

GOVERNMENT OF THE PUNJAB

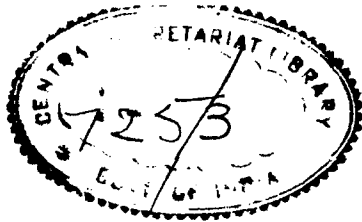
MANUAL

ON

COMMUNITY DEVELOPMENT



Issued by
COMMUNITY DEVELOPMENT ORGANISATION PUNJAB,
CHANDIGARH.



FOREWORD

India after Independence is on the threshold of a new era. In the upsurge of freedom have come new hopes and new aspirations. The people are keen for a better and fuller life and the National Government in tune with the people's wishes have launched comprehensive programmes of national welfare. Of these welfare programmes, Community Development has acquired greater significance as it will cover 80 per cent of our people living in the countryside, who constitute the Indian Nation more than any other section of our people.

2. The Community Development Programme which was taken up on an experimental basis in a few selected areas in October, 1952, has now grown into a nation-wide programme. The programme has brought within its compass all phases of the life of our rural people—economic, social and cultural. About six years ago, when the preliminary details of the programme were discussed, we were not sure how it would shape in actual practice. As there was no previous experience and the sponsors of the programme had to start from scratch, it was but *natura* that it had to face problems which had few precedents elsewhere.

3. In the Community Development Programme, the basic idea is not so much as increasing agricultural production, building of roads, schools, wells and things of that nature. Although they are important, but it is the building of the human being, which is the prime objective. This is rightly so because once the individual is inspired and he has the basic knowledge of the problem and the lines of its solution, there is no limit up to which the physical achievements can go. The Government servant engaged in this type of work is, therefore, required to shoulder a responsibility far greater than what he had to do few years ago. He has to act as an energetic and conscientious extension worker, aware of his responsibilities and obligations. He must know the conditions of the countryside, its problems and the way in which such problems should be dealt with, the resources of the Government agencies and the people have at their command and the best methods of utilization of such resources. The extension worker must appreciate and understand the fundamentals of community living. He must have knowledge about our cultural heritage and historical background. These and other aspects of the subject have been dealt with fairly exhaustively in the following pages of this Manual.

4. This Manual is not an exhaustive thesis on the subject of Community Development. It is only an attempt to give a brief outline of the procedures for implementation of the various aspects of Community Development Programme. It is intended to serve as a point of reference for all workers engaged in Community Development work—from the Development Commissioner to the Gram Sevak. The magnitude of the task under the programme is stupendous and the activities employ diverse specialities. This Manual will thus offer an opportunity to all extension workers to have a picture of the whole problem in a nutshell and

also the possible solutions and the assignments of fellow workers. So far we have been following the rough and ready methods in the field. By now we have gained sufficient experience that we can formulate the working of a systematic basis of rural reconstruction.

5. The recommendations and suggestions made in this Manual are of general applicability, inasmuch as they indicate the lines on which the extension workers might take action. Naturally, in view of prevailing local conditions, the extension workers will have to make such local adjustments, as may be required. Subject to such local adjustments, however, I would expect that the pattern indicated in this Manual will not be diluted and the standards set forth will not be lowered .

6. This Manual has been written in simple, clear cut language and efforts have been made to avoid technical phraseology as far as possible, so that even the extension worker at the lowest rung may understand the various procedures outlined therein.

7. A compilation of this kind, which attempts to define and tabulate the instructions and experience of a movement in which there are many workers is necessarily the result of the labours of many, most of whom remain anonymous. This book was started while Shri R. S. Randhawa was Development Commissioner, and in supervising and assisting its compilation, I acknowledge gratefully the inspiration, labour and experience it gained from him. I must also acknowledge with thanks the chapter on Co-operation, contributed by the keen and energetic Registrar, Shri S. S. Puri. The bulk of the work has been done by Shri Baldev Kapur, Deputy Director, Evaluation of the Community Development Organization, Punjab, who has spent long hours of labour and thought in compiling and editing this volume, in addition to his other duties.

8. I hope the Manual will prove useful to extension workers, officials as well as non-officials, who are connected with the Community Development Programme in the Punjab or even elsewhere.

1ST JULY, 1958.

CHANDIGARH

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S. R. VARMA,
Planning and Development Commissioner
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CHAPTER I

EVOLUTION OF COMMUNITY DEVELOPMENT

Decline of our villages. 1.1. In the Punjab, as in the rest of the country, a vast majority of the people live in the villages. According to the last census, 81 per cent of the State's population, consisting of about 13 million people, live in its 21,516 villages. Generally, however, the vast majority of Indian citizens, who live in these villages and produce the basic wealth of the country, themselves live poor and miserably inadequate lives. While the production of essential and vital needs, on which the very life of the Community depends, remains the concern of the village, cultural, social and other amenities have existed in the towns and cities. The country-side is dark and dismal, with its picture of sub-human collective existence. Improperly clothed, poorly housed, under-nourished, diseased, illiterate and even exploited, village people were becoming increasingly restless and with good reason. The challenge to an Independent India has been to end this state of affairs rapidly and finally.

Village Economy before the advent of British Rule. 1.2. There is evidence to show that our villages at one time had a vital interest in life and were full of cultural and intellectual activities. The village was a real community, where people lived in harmony and co-operation. According to contemporary standards, the level of professional skill among Indian farmers was high. They produced all their requirements and each member contributed to the happiness of the Community. The weaver, the potter, the carpenter, the blacksmith, the goldsmith and the washerman kept village life going with his traditional occupation and sharing the produce of the land in return for his services. A person from birth to death lived as an integral part of a well-knit Community. A child-birth in the village was a community festival and a death was a day of mourning for all. For a marriage, the weaver gave cloth, the potter utensils and so on other customary presents in kind. Unfortunately, this happy rural community degenerated gradually under the impact of foreign rule. The old village economy was disrupted and superimposed were new privileges. **Impact of British Rule.** The balance between rural and urban, agricultural and non-agricultural was broken leading to a progressive frustration and poverty of the nation. Swarming of large numbers in villages, and the growing limitations on the enterprise of the people created a situation of persistent over-population. With progressively diminishing possessions, narrowing scope for enterprise and smaller hope of progress, rural people became apathetic and dispirited. The oft-repeated tales of factions in Indian villages, and of resistance to progressive and self-reliant action among villagers followed inevitably.

Pioneers in rural development. 1.3. Since the beginning of responsible Government in 1921, which was a prelude to the great movement of liberation culminating in national independence, twenty-six years later, attempts were repeatedly made to check further deterioration in the rural situation. A large number of well-intentioned social workers, official as well as non-official, participated in the rural uplift programme. But as long as the main body of governmental authority remained in foreign and bureaucratic hands, it was not possible to create a feeling of genuine popular initiative for organized

life and progress among the rural mass. The Father of the Nation, Mahatma Gandhi, perceived the imperative necessity of the uplift of the rural Community, and he made this work the pivot of his constructive programme. Experiments in rural uplift were also made by Poet Tagore at Shantiniketan, Mr. Spencer Hatch of the Y.M.C.A. at Marthandam, Mr. T. Parkasham in Madras by introducing the Firka Development Scheme, and Mr. F. L. Brayne in Gurgaon District in the Punjab. But all these efforts and experiments were limited in scope and the area covered, with the result that it was not possible to establish an organic relationship of genuine popular movement and thus no lasting success could be achieved in transforming the social and economic life of the village Community as a whole.

1.4. With the attainment of national independence, it became feasible as well as imperative that the creative and progressive forces among the rural people should be provided legitimate channel of expression. Moreover, freedom for the large mass of humanity in rural areas could have no meaning and content unless they had a dynamic programme for social and economic welfare at the village and, if possible, the family level. It was, therefore, only natural that on the attainment of freedom people should expect to gain all their delayed objectives through their National Government. But the only way in which the People's Government could help in the realization of these hopes was by offering to the people themselves the best possible opportunities to think out the path and the programme of their progress. Even materially, it would have been utterly impossible for the Government to put together enough resources to meet by itself the vast needs of the people.

1.5. On account of the partition of India, about 10 million persons migrated from Pakistan. Consequently from the last quarter of 1947 onwards, the Government of India and its States had to face the immense problem of rehabilitating these displaced persons. By 1950, the problem of rehabilitation though not completely solved, was adequately met and the national Government could now pay attention to the other problems that faced the country. The Planning Commission, which was set up in March, 1950, was charged to formulate a plan for the most effective and balanced utilization of the country's resources. It recognised that if India had to plan a new economic order, it must be built on the foundation of the revitalized village as the economic unit. Accordingly, "Community Development Programme" was laid down in the First Five-Year Plan (1951—56).

1.6. The term 'community development' is of recent origin. It has so far been used in such terms as rural development, constructive work, adult education and rural uplift to denote certain of its aspects. The word "Community Development—to transform social and economic life of villages." has, for the past many decades, denoted religious or caste groups or, in some instances, economic groups not necessarily living in one locality; but with the inauguration of the community development programme in this country, it is intended to apply it to the concept of the village community as a whole, cutting across caste, religious

and economic differences. It is a programme which emphasises that the interest in the development of the locality is necessarily and unavoidably common to all the people living there. The Planning Commission, in their First Five-Year Plan, described community development as the "method through which the Five-Year Plan seeks to initiate a process of transformation of the social and economic life of the villages". This method is to process the development of the area through people's own democratic and co-operative organizations, the Government helping only with technical advice, supplies and credit. It is "designed to promote better living for whole community with the active participation and, if possible, on the initiative of the community; but if this initiative is not forthcoming, by the same use of techniques for arousing and stimulating it in order to secure its active and enthusiastic response".

1.7. While operating through the people's local organizations, the programme simultaneously strengthens the foundations of democracy on which our Constitution stands, by making the villager understand the significance of development and his own position in the process of development, and it makes him realise his position in this vast democracy. Thus, community development and democracy progress through and strengthen each other. According to the Prime Minister, the community projects are of vital importance "not so much for the material achievement that they would bring about but much more so, because they seem to build up the community and the individual and to make the latter the builder of his own village centres and of India in the larger sense".

1.8. In this community development "the role of the Government is to plan and organise the programmes on a national basis according to a well-conceived policy and secondly, to provide the technical service and basic material which go beyond the resources of the communities and of the voluntary organizations. In relation to the people, community development is essentially both an educational and organisational process. It is educational because it is concerned with changing such attitudes and practices as are obstacles to social and economic improvements, engendering particular attitudes which are conducive to these improvements and, more generally, promoting a greater receptivity to change. It is organizational not only because people acting together are better able to pursue the interests which they have in common, but also because it requires the re-orientation of existing institutions or the creation of new types of institutions to make self-help fully effective and to provide the necessary channels for Governmental services. To be fully effective, this demands the emergence and training of a new type of local leaders. The value of organizing the people consists not only in the help which it may give towards achieving particular concrete results. but also in the general contribution which it may make towards increasing social coherence".

1.9. The Planning Commission in the First Five-Year Plan referred to rural extension as the agency for the transformation of the social and economic life of the villages. It must, therefore, be borne in mind that the **Community Development and peoples' participation.** national extension service, as it is called, is nothing more than a staffing pattern. It is an agency for extending to the villagers the scientific and technical knowledge in certain fields like agriculture, animal husbandry and the rural industry. The extension agency also includes an element of service agency, e.g., for taking preventive and prophylactic measures like inoculation and vaccination, but it must never forget its essential role of extension. Its main function is to make the people understand what change or innovation will benefit them, why it will benefit them and how it can be introduced. It is for the community to participate in all the activities which will lead to such change or innovation. Here, the term participation assumes some significance. People's participation is not merely their providing a certain proportion of the cost of a particular work in cash, kind or manual labour. It is their full realisation that all aspects of community development are their concern and the Government's participation is only to assist them where such assistance is necessary. It is the gradual development of their faith in the efficacy of their own co-operative action in solving their local problems. This attitude can be developed by close mutual co-operation between the different sections of the community.

