funds of each year being carried forward to the following year within certain limits.
37. 3.9 The original budget ceiling of Rs.15 lakhs should be restored.
38. 3.10 the first phase of six years should be followed by the second phase of six years with a budget ceiling of Rs. 5.5 lakhs.
39. 3.12 In view of limited financial resources, shortage of technical personnel and of supervisory staff, the decision to cover the entire country with blocks during the Second Plan period should be revised and the date extended by at least three years.

Section 4

Coordination at the Centre and between the Centre and the States

40. 4.2 In subjects assigned to the States, the activities of the Central Government should be confined to assisting the State Governments with finances, coordinating research at the highest level, advanced training, organisation and control of such inter-state institutions as the states cannot themselves establish, and to evolving, in consultation with the states, a common national policy consonant with the various Five Year Plans.
41. 4.2 Where the Central Government desires to introduce any new scheme on a country-wide basis, it would be correct to advise the states only on the broad lines of the scheme and allow them to work it out with necessary modifications.
42. 4.3 Research schemes should not merely be appropriately coordinated but mainly worked out by the states, leaving to the Central Ministries the role of helpful adviser.
43. 4.4 In the fields of activity which the Constitution has assigned exclusively to the states', the Central Government should not merely not operate directly but should not concern itself with details of a purely local nature.
44. 4.4 In fields where the states and the Centre can exercise concurrent jurisdiction, the State Government should function alone, either in its own right or as the agent of the Centre, with wide discretion in regard to the administrative details.
45. 4.6 The fact that the Constitution has left to the State Governments very inelastic sources of revenue should not be construed to vest in the Centre the right to issue to the states directives in regard to the minutest details of any scheme for Central assistance as a condition precedent to such sanction.

- 46. 4.7 The planning Commission and Central Ministries, dealing with rural development, should evolve a procedure whereby once a scheme is included in the Plan, it should not need further detailed examination in a Central Ministry unless fresh and unforeseeable circumstances have developed.
- 47. 4.8 It is essential to allow State Governments a large measure of discretion in details like payscales of personnel, designs of buildings, etc.
- 48. 4.10 Whatever work the Central Government is to perform in the fields of rural development should be performed by the Ministry concerned and the Community Development Ministry should only coordinate the activities in the block areas.
- 49. 4.10 Cooperation and rural self-governing institutions which are not receiving adequate attention in the Ministries concerned and which are closely connected with the programme of Community Development should be brought under the Ministry which deals with the coordination of rural development activities all over the country, namely the Ministry of Community Development.

Section 5
Administrative Pattern - Coordination within the State

- 50. 5.2 The area of operation of the Gram Sewak should be reduced and the number of Gram Sewaks increased to about 20 per block.
7.19
and 2.212
- 51. 5.2 The financial implications of increasing the number of Gram Sewaks should be limited by pooling the staff working in the different fields of development and assigning their duties and functions to the Gram Sewak within his reduced charge.
- 52. 5.3 With the limited funds and scanty trained personnel available, pooling is the only effective answer to the requirements of community development programme. With increasing resources in due course, specialised service agencies may be provided.
- 53. 5.4 A Gram Sewak should not be placed in charge of an area with a population exceeding 800 families or 4000 persons. For very sparsely populated areas, the figures would be necessarily smaller.
and 5.10
- 54. 5.6 All field workers at a level below the block in the departments of Agriculture, Harijan and Tribal Welfare etc. should be merged with the Gram Sewaks, the additional cost of scheme being shared between the States and the Centre on a mutually-agreed basis.
- 55. 5.7 A closer link should be established between the Gram Sewak and the village panchayat immediately. As development secretary of the village panchayat, the Gram Sewak should submit his progress reports to the village panchayat at the time of each monthly meeting and the latter should forward its comments to the Block Development Officer.
- 56. 5.8 Apart from appropriate training and competent direction, reasonable attractive conditions of service and adequate incentives should be provided to the Gram Sewak in the interest of efficiency.

