

has been expressed by the two hon. Ministers who have just now spoken. The point is quite clear. What would happen if there was an Industrial Service Commission? How will the recruitment be made in regard to Government-managed factories? That means there will be two authorities. One will be the Union Public Service Commission with its own scope and jurisdiction and another body known as the Industrial Service Commission, as proposed in the resolution. So, I think there is a clear disparity and conflict between the resolution and the provisions in the Constitution. The central idea may be anything, but the provision that he wants to make is certainly opposed to the provisions of the Constitution, namely, article 315. At the same time, it is a very important resolution. I do not want to give a ruling. I want to hear the Law Minister on this point whether it is possible to have some sort of Commission, which may not act in rivalry to the Union Public Service Commission, but which may be something like the Railway Service Commission—a departmental Commission—as has been pointed out earlier.

My attention has been called to article 312 of the Constitution by Shri S. C. Samanta. There also, it is within the contemplation of the Constitution that such an organisation relating to the selection of personnel for these public services may be constituted by the Government. It will not be the Union Public Service Commission, but something between the Union Public Service Commission and departmental heads. I do not know what is actually in the mind of the hon. Member. The Resolution provides for two things; one is against the provision in the Constitution, but the other part which says that it is for the purpose of recruiting qualified and suitable persons for other industries and institutions is all right. I would like to hear the hon. Law Minister on this point before decid-

ing finally. Meanwhile, if the hon. Member is convinced by the arguments that have been advanced in the House, he may just make a suitable change in the wording of the Resolution.

Shri M. L. Dwivedi: I am prepared to make a change.

Mr. Chairman: He can frame his Resolution in a way which does not conflict with the provisions of article 315 of the Constitution.

Shri Datar: I suggest that further consideration may be postponed in order to enable the Law Minister to give his opinion.

Mr. Chairman: I am coming to that.

Shri M. L. Dwivedi: I want to know whether it will automatically come up next time or will I lose the right?

Mr. Chairman: I am coming to that, with the consent of the House, I postpone further consideration of this Resolution until I have heard the hon. Minister of Law or until the hon. Member himself has amended or modified his Resolution. So far as this Resolution is concerned, the hon. Member does not lose his right. It will be put down as a part-heard Resolution and will have precedence over all the other Resolutions. This will be a part-heard Resolution and will top the list on the next day.

We now proceed to the next Resolution.

RESOLUTION RE: APPOINTMENT OF A COMMITTEE TO EXAMINE COMMUNITY PROJECTS AND NATIONAL EXTENSION SERVICE SCHEMES

Shri Raghunir Sahai (Etah Distt.—North-East cum Budaun Distt.—East): I beg to move:

“This House is of opinion that Government may constitute a Committee or Committees consisting mainly of members of Parliament to examine the work of

[Shri Raghunir Sahai]

Community Projects and National Extension Service Blocks in various States and to submit their report within as short a time as possible dwelling specially on:—

(1) how much money has been spent out of the allotted funds so far and on what items and whether the funds are being rightly spent;

(2) whether genuine spirit of co-operation has been generated and to what extent;

(3) whether the officers who are placed in charge of the work have been able to inspire confidence in the people amongst whom they are called upon to work;

(4) to what extent has the co-operation of public workers been enlisted and whether the District Planning Committees and Projects Advisory Committees are really serving the purpose for which they were constituted;

(5) whether there is a likelihood of a substantial amount of work being done during the First Five Year Plan period; and

(6) what particular changes, if any, are needed to accomplish the object in view."

Sir, I wish to make it clear...

Shri N. M. Lingam (Coimbatore): There are amendments to be moved.

Mr. Chairman: The hon. Member has not even moved the Resolution yet; how can the amendments be taken up now?

Shri Raghunir Sahai: I wish to make it clear that I am not moving this Resolution in a spirit of carping criticism. On the other hand, I am moving this Resolution with the fullest sense of responsibility. I would not have moved this Resolution had I not thought that it was in

public interests. I am one of the very great admirers of the first Five Year Plan, and I know that the most important portion of the first Five Year Plan is the community projects. Without community projects, the Five Year Plan would have been reduced to a play of Hamlet without Hamlet himself. So, I attach very great value to the Five Year Plan and especially to the community projects. But I would like to impress on the House and to ask its indulgence to see whether the community projects which have been in operation for a number of years in our country have fulfilled the object in view. Sir, in the Evaluation Report, the object of the community projects has been very clearly put forward. With your permission, I will quote a few lines:

"The main aim of the community projects and extension programmes is to set free the creative energies of the people, so that they may build up through their own efforts and through their own institutions a richer and improving social life. Here the goal is essentially cultural and moral, although it has a physical basis and content."

I would like to discuss this problem from the standpoint that I have just mentioned from the Evaluation Report. We have to see how far these community projects have achieved the cultural object in view and how far they have achieved the physical object in view. So far as the physical achievements are concerned, I must say that in the various community projects that are in existence, some for the last three years and some for two years, there is no doubt that many buildings have been constructed, many hospitals and residential quarters for A.P.Os. have been constructed and so on and so forth. These are some of their physical achievements. There is no doubt that an improved variety of seed has been distributed in very large

quantities. There is no doubt that fertilisers have been distributed in very large quantities. There is no doubt about it that in many of the community projects, brick kilns have been started which is a new thing in these areas. There is no doubt about it that in some of the villages, the lanes have been paved and drains have also been made pucca. There is no doubt about it that some wells have been repaired and some new wells have been constructed. There may be one or two other items that I may not have enumerated here, which may come under the category of physical achievements. But, my contention is that these physical achievements are a small drop in the ocean. We know that every community project consists of something like 150 villages. In my own district Budaun, there is a community project known as Usawan cum Jalalabad which comprises 150 villages, 75 from Budaun and 75 from Shajahanpur. My contention is that these physical achievements have only touched the fringe. They have touched a few villages. Most of the villages have not been touched at all. If we take into consideration the period that has been spent, about more than 3 years, and if we look at the physical achievements, we come to the conclusion that our hopes have not been fulfilled.