CHAPTER II

PRINCIPLES OF EXTENSION AND RURAL SOCIOLOGY

2.1. Community Development is a concept of rural reconstruction consisting of processes by which people's efforts are co-ordinated with those of the Governmental agencies to improve the economic, social and cultural conditions of rural communities, to integrate them into the national life and to enable them to contribute fully to national progress. **Development through Extension.** Emphasis is placed first on self-help and secondly on a co-ordinated instead of a fragmentary approach. It is thus a co-operative partnership between the people and the Government for bringing about around development of our village people. Development implies change in the desired directions, for without change, there can be no development. In a co-operative partnership this change has to be voluntary, for there can be no co-operation without voluntary acceptance. This voluntary acceptance of change is to be brought about through an understanding of some principles of rural sociology and the basic philosophy of extension and the use of extension methods. The staff entrusted with the administration, technical and supervisory direction of the programme should therefore, be well conversant with extension approach and techniques. Extension is a science and also a method of education which relates useful, practical knowledge to the needs of the farmer and his family, as well as to others who live and work in the villages. It does so by developing a co-operative spirit of give and take, through which village people can both receive new knowledge and in turn contribute to it out of their practical wisdom and experience. Extension is thus a continuous educational process in which both the extension worker and the villager contribute and receive.

2.2. The proper understanding of the village is very essential for an Extension Worker. What kind of being is the villager? What shaped him? How did he get to be what he is? We know that he is the product of a group and its culture, in many ways outmoded. He is still suffering from the hang-over of the British rule, which was a period of neglect of rural areas. The villager was left in ignorance, superstition, poverty, disease and unhygienic surroundings. Even the most elementary amenities like clean drinking-water, neat surroundings without filth, swarms of flies and mosquitoes were not provided to the villager. Even if he wanted to improve his surroundings, and raise his economic and social standards, he was not given any assistance or aid worth the name. With his very small holding, he lives so close to the survival margin that he cannot easily afford to take risks and experiment with new techniques. There was no adequate arrangement for primary education of his children and craft instruction for his girls. He never went fifty miles from where he was born all his life. His economic region lay within that radius. He knew the face and name of everyone in the village, and many in the region. In this background, the extension worker should study him, his attachments and loyalties and preferences and prejudices. His group, in the meantime, has become so large that it covers a substantial part of his State. We can also distinguish a number of sub-groups to which he belongs.

2.3. He identifies himself loyally with his *ilaqa* and district and also with his State and the country but in a declining State. His major loyalty should be to India but it will take some time to develop this feeling in him.

First loyalty to his village. His We-group, in the most binding sense of the term, is at present his sub-group. At present his village comes first, then the surrounding tract, the district and the State. India with its numerous States and distances is a pretty vague concept to him. The concrete highway, even more than the railroad, and electricity and radio listening centres will as their network spreads over the rural areas break up the old local patterns and folkways.

2.4. He talks much about individualism. He may think he is on his own, responsible only to himself, his family and to his God, but it is not so. Many things he might like to do, but cannot do, because the folkways forbid it. For instance, he may not whistle in the temple, or strike a woman in public. His freedoms are strictly relative. He does what others of his group do. He goes where others go. He wears what others wear. He says what others say. He thinks what others think. He follows the law of imitation. Imitation meant tribal unity but it also stood in the way of the improvements of the community.

Villager and the law of imitation.

2.5. Superstitions may have declined somewhat but he still avoids undertaking a journey on certain days, considered inauspicious. He does not like anybody sneezing when he starts on some important work. Where did these codes and beliefs come from? They started coming to him from the moment he was born. They came from parents, playmates, relatives, village headmen, religious teachers, from nearly everyone who crossed his path during his impressionable years. Codes and beliefs always come from the people one comes from.

Superstitions.

2.6. He is a product of an old and in many respects outmoded civilization. For thousands of years the group from which he descends has practised a widespread division of labour and certain methods of agriculture and animal husbandry. To him personally it means, among other things, joint family life, living in a house, keeping cattle, cooking in ghee, going to the fields and the village temple, taking part in ceremonies and festivals, paying taxes, making use of money; eating cereals, *dahi*, *gur*, *sarson*, *sag*, drinking milk, *lassi* and sugarcane juice. He spends lavishly on ceremonial occasions and hospitality. Fate, face and favour play an inordinate part in his scheme of things. Wherever he goes he carries this great cultural load like the Old Man of the Sea. Nobody can get at him, talk to him, tell him anything except in relation to this burden, his heritage. When he met the Chinese, Burmese, or the Europeans during his overseas service, he judged them by these standards, built into his nervous system. If he is taken on a study tour to the different parts of India he will judge the inhabitants of those parts of India in a similar way. Unless he is aware of his reaction, it is unlikely that he will judge them objectively and fairly. Because their culture rings are

Villager—Product of old civilization.

somewhat different, many things they do will vary from what he does in similar circumstances, and he will find fault with them for it. His old culture will stand in his way of readily understanding different practices and behaviours, of accepting new ideas and new techniques. Same will be the reaction of a person brought up in a city when on a visit to villages. The first time a man visits a foreign country he is apt to ridicule every habit that is different from his. He grumbles at the foreign food and way of eating. Later, as he gains more experience of the foreigners and their ways he grows wiser. He learns that there is nothing inherently wrong in these habits. They are so merely due to local conditions.

2.7. The Extension worker should remember that there are differences in belief, sentiment, habit, and custom among the various communities and people inhabiting our country. But at the same time there are universal **Culture Concept.** basic characteristics inherent among our people. They all face the same life tasks, share the same anxieties and perplexities, bereavements and tragedies, go to the same places of pilgrimage, observe the same seasonal festivals, seek the same goals to make life meaningful and significant and to find some security. These two linked principles summarise the culture concept. The more naive of the people-minded administrators accept the second but are not sufficiently aware of the first. The stereotype-minded, stress the first and forget the second.

2.8. One thing that human beings must do, is to form themselves into groups, tribes, societies, and to evolve customs, folkways, systems of belief, for holding the group together and giving it a structure. A society refers to a group of people who have learned to work and exist together. Every society practices a system of division of labour. Unfortunately this division of labour **The group and customs.** crystalized itself into the caste system in India, under which the lowest caste members were doomed to a more or less a wretched form of life. However, intelligent a member of the lowest caste might have been, there was no opportunity for him to acquire education and improve his position in the social rung.

2.9. A culture refers to the way of life which the group follows: Culture is the cement which binds the members of the group into a living organism. A **Culture-folkways.** people's culture is the sum of all the patterns of behaviour and practices, impressed from the cradle onwards, which keeps the group together as a living organism, and help it adapt to nature and conditions of life and survive in its environment.

2.10. Among men, the group rather than the individual has become the primary unit in the struggle for existence. The culture concept shifts the emphasis **Individual and his group.** away from the individual and centres it upon his group. For centuries, philosophers, preachers, educators and businessmen in the West have laid stress on the individual. They have affirmed that he alone was responsible for his sins, his sufferings, his triumphs and his defeats.

2.11. The anthropologists and sociologists have found that the individual is not that kind of organism and cannot be understood with that concept and in isolation. He is a product of his culture, he is a living part of his group, and can be understood and appraised only in relation thereto. A comprehension of the double role of the individual observes Linton, as an individual and as a unit in society, will provide a key to many of the problems of human behaviour.

2.12. The culture concept pin-points the attention of the Extension worker on evolving measures for economic and social reform keeping in mind that every society is bound by the gigantic toils of age-old culture patterns. **Timetable for reformers.** Many social reformers everlook the facts of culture. They think they can somehow wipe the slate clean and start afresh. This is impossible. Every human being is born into a world shaped by the already existing cultural patterns. No reform can ever bear fruit unless it is grafted successfully on to the living tree of culture.

2.13. The group's main task is survival through reproduction and nourishment. The group instinct dictates that the young can be protected and food supply secured, only by following the long-established practices. The age-old ways, the long tried ways of doing things have guaranteed minimum production of food supply to sustain the group and its children. A change suggested in the technique of doing things, generates a fear in the mind of the members of the group that even the low yield of production obtained by them through practising old fashioned techniques may not be possible and their families might starve. The leaders of the group, the elders, are therefore prone to be suspicious of any new idea or technique. The first instinctive reaction is against it as it arouses feeling of insecurity. The idea that a group can suddenly be emancipated from its past habits is no more sensible than the idea that a man who flaps his arms rapidly enough can fly.

2.14. The saying that if the Church has a boy until he is six, he will be a good communicant for life, has strong support from social scientists. It has been found that a healthy infant born of a people howsoever backward, can adjust to any culture however advanced. This emphasizes the great importance of the formative years. The age-old culture and its ways have not found time to lay its impress on the child. It is like an empty bottle, ready to receive anything. A cultural change could be introduced in the younger members of a group, as through a funnel, through the mothers and teachers who are moulders of the next generation, the mother more particularly with whom the child has more intimacy and is bound by the silken ties of love and affection. If people were bad by virtue of their blood, or race, there would not be much we could do for them. But the people are basically all right, and the problem lies primarily in an adjustment of culture patterns, or to new culture patterns. and a great deal can be done if the extension worker does his job after a full grasp of the problem, evolving the necessary steps, planning and phasing their application.

For all this it is necessary to have a sympathetic mind for the villagers and an understanding of their life and handicaps.

2.15. Theoretically, a society could be completely changed in something like twenty-five years—the time it takes to inculcate a new culture into the rising generation. But such a theory assumes that parents, teachers, preachers, newspapers and article writers have all re-educated themselves, ready for the inculcating task—which is obviously not so. But it is heartening to know that the trouble does not all come from the inherent human nature. It comes mostly from the marks made by the age-old culture patterns in the plastic human nervous system. Culture patterns do change, and can be changed, but it takes time and will require a systematic plan of action to be put through.

It takes time to change culture patterns.

2.16. Our farmers, with very small holdings, live so close to the survival margin that they cannot easily afford to take risks and experiment with new techniques and ideas. In actual experience we find that it is generally the well-to-do farmer with larger or medium sized holding who gives a lead in the matter and takes risks and experiments with the new techniques. This is because he can afford to try these experiments in a portion of his holding. The experiments based on new technique have to be repeated a number of times and the farmer wants to observe them for three years or so before he accepts them for trial. We cannot blame him. The results of new technique cannot be appraised in a short time like a year. The favourable results achieved in the first year might, the farmer rightly suspects, be due to favourable climatic conditions. He has experience of a much more bountiful harvest when climatic conditions have been favourable.

Small farmers do not take risks.

2.17. Ordinarily no person would like to do anything different from the accepted ways of the group, otherwise the group opinion would be against him. There are in every community guardians of the folkways. These are generally the leaders of the groups of families. Unless these group leaders accept the new idea, it will seldom be accepted by the members of the group. It is for this reason necessary that every Extension Worker and Gram Sevak should, while carrying out the survey of the block villages, find out who are the leaders of the groups of families in each village, develop intimate contacts with them and maintain sound working relationship with them. It is only when the group leader is inclined to try the new way that the families in the group or some of them would do so. These group leaders are the conscience keepers of the members of the group. It is, therefore, essential for an Extension Worker to be in touch with the group leaders constantly and study their reactions to our new techniques. No Extension Worker can succeed in extension work without the support and sympathy from these group leaders. Apart

Group opinion and its guardians.

from members of the Panchayat, these group leaders should therefore, be actively associated in community development work.