57. 5.8 The B.D.O. should invariably consult all the extension officers before recording his remarks on the annual assessment of the Gram Sewaks.
58. 5.10 An extension officer cannot normally deal with more than 20 Gram Sewaks.
59. 5.10 In future demarcations, all relevant factors such as topography, density of population, its stage of development and communications, should be borne in mind together with the possibility of making the block co- extensive with an existing administrative unit provided that its size does not become excessively large.
60. 5.10 The block should have its headquarters located as centrally as existing facilities of communication would permit.
61. 5.11 As far as possible, the block should be treated as administrative unit of all development departments with one unified set up. The expenditure under community development schemes should be integrated with the normal development expenditure in the block and the budget of all development departments in the district split up block- wise.
62. 5.12 Coordination of the extension officers' work through the B.D.O. as captain of the team is essential without centralisation or erection of 'road blocks' between the E.Os and their departmental superiors at the district level.
63. 5.12 In the interest of effective coordination the district collector should invariably consult members of his team at the district level at the time of recording his annual observations on the work of the B.D.O.
64. 5.13 The block development officer should invariably hold a gazetted rank and should be the drawing and disbursing officer in respect of all the block area budgets of all the development departments.
65. 5.14 At the block level, the staffing pattern of the government departments and the staffing pattern of the local bodies should not overlap functionally.
66. 5.15 The Staff dealing with the works programme relating to irrigation, housing and communications etc. borne on the community development budget should be treated as a net addition to the cadres of the Irrigation and P.W. Departments which can then redistribute their jurisdictions in units of complete blocks.
67. 5.16 The junior administrative cadre should be enlarged to include all block development officers to ensure that at least 75% of this cadre is recruited directly by open competitive examination and provide that 25% of the cadre can be filled by promotion from various junior cadres such as officers of the cooperative, panchayat and revenue departments and the Social Education Officers' cadre wherever it is not merged in any Education Department cadre.
68. 5.16 Officers recruited directly to the Revenue Deptt. from the open market should be posted as block development officers after initial training and before they have spent more than two or three years in the department.
69. 5.17 and 2.12 In certain States the revenue officer, known as tehsildar or mamlatdar is also the Block Development Officer. This arrangement seems to have serious drawbacks, viz., the block is too large, the officer over-worked and the officers as recruited at present unsuitable for development work. These defects should be removed if the two functions are to be combined in one functionary.

The block should not have more than 20 circles, each circle not exceeding 4000 population.

In the early stage of community development the compulsory revenue power of such an officer should be transferred to the sub-division or parent officers.

70. 5.18 The combination of development activities with revenue activities below the block level is definitely injurious. The talati or the village accountant may work as joint secretary of the village panchayat without any development functions; the Grow Sewak as development secretary without revenue functions and office work.
71. 5.19 The most useful arrangement for associating the S.D.O. with development work would be to give him supervisory control over the block development officers under him and to delegate to him some of the powers now vested exclusively in the collector. The subdivisional officer should be able to concentrate on the human and organisational aspects of the programme including arrangements for supplies and equipment.
72. 5.20 At the district level, the collector should be the captain of the team of officers of all development departments for securing necessary coordination and cooperation.
73. 5.20 Wherever the collector is not empowered to make the annual assessment of the work of the departmental officers in regard to their cooperation with other departments, their speed in work, their dealings with the people and their reputation for integrity, he should be invested with such powers.
74. 5.20 The collector should be provided with a whole time additional collector to relieve him of the general administrative duties so that he can himself, as far as possible, function and be designated as the district development officer. The actual distribution of work should be left to the collector himself.
75. 5.20 In all matters requiring coordinated action by more than one department, the collector should receive copies of all important communications.
76. 5.20 The collector should also be asked to forward his comments on the annual report of each district development department and will, no doubt, utilise this material for the compilation of the annual administration report of the district on community development.
77. 5.21 Wherever the system of Commissioners operates, the commissioner should also function as a coordinating officer on lines similar to those suggested for the collector.
78. 5.21 The regional officers should be delegated the maximum powers and responsibility and only the more important matters should be decided at the state headquarters.
79. 5.22 so far as community development work is concerned, inspections have to be more thorough and thereby more fruitful than they now generally are. This will lead to several advantages as quoted by us.
80. 5.23 Copies of progress reports submitted by the heads of departments to Government should be endorsed to development commissioner, who should prepare a quarterly review for the State as a whole in the entire sphere of planning and development.
81. 5.24 A coordination board consisting of heads and secretaries of all development departments as members and the development commissioner as the chairman,

should be constituted in the states in which it does not exist. It should meet periodically to review progress, resolve difficulties and decide the details of ensuring month's programme. This board should not be merely advisory. Its suggestions and recommendations should be circulated in extracts for compliance by the field staff.

82. 5.25 Wherever the chief secretary is also ex-officio development commissioner, he should either be relieved of a large volume of his normal work of general administration or should be assisted by an additional development commissioner of high seniority in the cadre, who can also be designated ex-officio additional chief secretary.
83. 5.26 In the interest of maximum possible coordination, the development commissioner should also be the planning secretary.
84. 5.26 The development department, as a coordinating department functions most effectively under the Chief Minister, who may, where necessary, be assisted by a Minister mainly concerned with planning and coordination.

Section 6

People's Participation in Community Works

85. 6.2 and 6.3 A uniform and realistic method of assessment of public contribution in community works should be to calculate the value of labour and material on the basis of P.W.D.rates.
86. 6.3 Financial contributions made by local bodies should be included in the total value of people's participation, but any part of government grant must be excluded.
87. 6.6 Public participation in community works should be organised through statutory representative bodies which should also take over the maintenance of these works.

Section 7

Work among Women and Children

88. 7.3 the work of women welfare should be directed from one point alone and one general policy adopted and followed. Complete responsibility needs to be vested with the States, the Centre functioning as the advisory, coordinating and financing agency.
89. 7.7 Suitable smokeless chulhas need to be designed for different areas instead of one type all over the country.
90. 7.7 Training centres of Gram Sewikas should stress less on theory of sanitation than on its actual practices, personal and environmental cleanliness being drilled in their daily lives at the centres.
91. 7.8 The care of the cow, the kitchen garden and poultry keeping which constitute the most effective welfare work for the rural women should receive the primary attention of women workers in the villages.
92. 7.9 Knitting embroidery and tailoring have little economic value excepting in villages near large cities. Training in elementary use of thread and needle is necessary so that women can mend clothes for the family.