I mentioned among the physical achievements the distribution of improved seeds. I also mentioned the distribution of fertilisers. But, what I feel is this. Of what avail is the distribution of improved seed and artificial manure if there are no means of irrigation? Because, in both the cases, whether you use improved seeds or whether you use improved varieties of fertilisers, it is very necessary that the means of irrigation should be there. I can say from my personal knowledge that in the community project with which I am intimately connected, not a worth while improvement has been made so

far as means of irrigation are concerned. The other point that I wish to mention is that a community project or a national extension block would not show good results unless and until there are good means of communication. I find from what I have seen in my own community project that neither has attention been paid to the improvement of the means of irrigation, nor has attention been paid to the improvement of the means of communication. The headquarters of the community project with which I am connected is something like 25 or 30 miles away from the district headquarters. Everybody finds it difficult to reach the headquarters of community project. Unless and until there were good means of communication, nobody can inspect it. Its work cannot be scrutinised. No attention whatsoever has been paid to the improvement of communications there.

Taking the cultural and moral side, which has been stressed upon in the Evaluation Report, I find that the results are entirely disappointing. If we had really worked with a missionary spirit, if we had really before our mind not only the physical targets, but the cultural objective, there must have been some appreciable improvement in the mentality of the village people. What I find is that they are none the better than they were when the community project was started. I do not find any initiative in those people living in the villages which are included in the community project. I do not find any eagerness on their part to take part in the community project works. I do not find any eagerness in them to attend the meetings which are connected with the community project work and the development work. I do not find that the village people are in the habit of advancing their own suggestions for the improvement of their own villages. I do not find that their way of living has improved by a jot or tittle. I do not find

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that any of their unsocial habits have changed in the least. I do not find that in these villages included in the community project the people have acquired a mentality to send their children to schools. There is no neatness and tidiness in the villages or in the dress of the people. There is no urge on their part to take part in development work. What I mean to say is, so far as the moral and cultural aspect is concerned, it remains entirely neglected. Let us not take a complacent attitude that everything is going on well and that by showing certain physical targets, we might tell the whole country that our community projects everywhere are doing very well. If there is a feeling of that kind, I want that feeling to be removed. Let us face the realities. Let us face the facts.

I was dwelling on the cultural and moral aspect. Take the case of the *gaon sabhas*. We understand that there is a long list of personnel attached to the community projects. There is the District Planning officer. There is a Deputy Project officer. There is a plethora of A.P.Os. There is a doctor, a Social Education officer, there are village level workers, and so on. But, the question is whether all this personnel would be sufficient to inculcate the spirit of development work in all these villages? That is not possible for the personnel alone, unless and until the *gaon sabhas* take an active interest in the development work initiated by the community project. My own experience, for what it is worth, is, these *gaon sabhas* are as lethargic today as they were a couple of years ago. They are not taking any interest in development work. They would not make any suggestions. If any proposition or proposal is placed before them, many village people would not come and assemble to consider them. This is the state of the *gaon sabhas*. Unless and until the *gaon sabhas* are activated, I

humbly beg to submit that our community project work cannot advance very much.

There are Project advisory committees, which are meant to supervise the work of the community projects, which are entrusted with a lot of responsibility, and which are supposed to take very great interest in the project work. I admit they are very important bodies. What has been their function up to this time? This is not only my impression; this is the impression of the Evaluation report itself, that these project advisory committees have been merely a farce. On page 30, while discussing the advisory committees, the Evaluation report, volume I issued in April 1955, says:

"The suitability of an advisory body which is a group of representative persons but has no representative character in the particular context of a planned programme of rural reconstruction has been called into further question by the generally disappointing experiences of the second year of its working. Project Advisory Committees continue to be ineffective and in many projects they are virtually non-existent. Meetings of the committees do not take place for months together and when they do, they are confined mostly to routine business. The general attitude on the part of the members has been one of indifference and lack of interest and where interest has been shown, this is very often of a parochial, sectional or even personal kind which has proved more of an impediment than a help in the programme."

I could not have used more effective, more powerful words than what has been mentioned in the Evaluation Report. This is a very considered view and we cannot ignore it. This

is the state of our Project Advisory Committees at many places where these Community Projects and National Extension Blocks are working.

Then, take the case of District Planning Committees. It is another body higher up in the rung of the ladder. I have not been able to understand what the powers and the functions of these committees are and what work they have performed up to this time. Fortunately or unfortunately I happen to be a member of my district's District Planning Committee. I am a member of the Project Advisory Committee also and if my experience is of any worth, then I may be allowed to say that I have had a very poor experience about these bodies. Last time it was only on the 28th November that I went to attend a very important meeting of the District Planning Committee in my own district and I assure you and I assure every Member of this hon. House that the entire District Planning Committee takes up an unreasonably hostile attitude to community projects. Somehow or other, they are not reconciled to community projects. They want to better and advance their individual interests, their parochial interests, and they are helped by officials in taking up that mentality. You cannot expect that the District Planning Committees will do any good to any of the community projects and to any of the National Extension Blocks. The monies that are being placed at the disposal of the District Planning Committees are squandered for purposes other than those for which they are meant to be spent. We shall have to consider, and to consider seriously, why all these bodies are not acting up to expectations. My own submission is that the personnel is defective, is faulty, and this personnel is not fitted to carry on the very onerous task of community projects.

Now, I come to a very important point. It has been assumed by the

Evaluation Committee Report and by all those who have from time to time expressed their views about the working of the community projects, that since the District Magistrate has been placed at the very head of the development work in the district, everything should be presumed to be going on well. There cannot be a greater misconception than this. My own submission is, that the District Magistrate is the greatest misfit here. He does not know the job. Perhaps even now, our Government and our people are thinking in those terms in which we used to think twenty years back. There was a time when there was complete I.C.S. rule in the entire country. It was believed that any I.C.S. was good for any job.

Dr. Suresh Chandra (Aurangabad): Even now, it is so.

Shri Raghubir Sahai: That misconception should be removed. We are in the year 1955. I read one book named "I.C.S." by one I.C.S., Mr. Blunt, and therein he wrote that.

Dr. Suresh Chandra: He was blunt?