2.18. Habit is formed by imitating others. The younger members of the group observe their elders doing things in a certain way and they follow them. A certain way of doing a thing is repeated a number of times over a long period till that particular way becomes a habit. When one does a thing in a certain way for the first time, it requires a lot of mental and physical effort. As one goes on repeating it, it becomes easier till finally it becomes a part of oneself. When it is done automatically without any mental effort, it becomes a habit with the person. When a new way of doing a thing is sought to be introduced, a mental and moral effort is required on the part of the person affected to shed the old habit. It is quite an act of courage and faith when he decides to give up the old way. After having discarded the old way, again mental and physical effort is required to cultivate the new habit and to practise it many times, and over and over again, till it becomes automatic, in other words a habit. It is for this reason that people who are not very energetic and adventurous stick to their old habits or the old way of doing things because it is the easier way and involves little effort on their part. It is thus clear that changing the habits of people is not so easy and takes time. The old fashioned habit took quite a number of years to cultivate. To change it for a new way of doing a thing will also take considerable time. The Extension Worker should therefore be understanding, sympathetic and patient, while introducing a new way of doing a thing. He should be very careful to give correct instructions regarding the new technique, followed by demonstration. He should also remember that giving instructions and demonstration only once will not suffice. He would have to repeat it till it is properly grasped and followed.

2.19. It is also for this very reason that we prefer to approach villagers when they have not formed their old fashioned habits, that is to say, we take hold of them young, while they are in the formative stage. It is easier to teach them the new ways because they do not have to make an effort of unlearning things. A young person is like an empty bottle wherein we can pour in things we like. A grown up person, on the other hand, is like a full bottle which has to be emptied first to make room for filling a new substance. That is why, we insist on the organization of young farmers' clubs and Adult Education-cum-Craft Centres for young girls between the age groups of 12-18. Not only they learn new things easily, but they also influence their parents who observe new things being practised constantly before their eyes. The Extension Workers meet the parents not very frequently and so they cannot influence them to the same extent as their children who have adopted the new way and which is constantly repeated before their eyes. Through the Young Farmers' Clubs the Extension Worker can influence the parents of the young boys about new techniques of agriculture, Animal husbandry, diversification of agriculture like planting of fruit trees, raising of vegetables, poultry etc., and also in dressing neatly and becoming national minded.

2.20. The girls in the craft centres will influence their parents and also the younger members of the family regarding cleanliness in the house, doing things methodically, serving the food neatly, cooking the food in a better way dressing neatly, combing their hair, washing their faces soon after getting up in the morning, behaving in a courteous and polite manner and developing a national outlook as against communal or sectarian outlook.

2.21. The organization of children into Balwadis is important in Extension work as we take in hand the children still younger. Children from different families playing together cultivate a co-operative outlook. In the Balwadi centres, national and patriotic songs are taught to them. They play in clean surroundings instead of in dust and dirt. This enables them to have a neat and clean appearance. The mothers get into the habit of dressing the hair and washing the faces of their children. Once they get into this habit, they will also wash the faces and comb the hair of their other children who are not members of the Balwadi. The instructress in charge of the Balwadi washes the faces of children and combs their hair during the first week at the start of the Balwadi. When the child finds it interesting to attend the Balwadi, then this work of washing etc., is required to be done at home by the mothers of the children. The child who comes to Balwadi without combing his hair and without washing is sent back home. The child insists on the mother to comb his hair and wash his face, so that he can come back to the Balwadi and join the other children in the play and other recreational programme. In this way the child forces the mother into the new habit of combing hair and washing the face and dressing him clean. If she does this for a few months, she would acquire the habit. This is a more effective way than approaching the mothers of the children occasionally and exhorting them to keep their children clean. This also gives the Extension Worker a lesson that invariably it is the indirect method which is more effective than the direct method. In this case the direct method would have been for the Lady Social Education Organizer and the Gram Sevika to give demonstration and lectures to the mothers exhorting them to keep their children clean and comb their hair etc. But it has been seen in practice that this direct method is not so effective as the indirect method of starting a Balwadi because the direct method cannot be repeated often and there is no constant reminder to the mothers. Making the child interested in the games and other recreational programme of the Balwadi to such an extent that Balwadi becomes a centre of attraction for him is the first step in this direction. The child will then insist on the mother washing his face, combing his hair and dress him properly so that he can attend the Balwadi to satisfy his interest. This gives the Extension workers another lesson which is that in order to introduce a new thing under our programme in the villages, we should combine it with something which is of great interest to the participants. This method is used in the Craft Centres. Adult Education has been combined with crafts which are of great interest to the village young women. The crafts and sewing of clothes with a sewing machine are motivations which pull them regularly to the Adult Education-cum-Craft Centre. They are also interested in modern embroidery, soap making

and preparation of simple sweets, pickles and Murabbas etc. Adult Education and Social Education are the two most important items, which an Extension Worker wants to impart to the villagers. But the villagers are not generally interested in these activities. For them, literacy is a dull affair. It is only when one can read fairly well that its interesting aspect starts. It is for this reason that Adult Education Centres for women did not prove popular with village women in the initial stages as they were not combined with crafts. The Adult Education Centres for men have not been successful also because we have not been able to combine some activity of villagers' interest with such centres. This gives another important lesson which should be remembered by each Extension Worker. That is, he should study the interests of the people among whom he is to work, which things they would be most interested in and would be prepared to take up first. The Extension Worker should devise ways of combining the things he wants to teach to the villagers with the urgent interests of the people, i.e., the needs in which they are most interested.

2.22. Another point which the Extension Worker should know is that in a village everybody wants to do things better than his neighbours. The neighbours **Association of parents with children's activities.** may never have used a sewing machine and never done the modern embroidery. The girls therefore, want to learn sewing with machine and the modern embroidery. Parents also like this because of the anticipated saving of expense to the family. This economic aspect of the matter appeals to them. When drawing up a programme for the youngsters, the Extension Workers should therefore, consult the parents also and make them interested. The parents must also gain something out of it. Ultimately it is with the consent of parents that the children join a certain activity. As the parents also pay the expenditure involved on behalf of their children, it is not only necessary but proper that they are contacted before any extension work among the younger children is taken up. We should not try to side-step the parents but on the other hand explain to them the benefits accruing from a certain programme in such a way that it appeals to them and we may thus be able to win their co-operation. Some of the Young Farmers' Clubs have failed, because parents of the Young Farmers were not pre-educated or associated. It is for this reason that we insist that along with an Adult Education-cum-Craft Centre for girls there should be an Istri Sabha' composed of the mothers of the girls. The 'Istri Sabha' should be kept informed about the nature and quality of the training given in a Craft Centre. For this purpose, the Lady Social Education Organizer may meet them every month and find out their reactions about the progress being made in the Craft Centre. The Extension work among the children and young girls can succeed only if the parents are satisfied, about the working of Balwadi, the Young Farmers' Clubs and Craft Centres for girls. It is necessary that parents should feel they are also being associated. And when they feel this way, they will themselves persuade their children to take regular and sustained interest in the development activities and make full use of the facilities provided.

2.23. Every Extension Worker should know about the farmers' old-fashioned or traditional methods of doing things and the way the farmers think about these **Traditional methods vis-a-vis new methods.** In this background, it may be sometimes necessary to modify the new technique which may be introduced gradually and in two or three stages. The Block team should therefore be very careful in planning the introduction of a new technique. As an illustration, let us take the making of compost. The old way was that the cattle dung and leavings of fodder were just dumped on the ground surface. There were no manure pits. Every village abadi was dotted with dunghills, an unseemly sight. This method of keeping farm-yard manure was wasteful and unhygienic and obviously the villager attached no importance to compost. It is necessary to understand why the farmer did not attach importance to the preservation of manure. It was so, because in the plains of the Punjab, the traditional system of agriculture was mainly Barani. Irrigation through the canals came during the British period and still later with the persian wheel, the pumping sets and tube-wells. In Barani agriculture, compost was not very necessary. But in contrast to this even in the villages of the hilly regions, where no Extension work has been done, we find that the villagers are very particular about the careful preservation of the farm-yard manure. They even do not allow the cattle urine to go waste and make a bed of leaves which absorbs the cattle urine. This is then placed in layers and deposited along with the cattle dung. The farmers in the hilly regions gave importance to this, because of abundant rainfall on account of which a good deal of farm-yard manure was needed. In the plains even though irrigation facilities have been made available, yet the traditional way of thinking about compost has persisted and it is really a hard job to successfully persuade the villagers to prepare compost properly. The importance of compost has not been realised by the average villager and he is not sure whether the benefits accruing from compost are commensurate with the extra daily effort he is required to put in for compost making.

The new methods to be adopted for composting are:—

- (a) digging of compost pits according to specifications,
- (b) throwing of the cattle dung, refuse and leavings in the pit systematically,
- (c) covering the daily filling of the compost with a layer of earth.

2.24. Our approach in the matter of compost has not been in a correct perspective. We thought that men were mainly concerned with this and we therefore approached and educated them for the purpose. But in fact **Approach in the matter of composting.** it is the wife or daughter of the farmer or the agricultural labourer who throws the dung and rubbish in the pit. It is, therefore, necessary that through our women workers we should educate the women-folk about the value of compost and the correct method of filling the compost pit. Under the technique suggested by the Agriculture Department it is laid down that the daily filling of the pit should be covered with a layer

of earth. An average villager will not be able to achieve this in practice so soon. The traditional mode of agriculture did not require him to be regular and to do certain things daily. There were periods of regular hard work followed by periods of slack or no work at all. Hence this method of daily and regular routine was not followed. In the initial stages, the farmers may not even throw the earth over the fillings once a week, not to speak of doing it daily. In order to co-relate the compost making with the habit of the villager we have to modify the technique of filling the compost pit. We may start with sectional filling of the pit. 1/6th of the compost pit should be partitioned off with a Khirka. This will represent a portion that will get filled up in about ten days' time. This portion should after filling be covered with a layer of earth for protection. The Khirka is then removed to partition off the second portion. This process is repeated till the whole of the compost pit is filled up. This way of compost making will ultimately become a part of routine with the farmer and in other words his habit. After he has got into this habit for a year or so, then we may start with the next step which is the proper and perfect way of making the compost.

2.25. Getting the compost pits dug according to specifications is not an easy task either. It has to be done in a few villages at a time on campaign basis.

**Digging of
compost pits
on campaign
basis.**

It is our experience that the villager does certain things simply to please the Extension staff or other officers and to earn their appreciation. From our point of view compost pits are very important but the villager attaches no importance to them. He will dig them because he thinks that by doing so, he will earn approbation from the Government. These instincts are to be utilized for the digging of compost pits. As stated earlier, the digging of compost pits should be taken up only in a few villages at a time on campaign basis. The campaign highlights the importance of the activity taken up and leads to a total effort on the part of Block staff and the people. When a village is taken up, the local Gram Sevak should be assisted by an officer from the Block headquarters who may reach the village a day earlier to that when the digging of pits is to start. In the evening he should hold a meeting of the villagers and explain to them the importance and necessity of digging compost pits. It should be pointed out to the villagers that the compost pits will give the village a neat and tidy look, much better appearance than that of the neighbouring villages which have no compost pits. The first impression of a visitor to the village after compost pits have been dug will be very favourable. From the health point of view also, the compost pits will do a lot of good as the incidence of disease will be much less than at present, with the flies and mosquitoes breeding on the dung heaps. Another advantage of compost pit is from the point of view of better manurial value. The Gram Sevak should demonstrate the digging of one pit of necessary dimensions and this may be the Panchayat compost pit which may be later filled out of the village sweepings and cattle dung by the local Young Farmer's Club if there is one in the village. The officer concerned should stay on in the village till the pits digging is completed. While the Gram Sevak with his intimate association with the villagers is almost taken for granted, the presence in the village of an officer from the Block Headquarters is appreciated by the villagers and it makes them feel that the work of

digging of compost pits is important. The villagers are also encouraged when this officer makes occasional rounds to appreciate the work they are doing. If the officer from outside leaves in the midst of the work, half the work will be left undone. When the work has been completed, some higher officer like the Sub-Divisional Officer should go round these selected villages to say a word of cheer and appreciation for the good work done by the villagers. These visits of the Officers will make the villagers feel that they have done a very important and useful work. In this way the importance of compost making will be highlighted. This is necessary in view of the traditional way of thinking which attaches no importance to this work. Thereafter the villagers will attach some importance to the next step of filling the compost pits with care.