- 93. 7.10 In villages which surround large towns and cities, cookery, classes can be started with profit.
- 94. 7.14 A satisfactory programme for child welfare limited to a few lines only needs to be evolved for a few selected areas in the first instance.
- 95. 7.15 Gram Sewikas should be recruited from amongst matriculate teachers working in rural or semi-rural areas.
- 96. 7.19 Women S.E.O. should give place to Mukhya Sewika selected from amongst the Gram Sewikas on the basis of merit.
- 97. 7.19 Some posts of craft instructresses should be abolished and others integrated with the staffing pattern for rural industry.
- 98. 7.19 The staff appointed for welfare programme among women and children should be made permanent.
- 99. 7.20 the welfare programme should be planned and carried out in phases of six years and need not be subdivided into N.E.S./C.D. stages.
- 100. 7.21 The existing projects of C.S.W.B. should be transferred to State Government which should arrange for their administration and supervision either through departmental agencies or through local statutory bodies.

Section 8 Work in Tribal Areas

- 101. 8.1 The budget for development work in tribal areas should be for 6 years as in the case of blocks in other areas.
- 102. 8.1 While demarcating the blocks, a complete number of such blocks might be integrated into a block of normal size at some future date.
- 103. 8.2 a thorough survey and study should be carried out before a detailed budget of a block is drawn up.
- 104. 8.2 Right type of personnel with sympathy and understanding for the tribal people should be selected, preferably local people.
- 105. 8.2 The recruited personnel should acquire knowledge of the dialect, customs and ways of life of the people among whom they work.
- 106. 8.3 The community development staff in the tribal areas should work in an atmosphere and in a manner consonant with the tribal traditions.
- 107. 8.4 Since scope for agriculture development is limited, improvement should be confined to a few measures.
- 108. 8.4 Efforts should be made to induce the people in tribal areas to take up settled cultivation wherever possible.
- 109. 8.4 Subsidies for housing should be provided to further the cause of settled cultivation
- 110. 8.4 Growing of legumes may be taken up during fallow period for restoring the soil fertility of jhumed land.

111. 8.4 A careful attempt should be made to introduce new crops especially cash crops.
112. 8.5 Steps should be taken by the Government for directly supplying the necessary agricultural credit in these areas.
113. 8.6 Works programme like irrigation, reclamation, communications and soil conservation will provide some employment to the adivasis who are mostly unemployed or under-employed.
114. 8.6 Organisation of labour cooperatives of working forest coups and collecting minor forest produce will better the economic condition of adivasis.
115. 8.7 Training centres for rural aits and crafts should be started with necessary modifications to suit local conditions, indigenous talent and raw materials available in the area.
116. 8.9 In the community development blocks, the existing bridle paths and approach roads should be improved, small bridges and culverts constructed, high priority being given to the development of communications.
117. 8.10 The system of education should be of the basic type, so that the gulf between the educated and uneducated may be as narrow as possible.
118. 8.11 As regards people's participation, the matching contribution should be reduced below the level normally prevalent in non-tribal areas.

Section 9

Surveys, Evaluation and Methods of Reporting

119. 9.4 For a coordinated approach in reporting, the revenue set up, the planning set-up and the statistical department should as far as possible, work as a unified agency. For certain information, the local school master's services can be utilised on a small additional remuneration.
120. 9.5 The Gram Sewak, block level extension officers, as well as the Block Development Officer, should maintain a hand book-cum-diary to enable the district level officers to watch the progress of work.
121. 9.6 A progress assistant should be provided at the block level, wherever this has not been done already, for co-ordinating statistical work of all branches and looking after crop-cutting surveys and special studies.
122. 9.6 At the district level, a district statistical officer should function under the technical control of the Director of Economics and Statistics and the administrative control of the collector.
123. 9.6 At the State headquarters a statistical unit should be set up if not already in existence.
124. 9.6 The work relating to tabulation and analysis should be done at the State headquarters and consolidated figures supplied to all concerned.
125. 9.6 Reports for all the blocks need not come to the Centre. The P.E.O. and others interested may specifically ask for the same.
126. 9.7 Progress reports, wherever they are too many, should be rationalised and replaced by a few comprehensive and coordinated reports.