Shri Raghubir Sahai: Blunt, once Finance Minister of U.P. He wrote the history of I.C.S. and in that he wrote a very pithy sentence that the I.C.S. is supposed to be an expert of everything. He can be a doctor, he can be a professor, he can be a judge, he can be a legislator, he can be a Governor and what not, Jack of all trades. Even now it is supposed that the District Magistrate, who in many cases is an I.C.S., is an expert in everything. From my own experience I can say they know not a bit of the Five Year Plan. The Five Year Plan says that when you appoint a man in a community project, whether he be a district magistrate or a district project officer or district planning officer, keep him there for a pretty long time so that the work may not be hampered. From my own experience I can say that

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although my community project is of only three years standing, four district magistrates have been transferred. I am not sorry for their transfer because every one of them was blank so far as the Five Year Plan was concerned. You do not act up to what you say in the Five Year Plan. Three District Project Officers have been transferred. They were also entirely ignorant. When the District Magistrate is such, when the Deputy Project Officer is such, what can you expect of village-level workers? What can we expect of A.P.Os., and other officers that are working in those community projects? So, I say that this myth of the District Magistrate being at the head of the community project work or the development work is perhaps the greatest misconception under which the Government labours. I wish to explode that myth.

Why have I brought forward this resolution? Do I disbelieve the motives of the Government? I know with the highest motives they have put forward the Five Year Plan. I know that they are most honest about making the Five Year Plan a success. But, all this lack of achievement, either in physical objectives or in moral and cultural objectives is due to the defective personnel and until and unless we tackle that problem, in a very serious manner, our community projects cannot be a very great success.

I wrote to the Deputy Minister some time back that I would like to have particulars of the work done in my community project and a report thereon. He very kindly instructed his department to give me the necessary particulars, and the department was pleased to hand over to me a list of all that has been achieved there. I do not want to be very strong in my remarks, but all I can say is that that list of work has not impressed me, be-

cause I cannot deceive my eyes: That report cannot deceive me, because I have seen things with my own eyes. I know every village there. You say that so many miles of Kutch roads have been constructed there. But it is a myth.

An Hon. Member: That is so in every project.

Sardar Hukam Singh (Kapurthala—Bhatinda): That might have been washed away before you saw it.

Shri Raghubir Sahai: It has really been washed away. People were asked to put in *Shramdan*, and they had come forward and helped in constructing some of the *kutch* roads. But next time when you call them to offer *shramdan*—I say, and say so with a full sense of responsibility—they will refuse to come because their whole labour has been wasted. You may keep some figures in your books saying that so many miles of *kutch* road have been constructed. But if you go to the spot, you will find that there is none.

Sardar Hukam Singh: Why go to the spot then?

Shri Shree Narayan Das (Darbhanga Central): They disappeared because of starvation.

Shri Raghubir Sahai: When I am on the question of personnel, I beg to say that they have no missionary zeal at all. They are working only with a mercenary spirit. And I feel also that you cannot inject any missionary spirit into them. But we have to be very careful as to what we do in the future. As everybody knows, we are out to set up national extension service blocks all over the country.

Shri D. C. Sharma (Hoshiarpur): Good idea.

Shri Raghubir Sahai: And we are going to spread community projects all over the country. My humble submission is please think hundred times before you launch further community

projects and national extension service blocks.

Shri M. L. Dwivedi (Hamirpur Distt): That is because you do not want community projects to come in in other places.

Shri Raghubir Sahai: My resolution says only this. Appoint a committee of non-officials, experts and others, who may go round and see whether these community projects are being worked properly or not, and whether these national extension service blocks are being worked properly or not. I have no quarrel with having community projects and national extension service blocks at all. I can presume that there may be many community projects and national extension service blocks which are doing immensely well; but I have not seen any of them.

Shri M. L. Dwivedi: On a point of order. The hon. Member is going on telling us that the community project administration is not working well everywhere. His experience of the community project in his area may be so, but so far as I know, the community projects in my area....

Mr. Chairman: Order, order....

Shri Raghubir Sahai: Of course, I am not speaking for everybody.

Mr. Chairman:...The hon. Member, has been sufficiently in the House and he should not by way of a point of order raise a point which is really not a point of order. I do think that he knows the rules also. It is not fair to interrupt the speech of the hon. Member in this way

The hon. Member **Shri Raghubir Sahai** has already taken more than half an hour.

Shri Raghubir Sahai: I shall finish within a few minutes.

Mr. Chairman: Why a few minutes? He has already taken more than half an hour. I have rung the bell twice. If the hon. Member goes on continu-

ing, then what is the use of ringing the bell?

Shri Raghubir Sahai: I shall try to finish within a couple of minutes.

Mr. Chairman: Surely, I believe the hon. Member wants that other Members also should take part in the discussion.

Shri Raghubir Sahai: I shall finish as soon as possible. One of my suggestions is that further extension of these community projects and national extension service blocks may be stayed till we have made sure that the schemes in all the community projects and national extension service blocks which are already existing are doing well. If we find out any defects, we should see that they are removed.

My next suggestion is....

Mr. Chairman: The hon. Member has taken more than thirty-five minutes already. The rules allow only thirty minutes. I am very sorry. The hon. Member must conclude now.

Resolution moved:

"This House is of opinion that Government may constitute a Committee or Committees consisting mainly of members of Parliament to examine the work of Community Projects and National Extension Service Blocks in various States and to submit their report within as short a time as possible dwelling specially on:—

(1) how much money has been spent out of the allotted funds so far and on what items and whether the funds are being rightly spent;

(2) whether genuine spirit of co-operation has been generated and to what extent;

(3) whether the officers who are placed in charge of the work have been able to inspire confidence in the people amongst whom they are called upon to work;

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(4) to what extent has the co-operation of public workers been enlisted and whether the District Planning Committees and Projects Advisory Committees are really serving the purpose for which they were constituted;

(5) whether there is a likelihood of a substantial amount of work being done during the First Five Year Plan period; and

(6) what particular changes, if any, are needed to accomplish the object in view."

There are some amendments of which notice has been received. I would like to know which of the amendments are proposed to be moved.

First, there is an amendment in the name of Shri Bhakt Darshan. The hon. Member is absent.

Shri M. L. Dwivedi: I want to move amendment No. 2. And while doing so, I want to say something.

Mr. Chairman: I am just asking what amendments hon. Members intend to move. The mere fact that a person has sent in an amendment does not entitle to speak him also.

Shri D. C. Sharma: He does not know that.

Shri N. M. Lingam (Coimbatore): I want to move amendment No. 3.

Shri D. C. Sharma: I want to move amendment No. 4.

Shri B. K. Das (Contal): I want to move amendment No. 5.

Mr. Chairman: The sixth amendment stands in the name of Shri Hem Raj. The hon. Member is absent.