2.26. An analysis of the problem of compost making has revealed that—

**Analysis of the
problem of com-
post making.**

- (i) No importance was being attached by the farmer to the farm-yard manure ;
- (ii) Compost-pits were never dug;
- (iii) The farmer was not used to doing things regularly or daily ;
- (iv) The technique of compost making involved a serious departure from his accepted ways of doing things, his habits, and his daily routine, and therefore in the ordinary course of things, no villager would like to take to this change.
- (v) It was not enough to merely educate the farmers about the compost. It was necessary to contact the village women also, who threw the farm yard sweepings and cattle dung in the pits and so they were equally concerned.
- (vi) The technique of compost making as evolved by the Department of Agriculture was so different from the traditional or villagers' technique that it was advisable to introduce it in stages, on planned basis, spread over a period of 4-5 years. Efforts to introduce this technique hurriedly and straightaway would not bring the desired results.

On the above analogy, it is necessary that the Block Development Officer, the Extension Officers and Gram Sevaks should make an analysis of each problem before devising measures to tackle it. Part of this analysis would be finding out the whys and wherefores of the traditional ways of the villagers.

2.27. From the foregoing discussion, it would appear that instinctively also people do not like new ideas or the adoption of new habits. The first reaction is against a new idea. It generates a feeling of uncertainty and some fear (fear of something unknown). The Extension workers should therefore remember that if they have a new technique or a new idea to be introduced, they must not announce it as absolutely new. The average man does not want to have experiments tried

**To blend the
new with the
old.**

on him. He prefers to wait and see what others will do. The successful way is to blend the new with the old. That is also the way of progress without revolution.

2.28. Another important point is that a new technique should be introduced only when the villager understands the idea underlying it. Take for example the paving of streets. Where proper extension education has not preceded the paving of streets, they are not kept clean. This is so because the villager does not associate pavement of streets with sanitation and cleanliness. He merely takes it as a good means of communication during the night and also during the rains. It is only the informed villager who understands the significance of pavement of streets for village sanitation. It is, therefore, necessary that before the programme of pavement of streets in any village is taken up, villagers are pre-educated about its sanitation aspect and the arrangements for the regular sweeping of the streets to be paved are agreed upon. Another important point to remember in this connection is to take note of the habits of our people in regard to the maintenance and repair of the paved streets. The people have not acquired the habit of repairing things in time. A man will spend rupees forty thousand on the construction of a nice house but he will not bother about the annual repairs and even white-washing of the house is done on the occasion of some marriage in the family. The people will take quite a long time to acquire the habit of effecting timely repairs. In view of this, it will be advisable to construct things so well that repairs will not be needed soon. It is for this reason that Extension workers should so arrange that when pavements of streets is taken up, the projecting water spouts are removed so that there is no danger of damage to that part of the street, where the rain-water from the water spout would fall.

Pre-education essential before taking up development work.

2.29. During the pre-independence period rural India had been neglected. As a result of this neglect by the Government, the villagers had lived in ignorance, superstition, poverty, disease, unhygienic surroundings and without even the most elementary amenities of life. After independence when the attention of the People's Government was focussed on the development of the rural areas, it was considered necessary that in addition to Extension work in Agriculture, Animal Husbandry, Village and Cottage Industries, Co-operation, Panchayats, Health, etc., provision of the minimum amenities necessary for civilized living should form an important part of the development programme. It would have been ludicrous if provision of these basic minimum amenities had been overlooked and we had gone to the villagers preaching extension. For this reason provision of basic amenities like clean drinking water, paved streets and drains, primary schools, radio-listening centres, libraries and recreation centres, children play parks etc., form a part of rural development programme. In actual experience of the working of the programme we find that these are the felt needs of the villagers and that we must provide for these felt needs before taking up the work of extension.

Extension and Amenities Programme.

Unless these felt needs are provided on self-help basis, that is, with the active participation of villagers in planning, execution and also contributing towards the cost of the project, the Block staff including the Extension staff will not be able to win the confidence of the villagers which is so essential for the success of Extension work. When an amenities project is under execution, there is a lot of enthusiasm among the villagers and maximum goodwill for the Block staff. That is the most appropriate time for the Extension staff to get acquainted with the villagers. The Block staff has earned the good will of the villagers for doing something in which the villagers were deeply interested. As pointed out earlier it is a good strategy for Extension to combine the interest of the villagers and also the interest of the Extension staff, that is, the things in which the villagers are interested and the things which the Block Team wants to introduce. The villagers are primarily interested in amenities programme and the Block Team in the Extension programme. The ideal would be to combine these two interests through firstly providing the amenities the villagers need most and to start discussion of the Extension programme with the villagers when after satisfaction of their most urgent felt need they are in a receptive mood. It is for this reason essential that the Block Development Officer, the Social Education Organizer, the Overseer and Extension Officers Agriculture, Animal Husbandry, Co-operation, Panchayats, Village Industries etc., should work together like a team and sit together in the same building. It is only then that they can keep themselves informed of the amenities programme under execution in the villages and can utilise the opportunity to cultivate acquaintance and friendship with the villagers when they are in their best mood. They can then proceed with discussion of their extension programme.

2.30. The Block Development Officer and his team of Extension Officers should keep in view the following essential features of Extension:—

Tips for Extension Workers.

- (1) The staff engaged in extension should be dedicated to the programme and with a capacity to develop good human relationships. Their sympathy for their fellowmen should enable them to completely identify themselves in their work.
- (2) Honesty has the first place in any extension programme. As an honest man, the extension worker should recognize his own weaknesses and should in no case hide them. His frank confession that he does not know answers to every question and does not have the ability to do everything efficiently is actually one of his strength. This will make him appear to be human in the eyes of the villagers and they will like him for it. Nobody likes a person who poses to know all and to have no human failing. This is just like the villagers ignorance, which is both a source of strength and weakness. It is a source of strength because the villager accepts his ignorance and does not try to bluff out of it. This reveals a deep integrity often missing among the sophisticated and the superficial.

- (3) Villagers and Extension workers both learn from failures. All of us learn by our failures as well as by our successes. If village people and Extension workers share in planning, they gain experience, no matter a particular scheme succeeds or fails. As a matter of fact, when carefully laid plans end in failure, a situation arises when the village people show their superior quality. There is much that the Extension worker can learn from the undaunted response of villagers to failure. It is nothing new to village people to fail, they live with the threat of failure from year to year, and perhaps this is one of the reasons why the traditional culture pattern of India assign a very low place to the stimulus of success. An Extension worker, should therefore, be concerned, with the carrying out of the programme of action, without unduly worrying about the results. If this attitude can be maintained, one can learn far more from a failure, since the confusing emotion of disappointment is minimized. The mind remains clear to learn how to avoid a failure next time.
- (4) Except in cases of emergency, appointments made with village people must have priority over other appointments. When village appointments cannot be kept, the Extension worker must inform the villagers concerned of the change, and failing this he must explain at the earliest opportunity what prevented him from keeping his appointment.
- (5) The Extension worker's job is education. Through a process of education and exercise of his qualities of leadership at critical moments he brings about changes in attitudes, knowledge and skills. Force and compulsion have no place in this process.
- (6) The Extension worker should not take sides or join or give allegiance to any faction or get involved in local village politics. He must however, be well-informed of village factions and leaders but must carry out his duties in such a manner and deal with them so even handedly that none of them feel neglected. The village community consists of various groups that run along caste, locality and other lines. While this grouping is to be understood, discrimination or special favours shown to any particular group on the basis of that group's identity have no part in the programme and are opposed to the Extension worker's aims and purposes. The Extension worker should therefore, work with all classes, castes and under all conditions—not with a chosen few.
- (7) The Extension worker should not start anything without finishing it. They should follow-up every talk, discussion, programme that may

have been started in the village. Without this follow-up, the programme will not last and will be just something else started in the village that was never seen through. The Extension workers should not therefore, start anything that they cannot follow-up. They should not create a demand for something that cannot be fulfilled. First they should be sure of the available supply and services and then create the demand.

- (8) The Extension workers should not let it seem that all the new ideas are theirs. Local people must be looked upon as contributors of ideas. If a person has an idea and receives recognition for it he will work hard for it. Getting people to think for themselves and present the new ideas themselves is important. If the Extension workers have to introduce new ideas into a group, first they should talk privately with a member of the group, so that he brings the idea into the group conversation as his own.
- (9) The Extension worker should not aim too high at first. He should start with the simplest felt need and fulfil it. This builds up confidence in villagers' capacities and his own to do things. Allowance will be made by the people themselves should the Extension worker fail in some of his activities at a later stage, if at first they have seen him deliver the goods even in small matters, to the villagers' satisfaction.
- (10) An Extension worker should always be the man behind the scenes, encouraging the villagers to take the initiative, and to build up self-confidence and become more self-reliant. He should remember that the only change really worthwhile is the change which comes from the people themselves. He should give advice, information, suggestion, guidance, encouragement to enable the people to move the programme forward. Let it be their programme—their plan—their project.

CHAPTER III

THE PROGRAMME AND ITS CONTENT

3.1. As the various aspects of rural life are inter-related, the National Extension Service Scheme touches all aspects of development in the rural community. The emphasis is, however, on agriculture, which is the mainstay of the people, but other aspects of life, e.g., health, sanitation, housing, education, recreation, rural arts and industry occupy an important place in the programme. The method adopted is a co-ordinated approach to rural life as a whole. Experience has also shown that better and more lasting results are achieved if the whole scheme of development is integrated, and tackled simultaneously.

Comprehensive nature of the programme.

3.2. The following activities take high priority in the programme:—
Types of activity.

(a) *Agricultural and allied fields—*

(i) Reclamation of available virgin and waste land.

(ii) Provision of water for irrigation through tube-wells, pumping sets, surface wells, tanks, etc.

(iii) Provision of quality seeds, improved agricultural techniques, improved agricultural implements, crop protection measures, manures and fertilizers, demonstration plots and Model Farms.

(iv) Provision of increased veterinary aid, distribution of pedigree bulls, development of inland fisheries and poultry.

(v) Fruit and vegetable cultivation and plantation of timber trees.

(b) *Communications.*—Building of culverts, bridges, and construction of Kacha and metalled roads.

(c) *Health and Sanitation.*—Provision of sanitation and public health measures, medical aid, and midwifery services.

(d) *Education and Social Education—*

(i) Provision of additional primary, middle and high schools, conversion of existing schools into the basic type, Adult Literacy Classes and Library services, organization of Community Centres, Young Farmers' Clubs, Ladies' Clubs and Child Welfare Centres.

(ii) Organization of sports, melas, exhibitions, dramas and other cultural activities.

(e) *Co-operation*.—Organization of marketing facilities on a co-operative basis, and organization of credit, non-credit and multi-purpose co-operative societies wherever necessary.

(f) *Employment*.—Encouragement of cottage, medium and small-scale industries.