127. 9.8 and 9.10 The procedure of preparation of the reports to various authorities from the Gram Sewak right upto the Development Commissioner should be as indicated in paras 8-10.
128. 9.11 The emphasis in the analytical as well as the statistical reports should be not merely on the starting of activities, but also on their maintenance, growth and quality
129. 9.12 A critical analysis of the weak and the strong points and recommendations as to improvements and new methods should be made by each worker once a year.
130. 9.12 A seasonal review of the different activities at the close of each season should be made by each worker in respect of various items of a seasonal nature.
131. 9.13 The quarterly reports of the Gram Sewaks, together with charts and diagrams of some significant items of activity, should be displayed on the notice boards of the village panchayat and at the information centre, at the block headquarters, and later at the panchayat samiti office.
132. 9.14 In addition to statistics, analytical portion should also be used for setting out significant features and conclusions for evolving suitable progress indicators which will form part of the quarterly analysis.
133. 9.14 Composite indices for each sector of activity should also be worked out at different levels so as to reflect the progress of each programme as a whole at each level on a comparable basis.
134. 9.15 The States can profitably organise evaluation either of the programme as a whole or certain aspects of the programme; ad hoc bodies may be set up for the purpose.
135. 9.15 Special studies in community development and its effect are commended for higher education institutions.

Section 10

Training of Personnel

136. 10.2 Age limits for direct recruits as Gram Sewak should be 18 to 30 years. The departmental candidates should be taken purely on the basis of merit and the age limit relaxed upto 40 years.
137. 10.3 The criteria for ' rural background' of a candidate should be that his parents or guardians live in non-urban areas and he himself spends his vacations at home.
138. 10.3 Various tests, viz. physical fitness, general knowledge, aptitude for development work, leadership and initiative etc, should be the basis of selection and should spread over a number of days.
139. 10.3 A guide book to ensure right selection should be produced by the Govt. of India for the use of the Selection Board.
140. 10.5 The integrated new syllabus should be drawn up after discussions by the principals of all the training institutions and the technical officers representing different aspects of training.
141. 10.6 The syllabus for agriculture drawn up in consultation with the universities

- should be made equivalent to that of recognised diploma courses in agriculture to enable the Gram Sewak to join the degree course in agriculture.
142. 10.6 The training programme of Gram Sewak should also include the use of simple medicine chest, elementary survey training and measures for soil conservation, etc.
 143. 10.7 The medium of instruction should be the regional language except at those centres which have to cater to more than one language. In the long run there should be at least one training centre for each recognised linguistic region.
 144. 10.7 Inspections of various institutions imparting training to Gram Sewaks should be done occasionally.
 145. 10.7 The concept of job training should be strengthened by (i) attaching a block to every centre, and (ii) approach to rural problems followed by work in the blocks. The instructors should accompany each batch of trainees who should spend a number of nights in a village. Gram Sewaks, S.E.O., E.O.s and B.D.O should form composite teams for the purpose of field training.
 146. 10.8 The integrated course for Gram Sewak should be for full two years with a brief break in the middle.
 147. 10.8 There should be a prescribed teacher -pupil ratio. The ideal ratio of 1:10 may be extended to 1:15 for the present
 148. 10.8 the instructors should be trained in the art of teaching in addition to the theory and practice of extension work.
 149. 10.9 Training centres should be located in genuine rural areas.
 150. 10.9 Agriculture research institutions and the training centers should function in close association.
 151. 10.9 the conditions of service of the instructors should be improved so as to permit them to settle down to their work without dissatisfaction.
 152. 10.12 The follow-up work with periodical refresher courses and in-service training in specific fields should make the Gram Sewak an effective instrument for community development.
 153. 10.14 A scheme of apprenticeship as part of the training programme should be drawn up for every Gram Sewak by attaching a small batch of Gram Sewaks under an efficient B.D.O. for a period of at least one month which should not be included in the two years of training.
 154. 10.15 As far as possible S.S.L.C or Matriculation should be the minimum qualification for Gram Sewikas. To secure the necessary number of candidates so qualified, a drive must be made for special stipends in the High School classes.
 155. 10.16 The age limits may be between 18-35 years relaxable in individual cases.
 156. 10.16 More emphasis should be laid on rural background in girls' schools and aptitude for social work should be considered an adequate substitute.
 157. 10.17 the training syllabus for Gram Sewikas should include methods of approach to village women and some knowledge of two village industries.
 158. 10.18 The instructresses should be put on field jobs for a period of not less than one year and at intervals of not more than three years.

159. 10.19 Each training centre should have some land for a flower and kitchen garden and also maintain a small dairy, poultry farm and an apiary.
160. 10.20 The candidate S.E.O should possess a university degree, experience in practical social work being considered additional qualification. Age limit may be kept between 21 and 35 years.
161. 10.21 Academic qualifications should also be relaxed at the discretion of selection committee, provided candidates possess practical experience of not less than 5 years of full time activity in adult education or social work, and good working knowledge of English and regional language.
162. 10.21 The period of training should be extended to one year.
163. 10.23 S.E.Os. should get good grounding in the art of community organisation.
164. 10.24 S.E.Os. should be given training in the art of working through others, particularly through school teachers members of cooperatives and panchayats.
165. 10.25 Direct oral instruction must be reduced to minimum and the technique of instruction through group discussions and seminars adopted.
166. 10.27 In the present syllabus emphasis should be shifted from job orientation method to items like administrative coordination, democratic planning from below and techniques of group planning and action by officials and non - officials.
167. 10.27 The teaching processes should be in the form of study groups. The training centre of B.D.O. should be at the same place as the centre for training some one or more categories of block level extension officers.
168. 10.27 The period of training of B.D.Os. has to be increased to at least 6 months.
169. 10.28 Village leaders and village school teachers may be given short-term courses of training to help in the work of social education and community development.
170. 10.29 S.D.Os. Collectors, and Heads of Deptts. should be given effective orientation in community development particularly in coordinated administration.
171. 10.31 Generally, a degree in science should be the minimum basic qualification for E.Os. (Industries).
172. 10.32 The training course should provide for a measure of training in technical skill in some of the cottage and village industries.
173. 10.33 Steps should be taken by the Ministry of Commerce and Industry and the deptts. of industries in the States to increase the existing capacity of training centres to meet the need of personnel.
174. 10.34 The training programmes should give greater attention to the methods of communicating scientific and technical know-how to the village.