Shri M. L. Dwivedi: I beg to move: That for the original Resolution, the following be substituted:

"This House is of opinion that suitable machinery with adequate popular representation be set up to examine and suggest improve-

ments, from time to time on the various aspects of the working of the Community Projects and National Extension Service Blocks throughout the country."

Shri N. M. Lingam: I beg to move:

That for the original Resolution, the following be substituted:

"This House is of opinion that an expert Committee with popular representation should be appointed forthwith to examine the working of Community Projects and National Extension Service Schemes and to evolve a pattern of work for the future having regard to the following:

(1) the experience gained in the working of Community Projects and National Extension Service Schemes so far;

(2) methods of training and recruitment of personnel;

(3) the need for greater integration of the functions of local bodies with those of the Community Projects;

(4) changes necessary in the administrative set up with a view to ensure greater co-ordination of effort; and

(5) the need to ensure that benefits of the operation of the programme reach all sectors of society and that maximum results are obtained by the elimination of overlapping of functions, delay and waste."

Shri D. C. Sharma: I beg to move:

That for the original Resolution, the following be substituted:

"This House is of opinion that the Planning Commission should have a standing Committee consisting of members of Parliament, members of State Legislatures and some representatives of the public to examine and report on the working of the Com-

munity Projects and National Extension Service Blocks throughout the country and that these reports should be placed before the Parliament and the State Legislatures."

Shri B. K. Das: I beg to move:

That for the original Resolution, the following be substituted:

"This House while appreciating the substantial progress in the work of the Community Projects and National Extension Service Blocks recommends that with a view to realising the objectives to the fullest extent steps be taken to readjust or expand the activities in necessary directions after a reappraisal of the programmes, organisation and ideology."

Mr. Chairman: All these amendments are now before the House.

Dr. Suresh Chandra: I have listened to the speech made by the hon. Mover of this resolution. I heartily support the resolution which he has moved. I consider it very essential to appoint a committee which can examine the working of the community projects and national extension service blocks in different States.

[SHRI BARMAN in the Chair]

However, I do not agree to what all he has said in condemning the community projects and national extension service blocks. If there is anything which the Government of India have done since Independence, which has reached the masses of India, it is these community projects and national extension service blocks. The hon. Member has quoted from the Evaluation Report of the Planning Commission in this connection to show that there are defects in the working of these projects and blocks. When an Evaluation Report is written, it is quite natural that it should be written after a full examination of the whole thing, and therefore it should

also bring out certain defects. But if the hon. Member reads carefully the Evaluation Report, I do not think he will be able to condemn outright the idea of the community projects or national extension service blocks, as he has done.

I have had opportunities to go round many parts of the world during the last two or three years. I have also had the privilege of representing this Parliament at a world assembly; and I have had also the privilege of meeting a large number of Members of Parliament and also addressing some meetings. I have seen something also of the village work done in Ireland where the conditions are similar to what obtain in our country. After having seen all this, I can certainly say that I feel really proud of my country. I am also proud of the work that Government have done in these community projects and national extension service blocks.

I have also some National Extension Service Blocks in my own constituency. I have been pleading with the Deputy Minister and the Government to make it into a real Community Project area which is really a tourist centre for people from all over the world. Unfortunately, he has not been kind enough to listen to me. I hope very much that he will do it. In any case, what I want to say is that whenever I had been outside this country, they have always admired these Community Projects. They felt that here was a plan by which the Government of India had attacked poverty in the country and tried to reach the villages and improve the lot of villagers. I feel a great deal has been done in this direction. In the village level worker areas also they are doing their best, though it may not up to the level which we expect. They are going on trying to imbibe this spirit among the people.

[Dr. Suresh Chandra]

The hon. Mover has very extensively quoted from the evaluation report, and in my opinion, he based his speech on that report. I think it is not proper to do so. In the report it has been stated that the objective is to create energies and the goal is cultural and moral. That is stated in a very general way. When we write any report, we always try to have our objective as cultural and moral. We need not achieve that cultural and moral goal immediately—no cultural and moral objective can be achieved in such a short period, because it is a very wide sphere which requires probably the birth of several saints and sages in this country. And in spite of those saints and sages, it is very difficult to achieve the objective. Therefore, my contention is that we should not judge the work, the achievements of the Community Projects only by what the evaluation report has said, but by what actual physical targets have been achieved.

Now, he has said that the physical targets achieved have only touched the fringe of the problem. We all agree. Even the Prime Minister has stated several times that the Government are doing their best to have as many villages as possible within the scope of this work. But it is not easy because we have limited funds, and therefore, it is not fair to attack this work in that way.

We know, and it has also been stated by our Prime Minister, that a large number of Asian countries have requested our Government to send some of our people—experts in these Community Projects—to their countries—Burma and some other countries—so that they could also start some kind of such institutions.

Shri C. K. Nair (Outer Delhi): That is some District Magistrate.

Dr. Suresh Chandra: I will come to District Magistrate also, if you have a little patience.

I entirely agree with the hon. Member who has just now intervened, that this myth of the District Magistrate doing everything should be exploded. Not only the myth of the District Magistrates doing everything, but also the myth of the ICS doing everything should be exploded. It is high time that our Government, our Ministers, everybody—including Members of Parliament—knew that the I.C.S. is not capable of doing everything. We have got knowledge of what the I. C. S. can do, with all respect to our friend who is there....

Shri Kamath (Hoshangabad): Now ex-I.C.S.

Dr. Suresh Chandra: They have been proved to be absolutely incapable, they have been proved to be inefficient, they have been proved to be corrupt and they have been a disgrace to this country. Therefore, this myth of the I. C. S. should be exploded, and exploded again.

Shri Kamath: Remember your Netaji.

Dr. Suresh Chandra: He resigned before entering politics.

This applies not only to the I. C. S but also all other officers, District Magistrate or Collector. I also happen to be a member of the District Planning Committee, as Members of Parliament are, I suppose, and I feel that these District Planning Committees are absolutely ineffective. We are, first of all, never given notice of these meetings, we are not given any agenda in advance of these meetings, and we really do not know what is the work, powers and functions of these Committees are, and how we can make these Committees effective. Therefore, I would suggest to the hon. Minister....

Shri C. K. Nair: Without knowing, how can you help?

Mr. Chairman: Interruptions will only take the time of the Member.

Shri C. K. Nair: He started with praise of their work.

Mr. Chairman: Let him expound his own views.