This list is formidable both in scope and magnitude. The Government agency, however, extensive, cannot implement a programme of this character on its own. The financial resources in a Block can cater only for a few of the essential items of development. It is, therefore, necessary that every item of expenditure should be supported by the village people with their own contributions in cash, materials and voluntary labour. The actual participation of the people in the execution of the schemes of development is, therefore, an important condition for the success of the schemes. This is not only inescapable from the material point of view, but is necessary to create an experience of the economic power which the people have and to engender confidence in their ability to improve their own conditions, by pooled resources properly directed and organised.

CHAPTER IV

ADMINISTRATIVE PATTERN AND CO-ORDINATION AT VARIOUS LEVELS

4.1. The success of the Community Development Programme depends on the effective working relationship between the various Development Departments of the Centre and the State. The administrative organization for **Organization at the Centre.** the Community Development Programme is represented at the Centre by the Ministry of Community Development. A Central Committee consisting of members of the Planning Commission, which is presided over by the Prime Minister, provides the necessary guidance and lays down general policies and programmes. The Central Committee and the Ministry of Community Development also co-ordinate the activities of the technical ministries of the Central Government. The Ministry of Community Development consists of technical and administrative specialists, representing the multi-purpose character of the programme and who in turn receive technical help from the relevant ministries at the Centre. The Ministry of Community Development also attends to the programme planning, budgeting, evaluation and other administrative work relating to Community Development Programme on All India basis.

4.2. At the State level, there is a State Development Committee, consisting of the Ministers of all the development departments, presided over by the Chief Minister, with the Development Commissioner as its **At the State.** Secretary. The State Development Committee lays down general policies and programmes, and reviews progress periodically. At the official level, the Development Commissioner, is for purposes of co-ordination, the leader of the team comprising the Secretaries and the Heads of the various Development Departments. A Community Development Programme Board, consisting of the Heads of Development Departments with the Development Commissioner as chairman has been set up. The Board meets once in two months. The main function of the Board is to provide co-ordination at State level. To achieve co-ordination at the Divisional, District, Sub-Divisional and Block levels, functions similar to those of the Development Commissioner have been entrusted to the Commissioners, Deputy Commissioners, Sub-Divisional Officers and the Block Development Officers, respectively. The technical officials belonging to different development departments are subject to the supervision, for purposes of co-ordination and execution of Community Development and National Extension Service Programme of the administrative officer at the appropriate level, namely, a Block Development Officer at the Block level, the Sub-Divisional Officer at the Sub-Divisional level, the Deputy Commissioner at the District level, and Commissioner at the Divisional level. The multipurpose Gram Sevak, who is the last link in this administrative chain is to be treated as a part of the District Administration and a common agent of all the development departments at the village level. Detailed instructions on the administrative organization for implementing the Community Development N.E.S. Programme have been issued by the Chief Secretary to the Government, Punjab, and which are reproduced at Annexure I—A.

4.3. The significant thing about the administrative arrangements indicated above is that it aims at the transformation of the previously self-contained and near autonomous general administrative cadres of Government into an integrated and organised team of welfare cadres rather than the establishment of a separate welfare cadre distinct from the normal machinery of the Government. It seeks particularly to harness the prestige and influence of the Deputy Commissioner, and of the general administrative machinery to this end in a concentrated impact on village development. Another important, and in practice sometimes difficult, implication of these administrative arrangements, is that its success depends on the mutual co-operation of personnel of different departments, who are not bound to each other invariably in relationship of full administrative subordination. This calls for the exercise of the greatest patience and tact on the part of the co-ordinating officer at each level, and zeal and energy for the job. He must be slow to apportion blame or to reprimand, but firm where there is evasion of responsibility; he must be slow to take credit for achievement himself, but generous in giving it to others who have worked well and honestly; he must be slow to use methods of co-ercion and invoke the discipline of hierarchy, but first invariably use patience and leadership and extension approach.

4.4. The role of Heads of Development Departments in the successful implementing of the Community Development Programme has been clearly defined in the Punjab Government policy letter as reproduced in Annexure I-A. It has however, been observed that the instructions contained in the Punjab Government letter under reference were not complied with strictly in many cases. The Heads of Development Departments should therefore, ensure that necessary instructions contained in the Punjab Government letter under reference are brought to the notice of all officers working under them. The Heads of Development Departments are required to tour the block areas frequently in order to acquaint themselves with the problems of the Blocks and also to discuss their solutions with the Block Development Officers, village leaders and Gram Sevaks, on the spot. Detailed instructions in the matter are contained in the Planning and Development Commissioner's D.O. letter issued in January, 1957, and which is reproduced at Annexure II. Heads of Development Departments should also endorse copies of their inspection notes to the Development Commissioner by name.

4.5. According to the Punjab Government letter under reference, the Heads of Development Departments are also required to submit the half yearly progress reports and annual reviews of the working of the Blocks with particular reference to the work done by their Departments to the Development Commissioner regularly. Punjab Government letter as at Annexure I-B, is reproduced for the information of Heads of Development Departments. These half yearly and annual reviews are to be submitted in the proforma as reproduced in Annexure I-B. The first half-yearly review is to be sent in the month of May and the second in the month of December. The annual review may be sent by the 1st week of June of each year.

4.6. The Deputy Commissioner has been actively associated with the Community Development Programme and the process of making him the principal Development Officer of the District has been initiated with increasing success. To make him fully and actively responsible for development work, to the extent, to which he is responsible for law and order, and revenue matters, he has been delegated wide financial and administrative powers in respect of the Community Development Programme. The Block Development Officers have been placed in direct subordination to him and as such have to act as his lieutenants for development work. The role which the Deputy Commissioner is required to play in the implementing of the Community Development Programme has been clearly defined in the Punjab Government letter reproduced in Annexure I-A.

Role of the Deputy Commissioner.

4.7. Taking into consideration the Deputy Commissioners' total responsibilities as they stand after the introduction of the development programme, he has been provided with an Additional General Assistant to help him in discharging his functions relating to the Development Programme. The separation of the judiciary from the executive in some District and the appointment of General Assistants and Sub-Divisional Officers to assist him in the general administrative work has, also relieved the Deputy Commissioner of a part of his burden. This will enable the Deputy Commissioner to give the Community Development Programme the attention it needs. In spite of all this, it remains true that some of the Deputy Commissioners were not fully aware that Community Development was not only an integral feature of their responsibilities, but one of primary and increasing importance. The Chief Minister, therefore, addressed a personal letter to all Deputy Commissioners in the State, which is reproduced at Annexure I-D, for guidance and necessary action by the Deputy Commissioners concerned.

Community Development — a Special Responsibility of the Deputy Commissioner.

(a) As Supervisor and Inspecting Officer

4.8. The Deputy Commissioners should perform supervisory and inspecting functions by reviewing the achievement of targets, progress of expenditure and through village touring. In some districts, the Deputy Commissioners are receiving all papers and proposals direct from the Block Development Officers without being subjected to office scrutiny or noting by the Additional General Assistant. This arrangement has worked well and its adoption is commended to all other districts. It is also suggested that inspections should be entrusted to only those Additional General Assistants who have the necessary aptitude and knowledge of village problems. Their inspections should be only supplementing those done by the Deputy Commissioners.

Role of the Deputy Commissioner and the Community Development Programme

(b) As Co-ordinating officer of the district

(i) Inter-departmental co-ordination should be secured, in addition to Block Advisory Committees and District Development Committees, through the monthly

follow-up meetings, attended by the officials alone, for discussing the operative programme. In these meetings, the programme of visits by District Heads of Departments to the Blocks, as also other matters touching the work planned for the month, should also be discussed.

(ii) The Heads of Departments should keep their District Officers and the Deputy Commissioner well acquainted with the District Schemes, allocation of funds and targets under the various Plan schemes. On the basis of this information the Deputy Commissioner and the District Development Officers in consultation with Block Development Officers should make allocations to each Block and prepare the programme of work for the Block. This is to be done under Programme Planning method. Thereafter the work in the Block is to be done under the technical supervision of the district development officer and for this purpose he is to occasionally tour the Block in course of the year and give technical guidance on the spot.

(iii) In some cases, the district officers of the Development Departments exhibit a general lack of interest in the activities of the Block and it will help matters, if the Deputy Commissioner were to review the progress of the schemes with them from time to time. Each District Development Officer should have with him the programme of work pertaining to his Department to be done in the Blocks the aggregate targets, on the basis of allocations to the Block from the Block budget and the Plan Schemes of his Department. This programme of work is prepared every year and the Deputy Commissioner is to see to its implementation.

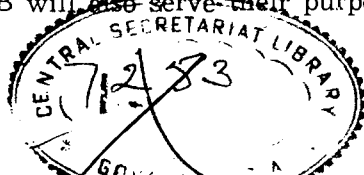
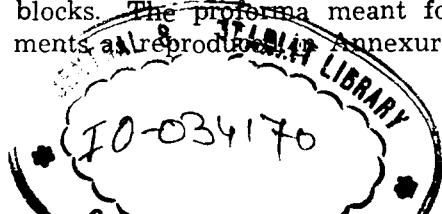
(c) As officer responsible for removing friction and difficulties

Inter-departmental friction and most of other difficulties would disappear if the Extension Officers and the Block Development Officers function as a team and more interest was taken by the District Heads of Departments in the Block Development work. This can be achieved if the Deputy Commissioner is earnest and keen about the Community Development Programme.

(d) As Reporting officer to Commissioner and the Government about matters, which require action at higher level

The Deputy Commissioners generally do not report to the Commissioner and the Development Commissioner their difficulties in respect of major problems encountered by them in the course of implementation of the programme, and matters like supply of essential material. It will promote the programme, if all major problems are promptly brought to the notice of Heads of Departments and also reported to the Commissioner and the Development Commissioner.

4.9. The Deputy Commissioner is also required to submit to the Development Commissioner six-monthly and annual review of the progress made in the Half-yearly and Annual Review. blocks. The proforma meant for Heads of Development Departments, as reproduced in Annexure IB will also serve their purpose.



4.10. The mode of implementation of Community Development Schemes and the role of the District Officers of Development Department has been outlined in the Punjab Government letter (pages 6-7) reproduced in Annexure IA. Each District Officer is firstly to see that the survey of the Block villages pertaining to his sphere of development activities is carried out properly. He should at the very start of the Block demonstrate to the Block Development Officer, the Extension Officer and the Gram Sevaks the proper method of survey by going to a village with them and completing its survey at the spot in consultation with the villagers and village leaders including member of the Panchayat. He should also show the Block Development Officer and the Extension Officer how to collate all such information for the Block area. The Extension Officer and the District Development Officer should have with them for constant references this survey report. It is on the basis of this report that the schematic budget for the Block and the yearly work plan should be prepared. On the basis of this yearly plan should be prepared six monthly or quarterly programmes of work for the Block. Evaluation of the execution of these quarterly work plans should be made regularly by the District Development Officer and the result of evaluation brought to notice of the Deputy Commissioner. He is required to tour the block area frequently to acquaint himself with the requirements and possibilities of development of the block area and to provide necessary technical guidance to the block staff at the spot. He should also check up the quality of work from the technical point of view. He should intimate the Block Development Officer concerned about his monthly tour programmes in the Block well in time. The tour programmes of the Block Development Officer and the Extension Officers are settled in the monthly meeting of the Block staff. It would therefore be necessary for District Officers to send their tour programmes for the following month four or five days before the Block staff meetings, so that necessary adjustments can be made. Dates of the monthly meetings of the Block staff will be intimated to all District Officers by the Block Development Officers concerned.

4.11. Detailed instructions regarding administrative co-ordination at block level are indicated in Punjab Government letter as at Annexure I-A. But the general experience of the past few years' working of the Community Development Programme has been that these instructions were not implemented to the extent it was necessary. In this background, the matter was discussed by the State Development Committee and the important decisions arrived at by the Committee were conveyed to Heads of Development Departments, Deputy Commissioners and Block Development Officers,—vide Punjab Government letter reproduced in Annexure I-C.