Section 11

Farming

- 175 11.2 The targets for additional production should be broken down up to block and Gram Sewak's circle.
176. 11.4 Greater attention should be given for evolving and distributing improved varieties of coarser grains as also of other grains suitable for un irrigated areas.

177. 11.4 Distribution of improved seeds on the basis of Sawai or smaller additional percentage in kind will ensure timely and adequate supply.
178. 11.4 The fear of non-germination of seeds must be dispelled by carrying out more frequent germination tests.
179. 11.5 The progress for the establishment of seed farms is disappointing. Early steps should be taken to overcome the procedural and other local obstacles.
180. 11.6 Agricultural Extension Officer and Gram Sewak in co-operation with panchayats and co-operatives should guard against the failure of supply line.
181. 11.6 Minimum reserve stock will have to be prescribed for maintaining supply line at different distributing points.
182. 11.7 The loss, if any, due to non-distribution of new and perishable supplies should be reimbursed to co-operative or panchayat seed stores from N.E.S. budget.
183. 11.9 States should be informed well in advance about the definite and exact quantities of fertilizer allotment.
184. 11.9 Central Government should explore all possibilities of increasing local production of chemical fertilizers.
185. 11.11 Green manure plants and shrubs should be grown on the borders of fields on experimental basis.
186. 11.12 Gram Sewaks should plan ahead for the production and distribution of seeds and plant material of green manure crops.
187. 11.13 Supply of irrigation water should be made at concessional rates for green manure crops.
188. 11.14 Every Government farm should produce its own requirements of organic manure, as far as possible.
189. 11.15 Village panchayats should buy wheel-barrows for supply to farmers on hire.
190. 11.16 The scheme for composting town refuse should be extended to all Municipalities and large villages.
191. 11.17 An extra Agricultural Extension Officer to each block after some training instead of a separate Compost Inspector, as envisaged in the scheme prepared by the Ministry of Agriculture, would solve the problem of unmanageable pressure of work with Agricultural Extension Officer.
192. 11.19 Each Gram Sewak should arrange to conduct at least 5 demonstrations in each village in respect of every new item of improvement to demonstrate the superiority of the new method, over the practice in vogue.
193. 11.19 Gram Sewaks' course of training should be revised so as to devote much greater attention to teaching and demonstrating the fundamental principles of soil management, humus, green-maturing, systems of farming, etc.
194. 11.20 The pay-scales for veterinary and agriculture graduate should be more attractive so as to attract the boys of not than average calibre to take to these subjects.

195. 11.21 Model schemes should be prepared for groups of blocks for plant protection measures by the staff at the State headquarters.
196. 11.21 Special emphasis should be laid for the destruction of rats and white-ants.
197. 11.21 Active steps should be taken for extermination of monkeys, parrots, and nilgais.
198. 11.22 All plant protection centres, except those for research and locust control, should be run by the State Governments instead of Central Government.
199. 11.23 To State Government should examine both types of so conservation schemes, viz. (i) Bombay type by departmental agency, and (ii) U.P. type worked on set help basis. A judicious combination of good points of both types might produce better results.
200. 11.25 District Agricultural Officer should institute short courses of training Gram Sewaks to give them a fair knowledge about the use of implements.
201. 11.25 One or more workshops may be started for the repair and local manufacture of implements, to be later on made over to cooperatives.
202. 11.25 Advice should be made available to the farmers about the use, availability and price etc. of pumping sets and other such appliances.
203. 11.25 Panchayats and co-operatives should be encouraged to purchase and store implements for sale and hire.
204. 11.27 Rapid and effective legislation is needed for prevention of fragmentation, consolidation and fixation of ceiling of holdings and prevention of cultivable land lying fallow.
205. 11.27 Extension Officers and Gram Sewaks should be used for creating the right atmosphere for successful implementation of land reforms.
206. 11.28 Further efforts are necessary to bring the production of fruits and vegetables to 6 oz. per capita.
207. 11.29 Current methods of fruit preservation have to be simplified and made cheaper.
208. 11.29 Greater attention needs to be given to starting nurseries in each block.
209. 11.29 For increasing the output of fruits and vegetables efforts are necessary for the timely and adequate supply of seeds, seedlings and manures, demonstration and encouragement of kitchen gardening.
210. 11.30 Village panchayats should be encouraged to undertaken concerted drives for growing fuel and timber trees.
211. 11.31 Agriculture research stations should explore the possibilities of growing slightly early maturing varieties of paddy to guard against the failure of drought.
212. 11.32 Zonal research stations should be started and linked up horizontally and vertically for maintaining effective contact.
213. 11.32 Research Officers should maintain close contact with farmer and extension officers in the field.