Dr. Suresh Chandra: I think there is scope to praise and also to criticise. Every Member is entitled to express his opinion. I feel that these District Planning Committees should be made more effective. The hon. Minister should devise some ways by which they should be made more effective, and more workable.

I also agree with the Mover of the Resolution that the Project Advisory Committees are also, more or less, a farce. Unless we have some body which can supervise and make these bodies effective and inspire the officers and also the people, we shall not be able to make a complete success of it. That is where I am making a difference between outright condemnation as my friend did, and actually what we have to do. It is no use condemning in an outright manner a thing which is laudable, which has been praised all over the world.

Shri Raghubir Sahai: It was never my intention to make an outright condemnation.

Dr. Suresh Chandra: I am glad to hear that, but that was the impression the House had got.

Shri C. R. Narasimhan (Krishnagiri): You had that impression. Do not speak for the entire House.

Dr. Suresh Chandra: You will have your time.

So, there is no use of condemning in an outright manner. Some method should be devised to improve matters.

I have also to say that when I visited my constituency last and went to one Extension Block, I was really shocked to find that though money was sanctioned, though some of the officers were moving about, no work had started, in spite of the fact that people had advanced a good amount for construction of roads and had

also contributed *Sharamdan*. Though the money was handed over to the Collector, no work had started because of so many excuses which were given by the Chairman of the District Planning Committee and others. We were told that technical help was lacking, there were not enough engineers, not enough this and not enough that.

Here I may cite one very interesting instance. At one place, in Silour, in my constituency I had a talk with the people about what they thought of these village level officers and other people who had come to inspire them and help them in the work of the Community Projects and National Extension Service. They told me that the only person who has benefited by the presence of these so-called village level officers was the *dhobi*, the washerman because he could get clothes to wash. Otherwise, no man in the village had benefited by the presence of these people by that time. Therefore, I would request the hon. Minister to take note of such things and do something by which these village level officers, who are drawing Rs. 150 or Rs. 200 or Rs. 250 per month and moving about in the villages in good suits without being able to inspire confidence or achieve anything good in that area, are able to do something concrete.

In the end I would request the hon. Minister to accede to my request to convert the National Extension Blocks in Aurangabad into a Community Project Area.

Shri B. K. Das: My amendment runs thus:

That for the original Resolution, the following be substituted:

"This House, while appreciating the substantial progress in the work of the Community Projects and National Extension Service Blocks recommends that with a view to realising the objectives to the fullest extent steps be taken to readjust or expand the

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activities in necessary directions after a re-appraisal of the programmes, organisation and ideology."

The mover of the resolution has suggested that a committee be appointed to go into certain matters regarding the activities in our Community Development Projects and National Extension Blocks. The picture he has drawn about those activities seems to be rather dismal. The previous speaker gave his own experience of those Blocks and I have my own experience also. It may be that in certain Blocks and in certain areas we have not been able to achieve what we intended to do and it may be that due to the negligence or the ineffectiveness or other vices of officers or persons who have been in charge of those Blocks, the work has suffered. But if an over-all picture is taken into consideration, we must admit that this programme of development has really made substantial progress. The Programme Evaluation Report which we received for the working of the first year and also for the second year has drawn our attention to certain drawbacks—and naturally so—because that evaluation wants to direct our attention to the drawbacks so that we may take care to correct them. It is not their job to praise highly or speak highly about our work because that would be evident from our own experiences or the experiences that we would like to have about them. But the object of evaluation always remains fundamentally to point out the drawbacks so that they can be remedied by greater efforts. Since Gandhiji came into the field of politics in this country, he wanted us to be back in the villages and he wanted the whole organisation of Congress to be village-minded. If after his endeavour—the endeavour of a man like Mahatma Gandhi—for more than 20 years we evaluate the work of ourselves, we

cannot praise ourselves for the extent of work that we have been able to do. If an organisation like the Congress has, under the leadership of a man like Mahatma Gandhi, not been able to do much to create that re-awakening in our villages, this official machinery which we have now at our disposal cannot be expected to be more effective. My personal experience with the areas where these programmes have been taken up is this. In spite of the defects and the drawbacks, on the whole our experiences are good. Therefore, I propose that in certain directions we may revise our programmes and in certain directions we may be more energetic and try to remedy those defects. After all, what was the objective with which this programme was started? If I may read one or two lines from our First Plan, the objective is stated there like this:

"Community development is the method and rural extension the agency through which the Five Year Plan seeks to initiate a process of transforming the social and economic life of the villages." It goes on further to say:

"It is intended in this chapter to indicate briefly the significance of these programmes and the plan for national reconstruction."

So the Plan wants to indicate that this has a value in our national reconstruction. In the Second Evaluation Report, our objective has been given like this:

"These objectives are, it may be recalled, four in number. Pride of place is given to a transformation in the outlook of the people so as to make them desire progress and welcome new knowledge by which to achieve it. Only next in importance was the inculcation of a spirit of self-reliance which would be strong enough to face every situation

where it arose, with confidence and vigour. The spirit of a progressive outlook and of self-reliance among the people for the progress of all, it was expected, will naturally express itself in habits of co-operative action and appropriate popular bodies. Given self-reliant co-operative action in the pursuit of progress through knowledge, it was expected that the life or living of all men, women and children would take on a new enlightenment, strength and hope."

With this objective before us, we cannot expect that there would be something spectacular in the results achieved. We do not want anything very big in a village—any big building, a national highway or any big construction. We want a reconstruction of the mind and desire of the people who are living there. We want the growth of a desire for self-reliance. All these things cannot present before us a very spectacular result. From what I have seen of the areas, to a certain extent, and to a great extent in some places, these objectives have been achieved by those who did not know what to do to meet their urgent needs and who were in the dark. I can take the instance of a village where there was no drinking water at all and people had to travel more than two miles for some drinking water. When they were approached by the village level workers and asked what their most urgent need was they readily gave expression to it. They had themselves given the land and labour and with the help of some money and the expert knowledge of the project officers and workers they were able to have a tube-well or some arrangement for drinking water. The life of the village had taken a new turn. That has given them hope and has created confidence in the minds of the villagers that by co-operative effort they can improve their lot. That finds

expression in other fields of activity and in other co-operative endeavours. Where this programme is worked out, we have seen that there has been an awakening and a new encouragement and a new hope for these people. I do admit that in some places the men in charge have not been able to prove themselves successful. It may be so. We must cure that and take care to see that there is proper personnel for those places. If we take the view that this has done no good to us and that our attempts have proved a failure and that we should not have taken this programme in hand, I think that we would be putting the clock back. We should go ahead with courage and confidence and try to take such steps as may remove those defects.