The arrangements suggested in the letter referred to above are expected to help in creating the required unity of outlook, integrated and team work among the officers concerned with rural development. This will also do way with excessive departmentalisation, which has led in the past to over-lapping, duplication

and in some cases inefficiency, mutual jealousy and frittering away of the limited resources of the State.

4.12. The Block Development Officer should chalk out his monthly tour programme in consultation with the Extension Officers and Gram Sevak. Not only that, there should be a co-ordinated tour programme and the Block Development Officer and the Extension Officers should go out in the villages together as far as possible. There should be a joint touring of the Block Development Officer and other Extension Officers for at least 7 days in a month. The joint visits of the Block Development Officer and the Extension Officers will go a long way in resolving certain difficulties and bottlenecks in the implementation of schemes and will also result in economy in travelling allowances.

CHAPTER V

NEW PATTERN OF ADMINISTRATION ROLE OF BLOCK DEVELOPMENT OFFICER

5.1. The British had developed a system of public administration eminently suited to rule a dependent country and it was effective to that end. By the very nature of it, it was an administrative pattern, where-under the administrator without consulting those affected made all the decisions, which the subordinate staff was required to carry out. It was assumed that the administrator knew all the problems and their solutions. Another assumption was that the rural people were incapable of helping in the solution of their problems and therefore decisions or solutions had to be imposed from above.

5.2. By our Constitution, we have set up a democratic welfare State. For the effective functioning of such a State, it is essential that the citizens of this country of which the vast majority are rural people, should be able to help make decisions regarding their own problems. The old pattern of administration in which there was no opportunity for the villagers or the sub-ordinate staff to help in making decisions could not therefore meet the need of to-day. The earlier attempts in rural development also failed to accomplish the desired objectives, because the schemes were run within the frame work of a directing administration. A new pattern of administration is, therefore, essential, particularly in the sphere of rural development, for without it the chances of bringing about desired change in the villagers' life are very small.

5.3. The following are some of the characteristics of this new type of administration with which the Block Development Officer and members of his organization should be familiar:—

Characteristics of the New Administration.

- (i) In the first place, there are no 'bosses' in this organization. At the Block level, the Development staff has to work as a team with the Block Development Officer as the Leader or the Captain of the team. Different members of the team have different assignments according to the nature of their jobs and specialized training, but the work of each member of the team contributes to the success of the team and in the attainment of the ultimate objectives. Collective thinking by the team is also emphasised, when plans and schemes with their necessary details are drawn up and put into operation. It is obvious that in a team, there cannot be any hierarchy and members therefore should not have a feeling of higher and lower levels. The basic thing as pointed out above is to remember that the work of every member of the team is important at his level in reaching the goal. Thus in order to foster the team spirit and to provide for motivation within the team, it is essential to give each worker

a feeling of personal importance with respect to his or her assignment. Our Prime Minister Shri Jawahar Lal Nehru has also said that even a worker in the lowest rung must be made to feel that he is "a partner in a tremendous enterprise of building up India as a whole". This feeling that his work is really important needs to be kept up to a degree which keeps him stimulated to a real endeavour. In its absence he is liable to degenerate into a routine worker going through mechanical performance of daily drudgery. This stimulation is to be provided to the Block team by its leader—the Block Development Officer and by the Deputy Commissioner and the State Headquarters officers who visit the Blocks.

- (ii) How effective a team or group of officers will be, depends greatly upon how effective a relationship exists between the Captain and members of the team. The democratic relationship is the best, as this type of relationship is the most efficient, and it builds up a much better feeling of loyalty to the organization and also assures greater likelihood of whole-hearted participation in the community development work. A Captain who speaks of a team as "mine" thereby implies that he expects the members to do what he says. A good and an experienced Captain likes to see the members of the team themselves find solutions of the problems and assists them in coming to conclusions. He is always ready to advise, but as far as possible, he tries to help others learn to help themselves. This sort of inner democratisation releases much greater motivation force than could be possible through issuing of orders and co-ercing the workers into action. This gives them confidence and develops their personalities.
- (iii) This basic concept of the Block Team system acquires still greater significance in the present set up of the development machinery, in which a single multipurpose Gram Sevak has to execute a programme at the village level under the guidance of a number of Extension Officers working at the Block level. A proper co-ordination between the Gram Sevak and each Extension Officer on the one hand and between different Extension Officers with reference to judicially assigned priorities to each programme on the other cannot be possible without a proper functioning of the Block Team.
- (iv) A continuous process of training of the Block staff and the village leaders is necessary to develop their capacity to tackle faster the development problems. For the training of Block Development Officers and the Extension Officers, the visits to the Block of the Heads and District Officers of the Development Departments should be fully made
- Democratic Leadership.**
- Co-ordination.**
- Continuous Training.**

use of. Gram Sevaks and village leaders' training is the job of the Block Development Officer, his Extension Officers and the monthly meetings and Village Leaders Training Camps are the venues. Pains taken in this respect will be fully rewarded by better results in the field.

5.4. The functions of the Block Team are:—

Functions of the Block Team.

- (a) Full participation by all its members in the drawing up and execution of schemes.
- (b) To decide on policies and targets.
- (c) To determine quarterly, six monthly and yearly integrated programme of work for each worker on the basis of the targets fixed for the Block.
- (d) To review method of work and progress periodically, and lay down next steps in the staff meetings. Mistakes made to be avoided in future.

5.5. In order to achieve all these objectives, the Block Team should meet at least twice a month, discuss their individual field experiences, difficulties and mistakes of the past fortnight, evolve techniques and methods to assist the people as well as the Block workers to help themselves in discharging their respective responsibilities towards the common goal, namely, maximum possible alround development of the Block and solving all problems on a co-ordinated basis.

Staff meetings.

5.6. At the staff meetings, Gram Sevaks and all officials should sit in a circle a physical arrangement which denotes equality and is conducive to full participation by all those attending the meeting. A programme is strengthened, when its administration is facilitating rather than directing the activities of its workers and when it encourages all of them to criticise constructively the working of the programme. Such criticism is possible only when members of the staff discuss things in staff meetings in an atmosphere of freedom rather than fear. Some of the practical things which should arise from these meetings are drawing up of plans for the next fortnight and their corresponding targets, the selection of those aspects of rural life which should receive emphasis during that particular period and modifications of current activities if these are found necessary.

Opportunities for full participation.

5.7. Both in the field and at headquarters, there should be no authoritative supervision or inspections of the old type where-under no positive contribution was made by the superior officer. Instead there should be support, friendly guidance and encouragement towards fulfilling the goals of the Block programme. Gram Sevak circles are visited from time to time by Extension Officers, the Block Development Officer and the District Officers. In this way these visiting officials get to understand the

Friendly guidance and active support.

problems of Gram Sevaks, learn to know them better, guide them where guidance is needed, contribute positively to the field work and also encourage them generally. Through these visits and informal discussions, with the Gram Sevaks, and with the villagers, the visiting officials should assess the various factors that retard progress and devise effective way of dealing with them. The capacity of the Gram Sevak should always be kept in mind and the Extension Officers along with the Block Development Officer should examine carefully how far each Gram Sevak can execute effectively a co-ordinated programme prescribed by all the Block Level Extension Officers for his circle. The Block headquarters staff should go to his assistance at all crucial moments and give him the amount of support needed.

5.8. Apart from team spirit and democratic approach another characteristic of the Development Administration is that it should be sufficiently flexible instead of the rigid pattern followed in the past. Sometimes the rigidity is also due to directives from authorities higher up. But all development workers should remember that in development schemes involving village people, there is always the necessity for modifications of different aspects of the programme in the light of the experience gained in the field or on account of varying circumstances from village to village. The administration should be such that it can make the necessary modifications quickly and at the right time, but always in the interest of the ultimate objective of the programme.

Flexible character of the programme.

5.9. The Block Development Officer being the leader of the Block Team has to play a vital role in initiating and carrying out the Community Development Programme and for the purpose he should 'fit in' with the new pattern of the Community Development Administration. There are certain basic principles and methods, with which he should be familiar and as far as possible should try to practice them in his day to day work. These principles are essential not only to enable him to function efficiently but also for the smooth running of the programme as a whole. It must however, be realized that in varying situations, it is not always possible to apply all of these principles and methods.

Qualities of a good Block Development Officer.

(i) In the first place, the Block Development Officer should be intensely interested in the Community Development Programme and its various aspects and should sincerely believe it as the best possible programme for the rural Punjab. It is his duty never to show a lack of faith in the programme. His unswerving faith will inspire the members of the team. His lack of faith or indifferent attitude to the programme will very soon bring down the morale of the team of workers. If he has been assigned to the post without his wanting it, he can still cultivate interest in it, because he will soon find that Community Development is full of opportunities and is richly rewarding in its satisfaction. The Block Development Officer should therefore, imbibe fully the understanding and philosophy of the Community Development Programme which is outlined in Chapter I of this Manual..

Faith in the programme.

(ii) Secondly honesty to himself and in his dealings with others in the block, both with the staff and village people is essential. Everyone respects an honest officer. This also applies to intellectual honesty. If the Block Development Officer does not know the answer to a problem, he should be honest in admitting that fact rather than give a wrong answer. It is not what the leader says that should influence subordinates. It is what he is, and that they will judge him by what he does. The leader must be everything that he desires his subordinates to become.

(iii) Thirdly, the Block Development Officer should be a good planner. For this he should take stock of all the resources and should have a general knowledge of the technical problems and even of some of the skills the Gram Sevaks and Extension Officers are expected to have. From the very beginning he should understand in considerable detail what each member of the block staff is to do, how he is to do it and the approaches and methods he is expected to follow. This basic general knowledge of various improvements to be made and of the inter-relationship between the various (facets) of the rural development programme will help the Block Development Officer to co-ordinate the activities of the Block Team more effectively. For example, it is not only the officers of the Agriculture Department who are concerned with agricultural production problem. Timely supply of credit and fertilizers is the responsibility of officers of Co-operative Department, digging of compost pits and seeing to throwing refuse and dung in them of the Panchayat Officers, providing suitable sites for pits of the Consolidation Officers, making available timely irrigation loans of Revenue and Development Officers etc. For the successful implementation of the Village Agricultural Production Plans co-ordinated efforts of all these officers and Block staff are necessary. The Block Development Officer should also ensure that supply lines keep pace with Extension programme, failing that both the educational and material advantages of the effort would be lost.

(iv) Fourthly, the Block Development Officer should remember that creating an atmosphere of warm human relations helps a great deal towards good administration. He should take a real personal interest in the men working under him, They should feel free to talk over their problems with him. A successful Block Development Officer has a proper comprehension of the emotional make-up of the men working under him. This is possible only if members of his team can express their feelings and aspirations and ideals freely to him. Then there would be no necessity to employ intermediaries or tale-carriers which practice is to be strongly condemned. He should avoid giving up the impression that he has among the staff some who are his favourites. All the members of his staff should expect even handed treatment. Some workers may not express their feelings in so many words. The officer has then more or less to guess or read minds to know the motivation or motive force that move these workers. The Block Development Officer should not exhibit any feelings of superiority and he should bear in mind that his staff is composed of human beings, reacting in similar ways to the people being bossed.

He is to promote workable inter-relationship among all workers to secure integration of the group as a whole. He is to keep the team as a group on their toes in pursuit of the common objectives and to maintain a high morale through self-discipline and confidence of the team in his leadership. Every individual needs response from his group. He needs from the group response, security and recognition. He needs to be constantly reminded that he was doing an important job. This gives him a feeling of importance. He feels that he has a useful place in society and that he is filling it adequately. This will give him confidence and a sense of security and prestige.