214. 11.33 Associations of progressive farmers conforming to certain prescribed standards of agriculture should be encouraged, where necessary with financial aid, for carrying out the experiments themselves and spreading their results to others.
215. 11.34 Vigyan Mandirs should be located in C.D.blocks as near to the district headquarters as possible.
216. 11.35 In case of new irrigation works experimental farms to evolve suitable cropping patterns should be an integral part of the project.
217. 11.36 Rates for the supply of electricity for irrigation works should not exceed the rates for industrial purposes.
218. 11.37 The responsibility of maintenance of minor irrigation works should be placed on panchayat samiti or the village panchayat according to the size of the work and cost of maintenance.
219. 11.38 Water rates for the second crop should be reduced to encourage double cropping.
220. 11.40 Castration and inoculation should be included in the duties of Gram Sewaks, as trained stockmen are not available in adequate numbers.
221. 11.40 Greater stress has to be given to meet the shortage of approved bulls and their proper maintenance, opening and popularisation of artificial insemination centres, solution of problems of fodder and that of useless and infirm cattle.
222. 11.42 Improvement of grass lands should be given greater attention.
223. 11.43 More concerted efforts should be made to encourage farmers to raise green fodder crops and for popularisation of silage-making.
224. 11.45 Greater attention has to be paid to the improvement of goat and sheep breeding and wool rearing.
225. 11.46 Efforts at sheep breeding have been confined to certain regions only. They could equally be extended to other areas and intensified for improving the quality and yield of wool and mutton.
226. 11.47 Milk co-operative societies have to be organised on proper lines in the vicinity of towns and cities.
227. 11.48 Intensive schemes should be undertaken for the rehabilitation of cattle breeding communities on cooperative lines.
228. 11.49 Poultry keeping has to be intensified through youth clubs, financial assistance to Harijans, backward classes etc., replacement of indigenous by exotic cocks and giving proper technical guidance.
229. 11.50 Greater technical guidance is needed for improving the breed for pigs.
230. 11.51 Fisheries should receive larger financial allotments and greater administrative attention especially in C.D.

Section 12 Cooperation

231. 12.2 A multi-purpose cooperative society for a village or a group of villages working in close association with local panchayats, as against societies for different lines of activity, remains the only correct course to be followed.
232. 12.4 The training of cooperative personnel should be so oriented that cooperation is understood not as an instrument for securing cheap credit but as a means of community development.
- 233 12.5 The criteria and qualifying conditions for obtaining funds from the Reserve Bank of India should be laid down in precise terms so that the cooperative societies in the blocks can take maximum advantage of the loan facility of Rs. 3 lakhs provided in N.E.S. budget.
- 234 12.5 Commission charged by Apex Banks varies between 0.5 and 1.5 percent. The additional rate of interest charged by Central banks from primary cooperatives is even higher. This results in the ultimate borrower having to pay a rate of interest exceeding even 6.25% for which there is no justification. Immediate remedial measures are called for.
- 235 12.6 Credit at interest rate of 3.5% should be made available to genuine artisans.
- 236 12.7 Also in areas where there are no cooperatives, State Governments should arrange for credit to farmers at an interest rate not exceeding 6.25%.
- 237 12.8 Loan to farmer should be available just at the time he needs it and its repayment should be so timed as to enable him to make repayment from the proceeds of the crops.
- 238 12.9 Credit-worthiness of the borrower should give place to credit-worthiness of purpose in advancing loans in the field of rural cooperative credit.
- 239 12.11 Some of the features of the scheme of rural credit in Phillipines, such as capitalization through insurance fees and credit loans for production and improvement and also at such occasions as birth etc; deserve to be studied and adopted by State Governments.
- 240 12.12 The entire rural credit at present disbursed through several agencies apart from the money lenders, should be progressively canalised through the agencies of cooperatives to avoid duplication and differing interest rates and also to rationalise credit facilities.
- 241 12.12 The entire training programme should be oriented to the elimination of official control from the field of cooperation.

- 242 12.13 Cooperative farming must first pass successfully through the experimental stage and so to begin with one cooperative farm may be organised in each district in a selected community development block.
- 243 12.14 Students' cooperative societies for the supply of stationery and text books should be organised in high schools.