I want to express certain views in regard to this matter with reference to certain items of the programme. So far our programme has been mainly about the development of agriculture. In the evaluation report also, we read that the life of the village artisans and those who depend mainly on cottage industries has not been touched. Although the main aspect of our economic programme rests on agriculture, there are people in every village who depend on some small industries. But these have not been included in the programme that we have before us. It is high time that we take to this programme and take some steps for the development of these industries so that the economic life of the villages may improve. I understand that the pilot projects are being worked on these lines and some block officers or some other personnel are being trained with a view to have such programmes. It is necessary to adjust the programme of work in our community project and extension blocks. The community projects that were started in October 1952 have worked for more than three years and I think in some blocks their work is coming to a close. Those project areas will be converted into national exten-

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sion blocks. Some of the extension blocks will be converted into community development blocks. I think it requires some revision of our programmes in those areas. The programme should also be elastic; according to the needs of the localities it may be varied. With regard to agriculture we have done something under the Grow More Food Campaign. We should now concentrate our thought and take up the programme or development of cottage industries. So long we were not able to touch the economic life of the villagers substantially. The programme cannot be sufficiently attractive to them otherwise because poverty is the main problem before the villagers today.

Mr. Chairman: The hon. Member's time is up.

Shri B. K. Das: It has been said that there are some defects in our activities. It is bound to be when we take the country as a whole. We should not talk disparagingly of what we have done. We should give encouragement to those who have worked it and we should revise our programme if necessary and that is my amendment.

Shri N. M. Lingam: I rise to give my warm-hearted support to this motion.

An. Hon. Member: Not whole-hearted? Warmth is required in winter.

Shri N. M. Lingam: I also, support the idea underlying the Resolution moved by my friend. My amendment is slightly different but the principle of the two motions is the same. Different views have been expressed by hon. Members about the working of the community projects and national extension service schemes. The Mover of the Resolution tried to look at the working of these projects objectively. I agree that one should not approach things in a spirit of carping criticism. The speaker that followed him totally

disagreed with the Mover's observations and said that we had achieved marvellous results from the working of these projects and that we could legitimately be proud of this and that we were showing the way in this respect to countries in the Far-East and the Middle-East and in fact to countries in different parts of the world. But I would ask the Government Benches who happen to be here to listen to the debate that they should keep an open mind and be receptive to the observations that are made on this very important scheme that is being worked in the country. I would appeal to the hon. Deputy Minister not to try to defend whatever is being done. It is possible that he will try to defend it on the ground that the programme evaluation organisation has itself gone into the question of the working of these projects and that it is rather unnecessary so soon after the publication of its report to appoint another committee to go into the whole question.

An. Hon. Member: He is himself a critic.

Shri N. M. Lingam: But it should be realised that the committee was at best a sub-committee of the Planning Commission. We do not know the personnel. The committee did not consist of members from the rural areas, legislators and others actively connected with the working of these projects. So we cannot rest content that the whole question of the working of these projects had been properly evaluated. From the tenor of the amendments tabled it will be clear to this House that the hon. Members who have taken interest in the working of this scheme are not satisfied with the way, in which the development works and national extension service schemes are progressing and it is perhaps good that we debunk ourselves about what is said to be happening as a result of the execution of these schemes. It is, often said that

a silent revolution is taking place as a result of the schemes we have started and set in motion, that the most significant and the most momentous is the concept of community projects and national extension service schemes. I agree that the concept is bold, but the organisational set-up and other requirements that are necessary to work the scheme successfully are not equal to the conception.

Shri Keshavalegar (Bangalore North): There must not be abortion.

Shri N. M. Lingam: The ideal is stated as setting free the "creative energies of the people". That is quite high-sounding. But, what is happening actually in the villages and in the rural areas? The community projects and national extension service blocks are supposed to attend to the needs of the people in respect of agriculture, sanitation, public health, rural roads, co-operation, handicrafts, veterinary service, cultural programmes and rural games. These are some of the principal activities in which the organisation is engaged. But, analysing the organisational set-up for the successful implementation of the programme drawn up we see that there are inherent difficulties. There are frictions between the various departments of the Government. People's enthusiasm is not roused and people do not rally enthusiastically round the movement. It is nothing if it is not a movement and people do not rally round it. Why is it? It is only because it has become in effect an additional department of the Government under the District Magistrate. Coming to the District Magistrates we find.....

An. Hon. Member: That is a curse.

Shri N. M. Lingam: I do not blame the District Magistrates. They are as human as we are. They are imbued with as much patriotism as we have. But, in the structure in which they work they are ineffective. In the olden days the work of District Magistrates was very small compared to

what they do now. In the pre-independence days they were concerned only with maintenance of law and order. Then a District Magistrate was a senior I.C.S. officer. For an I.C.S. man to be a District Collector he had to put in at least 15 years' service. Now very junior people are assigned to important places in the District. They are in fact heads of the District administration and all manner of new jobs are thrown upon them. They are in charge of community projects; they are in charge of visits of dignitaries; they are in charge of implementation of the prohibition programme and all sorts of things. In fact, as one hon. Member put it, they are Jacks of all trades and masters of none. They have only time to go round routine meetings every day. They cannot lead a movement of the people in the villages. They cannot even speak to the people with the result that this movement is becoming lifeless. In every place where this scheme is working it has become a department of the Collectorate. It should be, Sir, in my opinion, divorced entirely from the present set-up if it is to work independently, if it is to have initiative and if it is to show a creative spirit.