(v) Finally the Block Development Officer should know that the Community Development Programme requires a co-operative partnership between the people and the Block staff. Its fundamental objective is the alround development of our village people. Development implies change. In a co-operative partnership this change has to be voluntary, for there can be no co-operation, without voluntary acceptance. This voluntary acceptance of change is to be brought about through extension methods. It is therefore, essential that the Block Development Officer, who is charged with the administration of the Community Development Programme should be well conversant with extension approach and methods which are outlined in Chapter 2 of the Manual. As an Extension worker, the Block Development Officer should not impose his ideas upon other workers in the Block Development Organization, nor should he try to regiment its activities to conform only with his desires and designs.

5.10. In addition to these basic principles, the Block Development Officers are advised to keep in view the following points while dealing with the members of their staff. These points are equally important as the basic principles outlined above:—

Important tips for Block Development Officers.

- (i) He should study and define the task which he asks each worker to do. Knowledge of the definite tasks and their achievement keeps up his morale.
- (ii) He has to arrange and correlate tasks so that they form a coherent whole, with each contributing to the task of the group.
- (iii) He has to adjust each worker to the task which he asks him to do.
- (iv) He has to see to good relationship between the individual worker and the group to secure motivation and integration of the group as a whole. This is necessary for team spirit and for keeping up the morale of the individuals forming the team.
- (v) He should be reasonable about what he expects from his workers. Each worker has his own capacity. He should ensure that he does not overload them with work at one time. He cannot expect more

work from them than he does himself. In fact, he should expect 7 hours work from his workers only if he himself works for 8 to 9 hours.

- (vi) He should give the workers assignments they can do best. For this he should find out the aptitudes of his workers. He should help them on the details of a job wherever necessary. He should also ensure that they have good equipment and receive supplies in time and when they need them.
- (vii) When a worker is puzzled about a job, the Block Development Officer should with the assistance of the Extension Officer should try to understand the reason and get him straight. The worker in no case should be told or given the impression that it is no concern of the Block Development Officer if he (worker) does not understand the task and that he should work it out himself unaided. No captain of the team has this attitude.
- (viii) If a worker has done good work, the Block Development Officer should there and then give him due recognition and also inform his higher officers about this.
- (ix) The self-respect of a worker should not be injured by belittling him and showing lack of confidence in him in the presence of others. He should not, as far as possible, be humiliated in front of others, unless he has acted manifestly *mala fide*. When some irregularity has been committed by some worker, the Block Development Officer should explain its implications, give him a fair warning and try to understand the worker's side of the story.
- (x) The Block Development Officer should be fully conversant with rules and procedures and should interpret them in the best interests of his workers. It is not a good principle to apply the rules, when they suit the interests of the Block Development Officer and disregard them when they do not suit his interests. He should meticulously observe the rules and directions received from the headquarters before he expects such observance from others. In particular he should avoid misuse of the jeep and other Government property as this misuse is noticed at once by others including villagers and village leaders. It must be made clear here that the jeep is not meant for the use of any individual officer but is meant for the touring together of the Block Development Officer and Extension Officers and the inspections of the Block villages by District Development Officers, Deputy Directors and Heads of Development Departments.

- (xi) The case of each worker in the organization should be considered on merits, when making recommendations for promotions or other benefits. In no case, the Block Development Officer should favour a certain few, whom he considers to be his friends.
- (xii) The Block Development Officer should listen to complaints sympathetically and give assurances of consideration by him. In case of legitimate complaints, he should do something to remove the causes.
- (xiii) Promises made with the workers should be made good. Promises which cannot possibly be honoured should never be given.
- (xiv) The workers should not be criticised for things that could not be helped. In any case, the worker at fault should be told about his default as quickly as possible and when he is alone. If he is criticised in front of the villagers or co-worker he will take it ill.
- (xv) The workers expect the Block Development Officer not merely to help by working besides them but also to play a different role. They want him to do things for the team that the workers are not capable of doing or not in a position to do for themselves. They expect him to look after the interests of the individual members of the Block Team, as well as of the team as a whole and to take up for the purpose matters with higher authorities—a caretaker or paternal function of leadership.
- (xvi) Besides providing co-ordination between the Inspector level officers of the Agriculture, Animal Husbandry, Co-operation, Village Industries, Public Health Departments etc., the Block Development Officer is to look after the general administrative needs of the Block, so that the technical officers are free from administrative routine and are able to devote themselves fully to the efficient implementation of the programme relating to their respective specialities.

5.11. The greatest possible danger facing the Community Development Programme is for the staff to become complacent, thinking that all is well and that there is no further scope for exploration and new approaches.

Self-Evaluation— It is therefore important for all those associated with the programme to be reminded that the continued success of the programme will in so small way be dependent on their ability to develop and maintain a critical self-analytical attitude about themselves, the programme and its objectives, methods and accomplishments. This is self-evaluation. While all personnel associated with the Community Development Programme have a responsibility to continually examine the strengths and weakness of the programme, and methodology, the greatest possible need and scope for evaluation rests

with the Block Development Officer as the captain of the Block team. He should continuously evaluate his progress and success in his relations with the block team, Block Team's reactions with the Gram Sevaks and villagers and also the progress village leaders are making in assuming leadership for guiding and mobilising the villagers to participate in village development programme.

5.12. The block team under the leadership of the Block Development Officer should always be ready to try new methods, to move ahead and to experiment with new approaches. Through continuous evaluation, the methods that do not work can be modified or discarded and those that are successful can be integrated into the programme procedure.

Try new methods.

5.13. In conclusion, the Block Development Officer needs to remember that the climate that is favourable for setting objectives with the Block Team is democratic, not dictatorial, permissive, not restrictive, group centred rather than leader centred, equalitarian, not authoritarian; that the objective towards which the efforts of all are directed must be an objective in which all can believe actively and passionately; that he is to, along with higher officers, provide inspiring personal leadership through example. The Block Development Officer should create such an atmosphere that all the members of the Block Team feel that they are playing an important part in the execution of the programme and that their part in the execution of the programme is as important as that of any other officer in the Development Organization. In the words of Prime Minister Shri Jawaharlal Nehru, "Workers should have a sense of glory and pride in the work they are engaged. To generate this feeling among the average workers, it is essential that the Development Officers themselves should have this feeling. You must be charged before you can charge others. You must be dynamic, before you can make others dynamic".

To provide inspiring leadership.

CHAPTER VI

HOW TO CONDUCT STAFF MEETINGS

Personal relationship between the staff. 6.1. The Community Development Programme is so wide in its coverage and intensive that its success will depend upon the combined efforts and enthusiastic and active participation both in planning, thinking out solutions of the problems and their implementation by the Block Development Officer, his Extension Officers and Gram Sevaks. It is necessary that there should be close bonds between the Block Development Officer and the entire staff down to the Gram Sevak. It will be essential for him to meet his staff periodically and to exchange ideas with them. At the initial stages, all sorts of problems will arise and the workers will have to come up to the Block Development Officer for help, advice and guidance. Such guidance is best sought and obtained, when all the workers in the block area sit across a conference table for a mutual exchange of ideas. The Block Development Officer will find such an exchange of ideas useful, particularly in matters relating to the reaction of the people to the development programme. The Block Development Officer should encourage his workers to come out with any new ideas which they may have in respect of their particular field of work. It may be pointed out that there will be considerable scope for experimentation and the trying out of new ideas. Before a new idea is tried out, it should be discussed with the workers either at the staff meeting or otherwise.

Staff meetings. 6.2. It is to be further emphasised that in order to keep close touch with everything that happens in the field, the staff meetings should be held at least once a fortnight. Such meetings should also be utilised for giving the latest and important instructions to the Gram Sevaks, receiving their periodical reports and returns, and supplying equipment and literature to them. These meetings will thus also help in reducing the correspondence with the Gram Sevaks to the minimum. The minutes of these meetings should be circulated to all the workers. Some of the practical things which should result from these meetings are drawing up of plans for the next fortnight and their corresponding targets, the selection of those aspects of rural life which should receive emphasis during that particular period and modifications of current activities if these are found necessary.

Opportunities for full participation. 6.3. At the staff meetings, Gram Sevaks and all officials should sit in a circle—a physical arrangement which denotes equality and is conducive to full participation by all those attending the meeting. A programme is strengthened, when its administration is facilitating rather than directing the activities of its workers and when it encourages all of them to criticise constructively the working of the programme. Such criticism is possible only when members of the staff discuss things in staff meetings in an atmosphere of freedom rather than fear.

6.4. The following points are suggested for conducting staff meetings:—

Some guide points for conducting staff meetings.

- (i) The Chairman sits at the table on par with others. He opens the meeting and he is distinctly the leader of the team, but his job is not to control, but it is to help all the members contribute to the solving of the team's problems. **Leader to help and not to impose his ideas.** The leader interferes with the discussion as little as possible. letting it flow back and forth within the team. The leader's job is to ask what experience or information the members have to offer which bears on the particular problem and will lead towards its solution. Members of the team bring to it all or almost all of the information, experience and ability to solve its problems. The leader should stimulate, assist and guide the members of his team to find solutions. This will develop their personality, confidence and ability, and this in turn will be an asset to the Block Development Officer.
- (ii) Meetings should achieve some objective that the Block team believes important. The members who get together to face an important organizational problem, should limit themselves to the discussion of the particular problem so that **Meetings to achieve some objective.** they can decide definite action to be taken about it before they adjourn. **The Leader should see** that there is no rambling discussion. In fact the leader should state at the end of the meeting just what has been done and what remains to be done, putting the matter in such a way that the members leave with the feeling that they have spent their time well. Mere discussion in the hope that somebody will have a brilliant idea which the others will find to their liking is a poor excuse for coming together.
- (iii) Members should know in advance why they are meeting to enable **them to think out the matter for consideration and discussion.** An agenda of the meeting should be drawn up and **Agenda for the meeting.** circulated to the members at least 3 days before the meeting takes place. In other words it will mean that the leader is not likely to confront the members suddenly with a proposal and get it approved before they have had a chance to decide what they want to do about it. Further more, it means that in a good meeting, the items of business will be such that they can be discussed from all angles and decided in the time allowed.

- (iv) No one likes to have his convictions ignored and over-ruled outright. If what he says is not going to be treated for what it is worth, why should he bother to say it? For that matter some members may have lost the desire to participate. The leader should try to avoid such a situation and the members should be encouraged to participate and their opinions and suggestions should receive due consideration.
- Convictions of individuals not to be ignored.**
- (v) Everyone works better when he has a chance to help plan a programme and when he knows what it is all about. The team is made of human beings who will be reluctant to carry out a programme that they have had no part in shaping. Outwardly of course they would be compliant and receptive and will also adopt themselves in the system. Inwardly, they will be still inclined to be unwilling. They would resent doing particular jobs in which they had not been drawn in the initial stages. They would fail to make their full contribution and would give the problem only partial attention, feeling sub-consciously that after all it is not their problem—it is the Block Development Officer's. It is, therefore, hardly necessary to emphasise that every member should be actively associated in discussing and suggesting possible solutions of a problem at all stages of planning, initiation and execution.
- Planning a programme.**
- (vi) The closer the decision in a meeting comes to being unanimous, the more actively will the members carry it out. This is particularly true when they are expected to get the concurrence of other people in their decisions. If they are to spur others to action, unanimity is almost essential.
- Unanimous decisions.**
- (vii) There are also silent members in a team. The Leader's problem should be to find out the reason for their silence and take such steps which will encourage or induce them to participate in the deliberations of the meeting.
- Silent members.** It should however be remembered that there are two categories of silent members—(1) Constructive and (2) Destructive. In the category of constructive members are those who like to listen to the arrangements and weigh all sides before making up their minds. The destructive ones are those who do not understand the problem but at the same time do not confess this situation. Such members may not like the course the discussion is taking or they may feel that their earlier contributions had not got the credit what was due. Such silent members require different kinds of treatment, depending on the reasons for their silence.