Section 13 **Rural Industries**

- 244 13.1 and 13.2 The present approach to the problem, viz., persons passing out of training centers not taking up professions to which they have been trained, has to be revised radically by adopting steps suggested in para 13.2.
- 245 13.3 Planned co-ordination in the working of cottage, village and small-scale industries is needed so that they do not cut at and pull down each other.
- 246 13.3 An effective programme of collaboration and co-ordination among various All-India Boards should be worked out by pooling funds, personnel, agencies of supervision and inspection to avoid waste and inefficiency.
- 247 13.4 The Government should set up pilot schemes in specific industries to demonstrate their economic soundness and technical feasibility.
- 248 13.4 After making an allowance for reasonable subsidy, the cost of the product of the industry should not be more than the market price.
- 249 13.5 A number of peripatetic training centres should be opened in rural areas.
- 250 13.5 Quality control along with provision of credit and marketing facilities and introduction of modern designs is necessary for bringing about considerable expansion of the market.
- 251 13.5 There should be technical advisers for each of the rural industries in a district or a part of it or a number of them, depending upon the intensity and the area of the spread of a particular industry.
- 252 13.5 Guilds or associations of the prominent artisans should be organised in each block.
- 253 13.6 A training-cum-production centre, after it has been in existence for some time, should be made over to a local cooperative of artisans.
- 254 13.7 Cooperatives organised to assist artisans in the matter of purchase of raw materials, supply of finance, etc., should also be an integrated part the general cooperative structure and affiliated to the district cooperative bank of other institutions.

Section 14 **Health**

- 255 14.3 The Medical and Public Health Departments should be combined under a single head at the State, regional and district levels in those States where such integration, has not yet taken place.

- 256 14.4 The traditional but limited skill of the indigenous dais should be put to better use by inducing or compelling them to undergo a brief training.
- 257 14.5 The training programme of lady health visitors should include the technique of family planning as an item of study.
- 258 14.5 The output of the institutions for training lady health visitors should be increased.
- 259 14.6 All States should ensure that the seats allotted to them in the training centers at Najafgarh, Singur and Poonamallee are always filled by their candidates.
- 260 14.6 The syllabus and the standard of training in all the three institutions must be the same.
- 261 14.6 Persons who have received orientation training at these centres should be posted to the development blocks.
- 262 14.6 The State Government should examine the possibilities to train the staff employed in Health Centres for specialised services relating to malaria, filaria, tuberculosis, leprosy and venereal diseases.
- 263 14.7 Certain tried and proved indigenous remedies for common ailments handed down by way of family tradition should be collected, examined and their knowledge made widely known,
- 264 14.9 Improvement of the existing houses in rural areas by increasing ventilation and by making them more liberal should be effected.
- 265 14.9 Community cattle sheds should be built so that cattle are segregated from the living population and kept outside or on the border of the village.

Section 15

Primary Education

- 266 15.1 Provision for primary education in C.D./N.E.S. schemes should be used to supplement allotments of the states to strengthen existing schools except in educationally backward areas.
- 267 15.2 The unit of educational administration should be identical with the block.
- 268 15.2 Each block should have an Education Sub-Committee of Block Advisory Committee and later of panchayat samiti responsible for the maintenance and working of schools.
- 269 15.3 At least blocks should be provided with necessary funds and trained personnel to achieve the immediate goal of introducing free and compulsory primary education.
- 270 15.3 Residential accommodation for women teachers should be provided.
- 271 15.4 Blocks where special stress is laid on social education would be the best for promulgating order regarding compulsory education.
- 272 15.4 It should be the function of Gram Sewika and of Gram Sewak to persuade people to send their children to schools in areas where primary education is not compulsory.
- 273 15.5 State Government should clarify their policies in regard to opening of basic

schools in rural and urban areas.

- 274 15.5 The State should endeavour to convince people that basic schools are superior type schools.
- 275 15.5 Training staff and proper equipment should be provided in basic schools.
- 276 15.5 Two years training course for basic teachers in States, where it is for one year only, is necessary.

Section 16 **Social Education**

- 277 16.2 The aim of social education should be (a) to acquaint people of the meaning of citizenship and the way democracy functions, (b) to induce citizens to learn how to read and write, (c) to impart proper training for refinement of emotions and (d) to instill a spirit of toleration among citizens.
- 278 16.3 The services of S.E.O. should also be utilised in developing public opinion against existing social evils.
- 279 16.4 Specialist staff at the district and state levels may be provided to render guidance to S.E.Os and a separate section under the Joint Director of S.E. opened in the Department of Education.
- 280 16.4 The S.E.O. deserves to be assigned a definite position in the education department.
- 281 16.5 There should be close contact between S.E.O. and the Gram Sewaks who should take keen interest in all social education activities.
- 282 16.6 The teachers to be utilised in programmes of social education should be given two months' training in methods of extension and principles of social education etc. Such teachers should be given monthly allowance for their work in this field.
- 283 16.6 Village teachers may be utilised by S.E.Os. in their programmes of work,
- 284 16.7 Village leaders should be enlisted in the effort to impart social education.
- 285 16.7 The S.E.O. should identify potential village leaders and assist them in accepting the responsibilities of leadership for improving community life.
- 286 16.7 The use of the term leader and leadership may be avoided.
- 287 16.8 S.E.O. should seek cooperation of members of cooperative societies and help progressive villagers to join them, where they do not exist.
- 288 16.10 Village teacher or panchayat secretary where paid may be utilised after proper training in initiating new activities at the centre, so that the interest of villagers is sustained.
- 289 16.11 Vikas Melas, Shibirs or training camps for villagers campaigns or drives for different activities may be utilised as supplementary activities requiring day to day participation by the villagers.
- 290 16.11 S.E.Os should pay increasing attention to youth clubs and encourage village youths to participate in specific projects of work.