Then, what about Extension Officers? The term "extension" is an American term which we have imported. We have for every department which functions at the District level an Extension Officer. There is a District Agricultural Officer and at the same time we have an Extension Officer for the project in which the extension service block functions. We have an Extension Officer for Health, for Co-operation and so on. My experience as a member of the Project Advisory Committee is that these District Officers are not very happy about the progressive encroachment that is taking place on their functions by these Extension Officers. They even look upon the work of these people in a spirit of rivalry. So, the best thing is to make the District Officers themselves as Extension Officers. Let

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them be assisted by all means by these trainees we produce, but the entire work in a District should be extension work. It is not enough if small areas are chosen and Extension Officers are appointed to do intensive work. The entire District should be covered by Extension Officers and the only way of doing it is to make District Officers themselves as Extension Officers. That will again mean that the Project Advisory Committee should not function merely in an advisory capacity as it does now because its advices are not cared for. It should be a statutory body. Even the Programme Evaluation Organisation has suggested that it is very ineffective. So, if the idea behind associating Members of Parliament and members of local legislatures is to make it really effective then it should be a statutory body so that its decisions are carried out by those engaged in the work of these projects. Even though the members take part in discussions, exchange ideas and give the benefit of their views it is the Collector's decision that prevails ultimately. The atmosphere in which the development blocks are at present working should be changed completely and that can be done only by giving a non-official orientation to the whole set-up and in this connection I suggest very strongly this change in the administrative set-up.

There is another reason for my suggestion. There are local bodies like District Boards and Panchayats. In most of the functions supposed to be attended to by the community blocks—for instance, there are roads, there is public health service, there is the question of water supply, schools and so on—there are these two bodies, the District Boards and Panchayats on the one hand and the national extension service blocks on the other. They clash each other and it is very anomalous that while the District Boards have the necessary staff to attend to

the work they do not have the necessary finance. They have a District Engineer, a District Health Officer and other staff necessary to attend to all these works but they do not have the funds necessary to open up communications, to start new schools, to start new dispensaries and so on. But, under the programme that we are implementing we have the funds but we do not have the staff. If you want an estimate you have to go to the Divisional Engineer who is under the control of the District Board. What is happening is, he sends one of his section officers—or overseers as they are called—who is not wanted in his department. This section officer takes months and years to prepare an estimate. He is under the control of the Divisional Engineer and he is not under the control of the Project Officer or Development Officer with the result that there is inordinate delay in the preparation of estimates and in the scrutiny thereof.

I mention these things only to show that there is utter lack of co-ordination at the District level. So, if the Project Advisory Committees are to be effective, if a new impetus or a new orientation is to be given to the movement the District Officers should be made Extension Officers, the Project Advisory Committees should be made statutory bodies and the District Officers should be responsible to this body. Unless this decentralisation takes place the whole thing is bound to end in failure. The Programme Evaluation Organisation has in no uncertain terms said that in the matter of village improvement, the movement has failed and that it has achieved next to nothing. What else can we boast of? Is it the *katcha* roads to which one hon. Member referred to? For the purposes of statistics, such things may come in, but actually, are not useful to the villagers. Even where they have been cut, at enormous sacrifice on the part

of the villagers, they have not been improved, with the result that they are not roadworthy. They have not been metalled; no drainage has been provided. They are not integrated with any existing systems with the result that they remain useless; even in the limited field of communications, these projects have not been of much benefit. So, I would earnestly appeal to the Government that it is high time that they appointed a Committee consisting of members who are associated with the work on these projects, consisting of legislators also, so that the whole question may be looked into very well and a pattern evolved. I fully agree with the mover of the resolution that the Government should be careful in expending monies in the second Five Year Plan period. The Programme Evaluation Organisation has cautioned the Government and said that Government should not go ahead with the expansion, because with the limited extension, the quality is bad enough. If such extension is made throughout the country, we do not know to what levels the quality will sink. In the matter of training, we must see that the extension officers, the social education officers and all those people are imbued with missionary zeal. We expect them to work miracles, but they are just as human as any other officer in other departments of Government. They are not born with two horns, and with the present standard of education, the nature of training that is given, with the mass production of those people in the training centres, it is too much to expect that they will work a miracle in the rural areas.

In the matter of training also we have to see that the duration of training and selection of personnel are properly looked into. My amendment has been moved. I do not know whether it is necessary to read it again for the benefit of the House. I strongly commend my amendment to the consideration of the House. My

amendment to the original resolution, as I said, is to underline the idea. The resolution is practically the same, and I once more commend it to the House.

Shri S. L. Saksena (Gorakhpur Distt.—North): This resolution which has been moved before the House is a timely one. We are spending huge sums of money on community projects and by the end of the second Five Year Plan period, the whole country would be covered by these projects. I welcome these projects. I may say in fact in the province of Uttar Pradesh, my district was the first one to be chosen to have the first project, and I will not agree with my friend who has just spoken that nothing has been done. In fact, the peasants welcome the projects.

Pandit K. C. Sharma: (Meerut Distt.—South): We do not follow what you are saying. You should be more intelligible.

Shri S. L. Saksena: I was saying that the community projects are welcomed by the people in the villages. They want them and I would suggest that we should try to improve them rather than saying that they have not been of any use. What I want is that we should try to see how they can be made better and more effective. At present a lot of money has been spent on them, but the committee that administers them are not properly working. They are, further, only *ad hoc* committees. On those committees there are Members of Parliament and probably some Assembly members also, but others are only nominated by the District Magistrate or somebody, and those committees do not really serve any purpose. I would suggest that there should be some method by which fully elected committees may be appointed. Apart from the Members of Parliament and the Assembly members, the blocks themselves should be invited to elect members. There are 200 villages in each block, and there

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are 20 members representing those villages. Let there be 10 for each block. Then, there will be effective work and there will be real representatives of the people coming forward.

An. Hon. Member: They have already been elected like that.

Shri S. L. Saksena: In my district it is not so. The Members of Parliament and Assembly members are there, but the others are only *ad hoc* people nominated by somebody. Most of them are the Congress Committee's members there but they do not belong to the villages there. What I want is, there should be a regular representation of the people of the block. There are 200 villages in each block. If you make each block consist of 20 villages and put ten members for each block, there will be people who know the village and know what the needs of the villages are, and they could do more effective work, and they could put forward the actual difficulties that face the villages. The Parliament Members are not able to attend the meetings regularly. They can hardly attend even one meeting in the year. They are not very useful. But, if people from those blocks are duly elected and represented on the committee, probably they would do better and tell you what the needs are.

The second thing that I would suggest is that you must make the programme of the Plan known to the people. The second Five Year Plan is ready, but I know that the committee in my district does not know it. There is no knowledge of it. They do not know what the Plan will be. So, I want that the Plan should grow from below. These committees should be invited to give suggestions about their areas.

Pandit K. C. Sharma: What the hon. Member wants is quite different and contradictory to what the resolution wants the Government to do. It is not relevant, except, of course,

his speech is there which is not intelligible.

Shri S. L. Saksena: If you try to understand, you can understand. My friend the mover suggested that there should be a commission of enquiry. I think it is high time that there should be a commission of enquiry to see now the blocks are working and I think if they go about the villages they will find that although money has been spent the work done has not been such as could be expected. They could see that it is done properly. But then I suggest that if you want some work to be done which could be really useful, let people of the villages be associated with the work.

I would also suggest that this commission should not be only for the community projects. Let it be for the whole planning of the Government. There are community projects. There are the national extension service blocks. There are other schemes also under the Plan, and so, let this commission enquire into everything and see how the entire money for the whole Plan is spent, and whether the monies are properly utilised or whether full value is taken out of the monies spent.

Dr. Suresh Chandra: What has this got to do with the resolution here? It is quite irrelevant.

Shri S. L. Saksena: I am suggesting that a commission should be appointed to enquire not only into the working of the community projects but also of other projects which the Planning Commission has framed. I do not think it is irrelevant.

Pandit K. C. Sharma: You want a super Planning Commission.

Shri S. L. Saksena: I also suggest that when you spend so much money, let there be somebody at least to look after how you spend. I know a lot of money is wasted and there is no real control over the expenses of the blocks. Though the District Magistrate is on the Committee, he is

not able to do much work. I agree with the hon. Member who said that he should not be the Chairman of the Committee. Let there be a Chairman elected by the people and let him be in charge of the work of the projects, because he will be able to devote much time. The District Magistrates have got so many duties and functions that they are not able to attend to this work satisfactorily. If there is non-official who is entrusted with the committee's work, I think they will be able to do more and effective work. Of course the secretary may be an official but the Chairman may be a non-official. The District Magistrate cannot do it and, therefore, I think he should not remain as Chairman of the planning committees or be in charge of the development blocks. If you have a non-official Chairman, it would certainly be better for the purpose of seeing that the money is properly spent and these projects become really effective.

It has been stated that these blocks are not full of life. When I was in China, I found that their villages were completely remodelled. They have got their own village councils. They have got agricultural co-operative societies. The villagers themselves elect their headman who is given full powers and who is put in charge of the village. Therefore, I say that our village headmen also should be given full powers. At present, the headmen have no powers and they are not able to meet the demands of the villagers, about irrigation and other things. You must try to see whether you can make the inmates of the villages more independent by giving full powers to the headman. If he is authorised to meet all the demands in the village, then it will be more useful. At present the village officers who are there cannot do anything and they cannot meet the demands of the villagers. In China, the whole village structure has been remodelled, because the village council is given full powers. They have

co-operative farming; they give loans to the villagers for digging wells for irrigation. The result is that the villagers there have more initiative.

Dr. Suresh Chandra: Everything is controlled from the Centre in China; where does the village come in?

Shri S. L. Saksena: The impression that you have got is wrong. In fact, the villagers in China have got more initiative than anybody else. The villagers themselves decide what they should do. They plan their own programmes and they carry out those programmes. The machinery at the Centre only helps them. The Centre only exercises some sort of supervision; but there is no interference with the initiative. It is not as if there is one man at the top commanding everything. That is an absolutely wrong impression.

Shri D. C. Sharma: How long have you been in the villages in China?

Shri S. L. Saksena: I have stayed there for more than 5 months. I have stayed there for a long time and studied their life. I can tell you that their improvement has been due to their own initiative. Their decisions are accepted by the Government.

Dr. Suresh Chandra: How do you know that villagers have more initiative in China?

Shri S. L. Saksena: I have seen villages in India and I have seen villages in China. I know what things are here and what they are there. I have studied their life and I tell you that they have more initiative than our villagers. Almost 60 per cent of their villages have become co-operative centres not by any decree of law, but by their own efforts. The result is that there is considerable improvement in their methods of irrigation and they get better yields of crops. Their entire life is based on co-operatives. They purchase things from co-operatives; they sell their produce to the co-operatives and so on. In this way, the middle-man's profits are

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gone. Therefore, I am saying that we have got a lot to learn from them.

I think the Resolution under consideration is a very good one, namely, that there should be a committee to enquire into the working of the community projects, etc. I fully support it.

Shri Raghavachari (Penukonda):
rose—

Shri Achuthan (Crangannur): One Member may be allowed to speak from each State.

Mr. Chairman: I call Mr. Raghavachari. All the hon. Members cannot be called at the same time.

Shri Raghavachari: I am very glad that I have got this opportunity to express what I feel about this Resolution. I for one do not wish to take any time in narrating my personal history, but I want to tell the House this much. I am interested in village improvement. I have myself lived in a village; I have lived amidst the fields. In the Madras State, there are what are called *firkas*. The composite Madras Government started a *firka* development scheme; subsequently national extension Blocks came and then the community projects Blocks and so on. All these things are in action there for the last five years. But I say that the village has not changed really a bit.

Shri C. K. Nair: When did the *firka* development scheme start in Madras?

Shri Raghavachari: It has been there for a long time. We called it *firka* development scheme. Then, we borrowed a foreign phrase—community development. But I am not quarrelling with the phrase. What we

are concerned with is the result. The most disappointing portion of it is that the moneys which are sanctioned and allotted do not reach the places in time very often. This is a matter admitted by the Government also. Apart from that, the real point to be noted, is that there has been no result. After three or four years after we started these things, one must be able to see a stir at least in the villages. The real difficulty is this. This is all controlled by an institution at the top, just as in the railway controlling room from where the movements of trains are controlled. Really, the people on the spot have no voice in the matter. The result is that money is spent, but there is no result. I do not wish to generalise, for the whole country, but I know the position in one particular place. I go by the *sthal pulak nyaya*; I take one grain from the vessel and if it is not cooked, the entire thing in the vessel is not cooked. (*Interruptions*). I am requesting my hon. friends to hear me with patience. The real difficulty is that in the matter of expenditure, the control is exercised from somewhere else. If you really want to improve the village, there is the wonderful institution called the village panchayat. Why don't you make it a living institution? Why don't you give it funds and enable it to do some useful work.

Mr. Chairman: The hon. Member can continue his speech on the next occasion. The House stands adjourned till 11 A.M. tomorrow.
6 P.M.

The Lok Sabha then adjourned till eleven of the clock on Saturday, the 10th December, 1955.