- 291 16.11 Project activities should be evolved according to the genius of the area; activities in which people themselves have initiative should receive greater emphasis.
- 292 16.11 Cultural teachers and reformers may be utilised in educating the masses.
- 293 16.13 Suitable books should be prepared for village adults and proper methods of teaching evolved and imparted to the village teacher.
- 294 16.13 Literacy programme should be drawn up separately for men and women after a preliminary survey of adult illiterates, and camps and intensive drives organised extensively in all blocks.
- 295 16.15 Lest neo-literates relapse into illiteracy follow-up programmes should be worked out.
- 296 16.16 Circulating libraries of suitable films should be maintained by the States. Each S.E.O. should have a projector and a regular flow of films and know how to operate a projector. Subsidised radio sets should be provided to the villagers.
- 297 16.16 Village leaders should be asked to broadcast talks; discussions during rural camps etc., recorded and broadcast.

Section 17
Some Special Programmes - Sarvodaya, Saghan
Kshetra and Gramdan

- 298 17.9 The Sarvodaya Area Committee should not be merely advisory but have fuller powers so that the Sanchalak becomes only the constitutional Chairman.
- 299 17.10 While the moral and personal influence of the Sanchalak should be retained, it is necessary that the people's participation should not be made to depend all the time on the personal factor only.
- 300 17.11 Area of operation of existing Sarvodaya block should be extended to cover the whole N.E.S. block.
- 301 17.11 Apart from such items of Sarvodaya scheme, the Sanchalak should take over all the other items of work included in N.E.S. blocks.
- 302 17.11 While retaining the administrative set up in such a manner as may be necessary, all personnel and funds under N.E.S. may be put at the disposal of the Sanchalak care being taken to avoid duplication.
- 303 17.11 The exact form of relationship between panchayat samiti and the sarvodaya scheme should be determined and some mutual acceptable arrangement found for the working of the development programme
- 304 17.17 The suggestions made in para 17.11 will also apply to Saghan Kshetras.
- 305 17.18 The workers of Kshetra Samiti may be utilised to create necessary atmosphere as well as machinery required for intensive development of cottage and village industries, prepare one block and then move to contiguous blocks.

- 306 17.18 The workers of Kshetra Samiti should be entirely in charge of all Gramodyog work and concentrate their energies for development of cottage and village industries. In the alternative, they may be in-charge of all the development activities in the block and work on the same lines as suggested for Sarvodaya workers.
- 307 17.18 As in the case of Sarvodaya blocks, appropriate adjustments will become necessary on the establishment of Panchayat Samiti although details may vary.
- 308 17.19 Facilities should be afforded for training Saghan Kshetra workers in the training centres of the State meant for workers of N.E.S. blocks.
- 309 17.23 The community development work should be closely interlinked with Gramdan movement, Gramdan village areas being preferred in the selection of new blocks.

Section 18

Measures for Economy, Efficiency and Speed

- 310 18.2 The provision for personnel in all the blocks in a State should be treated as a pool out of which expenditure on staff in each block should be met according to actual requirements, provided that necessary complement of staff of all categories is provided in each block and the formula for sharing the costs by the State and the Centre is not affected.
- 311 18.2 The provision for personnel at the block level should not be spent outside the block i.e., on the staff at State headquarters.
- 312 18.4 No project located outside the block should be financed out of the block funds and no scheme involving a large expenditure undertaken excepting when a scheme is essential and unavoidable.
- 313 18.6 The concentration of efforts and funds on a few villages or on a few big items, instead of building up a balanced programme in each sector, should be avoided.
- 314 18.7 The small provisions for grants should be used for the purposes for which they are intended, namely to act as a lever for building up self-reliance amongst the people.
- 315 18.7 The percentage of people's contribution for a particular type of work should gradually increase as the community development programme progresses.
- 316 18.8 About 50% of the grants-in-aid in each block should be spent on productive purposes, the remaining 50% on amenities. The limit is only suggestive and may be varied by the State for different areas according to local conditions.
- 317 18.10 The grants-in-aid should be non-lapsable at all levels.
- 318 18.11 The State Governments and the Central Ministries should conduct detailed enquiries regarding the heavy expenditure on buildings, waste in work on account of unduly long time taken in the completion of the projects, sometimes lack of adequate provision for maintenance of the works and institutions built with local contribution (in labour, kind and cash), and sometimes the improper use of the equipment.
- 319 18.14 All jeeps should be withdrawn from the blocks, only exception can be a jeep for the Mukhys Sewika.
- 320 18.15 The State and the Central Governments should take remedial action to

avoid the holding of meetings and seminars with considerable pomp.

- 321 18.16 Too frequent meetings and too frequent visits by outsiders absorb a very considerable part of the working hours of the block and the village staff.
- 322 18.17 The publication of too many similar publications printed on expensive paper with unnecessary pictures and a number of articles irrelevant to the purpose needs careful re-examination by the Ministries concerned.