CHAPTER VII

ROLE OF A GRAM SEVAK

7.1. The Gram Sevak is a new concept of a multi-purpose agent of State developmental action at the basic level, i.e., he is the common representative of all Departments concerned with rural development at the village level. The institution of the multi-purpose Gram Sevak springs up from the fact that it is regarded as an economical, effective and convenient set up appropriate to the villagers' simple needs and conditions and which is also free from the handicaps of the single-purpose worker set up with the consequences of (a) unmanageable area of operation (b) inadequate contact with the people (c) seasonable pressure of work followed by comparative idleness and (d) lack of team approach and co-ordination. It is also convenient for the villagers to deal with one functionary.

7.2. The Gram Sevak is a Key man in the Block development organization. He is the Key man because he inspires and generates change in the villager's mind. He is the man on the spot, easy to contact, to whom the villagers look for guidance and advice. He is, in fact, the pivot of the scheme of Community Development and also the medium through which the entire work of the block has to be carried through.

7.3. Essentials of a good Gram Sevak are:—

- Essentials of a good Gram Sevak.**
- (i) He must be active, sympathetic and patient and must make an intelligent approach to various rural problems that confront him. He should consider himself as a missionary and a pioneer in the noble experiment of community development, with the sole aim of helping the villagers to the best of his ability and capacity. A Gram Sevak, who considers himself to be only a paid servant of the Government can do very little in this direction. Being in charge of 10 to 15 villages in his circle, he must try to come in contact with every family, talk to them with sympathy understanding and interest and thus win their confidence. It is this confidence in his ability, integrity and sympathetic approach to various problems that brings success in his work.
 - (ii) In his daily dealings, the Gram Sevak must be honest and sincere. He must be a person of clean habits and integrity of character. The Gram Sevak of this type is always appreciated and encouraged by his higher officers.
 - (iii) The Gram Sevak should make a careful study of the habits and folk ways of the village people, their inclinations and preferences and the social trends among them. He would thus be able to find out the items of work about which they would feel enthused and might suggest plans and schemes for their enthusiastic participation.

- (iv) The Gram Sevak must be well informed and thorough in his knowledge about rural problems relating to agriculture, animal husbandry, village sanitation, co-operation and other allied subjects. If he misleads the villagers in such matters even once, there is every possibility of his losing their confidence, which will ultimately hamper all his work.
- Well-informed and thorough.**
- (v) The Gram Sevak must cultivate the habit of moving from village to village regularly to keep in close touch with the people. There are some Gram Sevaks, who do not go to any village unless they are called for some purpose or unless they have been asked to go to a village by the Block Development Officer or one of the Extension Officers. They do not take the initiative for knowing what is going on in their area or what is it that the villagers want to do. Such type of Gram Sevak are never a success.
- Frequent contact.**
- (vi) The Gram Sevak should act as a friend, philosopher and guide of village people. No doubt, it will take some time for a young Gram Sevak to get into that position. But his aim and conduct must be directed towards that end. Communication and education are his best tasks. He must be tireless in arranging two way communication lines—eliciting from the villagers needs, reactions to the various schemes of Development Departments, social trends, and supplying them latest information acquired by him from the Extension Officers and the Block Development Officer.
- Friend, Philosopher and Guide.**
- (vii) The Gram Sevak, who is young and inexperienced in the modes of approach to village people, has to get himself settled to conditions which at first may not appear to be congenial. Sometimes he may find the atmosphere to be discouraging. Such occasions are really tests for the patience, endurance and tolerance of the Gram Sevak and more he stands the test, the more experience and courage he will gain in his attempts to revolutionise the rural life.
- Tests for patience, endurance and tolerance.**
- (viii) In the village, where there are educated and disciplined village folk, the task of the Gram Sevak becomes somewhat easy. But in the villages, where there is the atmosphere of lethargy or the people are backward and uneducated, the Gram Sevak has to exhibit great patience and sympathy. Experience has shown that even in such villages, once he gains their confidence, his task becomes easier than in an area where there are more educated and
- Progressive outlook—more important.**

progressive persons. It logically follows that in judging the work of a Gram Sevak, not merely the achievement of physical targets but also the nature of the area in which the particular Gram Sevak worked and the extent of progressive outlook which he was able to bring about among the people of his area, should be taken into consideration. To make the villagers join heads and hands and work together for attaining some common objective is itself an achievement apart from the targets achieved by them. The future of country's development will largely depend on the change of people's outlook. To work out this change among the rural folk must be the aim of every Gram Sevak.

- (ix) A good Gram Sevak should be familiar with the philosophy and principles of Extension together with the Extension Methods which are basic to the success of Community Development. For this he should refer to Chapters II and IV of the Guide to Community Development issued by the Ministry of Community Development and Chapter II of this Manual.
- Familiarity with the principles of Extension.**
- (x) The Gram Sevak should maintain close contact with the Panchayats in his circle and he should keep them well-informed about the work done and also enlist their co-operation for the work to be done. He should also keep in constant touch with the village leaders. Each group of families in a village has its leader who is a sort of conscience keeper of the members of these families. It is through this leader that these persons can be influenced. The Gram Sevak to be effective has to know all such leaders in the village, keep constantly in touch with them and secure their active support to the community development programme.
- Contact with Village Panchayats and Leaders.**
- (xi) The Gram Sevak should co-ordinate his activities with the Panchayat Secretary, Secretaries of Co-operative Societies and school teachers in his circle and for that matter he should remain in close touch with them. The school teacher particularly can be of great help to him in the setting up of libraries, organising radio listening groups and young farmers clubs. It is very necessary that he establishes contact with the children and the youth at a very early stage and this he should do through the school. He should also occasionally give lectures on the Community Development movement, its aims and objectives and the organization of young farmers clubs.
- Co-ordination with other functionaries at village level.**

The duties and functions of a Gram Sevak are explained in detail in the Manual for Village Level Workers, issued by the Ministry of Community Development, Government of India. Sufficient copies of this Manual have been supplied to all Development Blocks.

Functions of the Gram Sevak.

7.4. During the first year of a Gram Sevak's training stress is laid on agriculture and animal husbandry. This is followed by six months training in the multi-purpose extension techniques and co-operation and panchayats. This is as it should be as the agricultural extension is the most important part of the Community Development Programme and the Gram Sevak is therefore, to be the most effective agent of that process. The Gram Sevak is to answer the needs of improved farming. He is to supply the necessary aids by way of advice equipment, seeds, fertilizers and other requisities of production. He thus plays a significant part as a link between the farmers' demands and sources of supply.

The State targets of agricultural production have been split up into District and Block basis. The Gram Sevaks are required to further split up the Block targets on village basis. A *proforma* to draw agricultural production plans village-wise has been devised, which is reproduced at Annexure III. The Gram Sevaks are further required to take up each year two villages in their circles and draw up agricultural production plans with each farming family.

7.5. It is an elementary requirement of planned community programme that records at the village level must be attended to regularly. But the general experience is that records at village level are far from accurate or up-to-date. It need be made clear that without adequate attention to records, the Gram Sevak will soon exhaust his utility as an effective extension agent. A proper record of demonstrations etc., can also prove useful for research workers or framers of policies as it can feed them with the data of performance under field conditions. In this two way flow of information between research and field, which is essential for growth of extension, careful record keeping by the Gram Sevak has a crucial importance. Exhaustive details and instructions regarding the preparation of records have been dealt with at length in Chapter XXXII. This Chapter has to be studied very carefully by all the functionaries for it will guide them about the methodical preparation and maintenance of Records.

7.6. The Gram Sevak is also required to keep a Register of inspection in the form as reproduced in Annexure IV. This record of inspection is to be maintained village-wise for all the villages in the charge of a Gram Sevak. A few pages of the register, should be earmarked for each village and in which instructions given by the Block Development Officer/Extension Officer as the case may be, should be recorded by the Gram Sevak concerned. When the Block Development Officer/Extension Officer visits a village, he should fill in columns 1 to 3 of the form before his departure from that village. The Gram Sevak after complying with the instructions contained in column 3, should record in column 4 the action taken by him in compliance of these instructions. During his subsequent visits to the circle of the Gram Sevak, the Block Development Officer/Extension Officer should find out whether his instructions given during his previous visit have been carried out.

CHAPTER VIII

SOCIAL EDUCATION IN COMMUNITY DEVELOPMENT

8.1. Social Education is a fairly new concept in India. It has arisen out of the Adult Education movement which aimed at the spread of literacy among adults.

Social Education—a new concept. During the decade preceding independence, Adult Education workers found that the content of Adult Education needed to be broadened to include all aspects of adult living since they found that adults were eager to learn many more things besides reading and writing. In response to this need, the content of Adult Education had to be altered so as to relate it to the day-to-day activities of the adults and to give it a social significance and social utility.

8.2. After independence, it was realized that if the ideals of a welfare State were to be achieved, every Indian citizen must be made aware of his responsibilities not only to himself but to his family, his local community and to the wider community which is India. Thus with the advent of independence, need was felt for creating social consciousness and for imparting useful knowledge to adult citizen. The field of Adult Education was therefore broadened and it began to be called "Social Education". The Planning Commission has characterised it in the Five-Year Plan as the process of actively associating adults with the definition and solution of their problems. It is also often referred to as the process of community uplift through community action. In the Community Development Programme, these two concepts form the basis for formulating a programme of social education.

8.3. Broadly speaking, Social Education has the following objectives:—

Objectives of Social Education.

- (i) To bring about a change in the outlook of the people and to help them to realize the possibilities for development through self-help projects.
- (ii) To create in the village people an urge for better living and a desire for more knowledge relating to improvements in developmental activities such as agricultural, animal husbandry, health, cottage industries, home and family etc.
- (iii) To help in organising the people through the formation of Panchayats, co-operatives, farmers' associations, Young Farmers Clubs, Women's Clubs, Bal Sabhas, etc.
- (iv) To provide a means of self-expression and an outlet for the creative spirit in man through art and cultural activities.
- (v) To develop rural leadership.

- (vi) To help people understand their rights, duties, obligations, individual and collective responsibilities of citizens in a democratic society.

8.4. The whole programme of Social Education is based on the objectives outlined above. For educating the people literacy classes, audiovisual aids, meetings, plays, films, radio, etc., are important tools in the hands of Social Education Organisers and Gram Sevaks and Sevikas. Similarly the techniques of group mobilization and group dynamics play an important part in the programme. To facilitate the fixing of targets relating to Social Education in development blocks, the following programme is suggested:—

Content of Social Education Programme.

- (a) Establishing literacy centres and conducting adult literacy classes.
- (b) Organizing rural libraries both stationary and mobile.
- (c) Organizing recreational and cultural activities such as Bhajan Mandalies, dramatic clubs, etc.
- (d) Promoting group organizations, such as Young Farmers' Clubs, Bal Sabhas, Women's organizations and similar other bodies.
- (e) Establishing community centres.
- (f) Training of village leaders, teachers and various types of voluntary helpers.
- (g) Promoting women and child welfare activities.
- (h) Education through mobile cinema, radio and other audio-visual aids.

8.5. Extension is an educational process and the Social Education Organizer is its most accessible agent. Two Social Education Organizers (one male and female) have been provided for each Development block. The female S.E.O. looks to the Social Education work so far as it relates to women and children only. The functions of the S.E.O. will largely be in the nature of building up of Social Education Programme making of working plans, initiating programmes in the villages and guiding the Gram Sevaks, as a member of the team of workers in the Development block. He will also have to supervise the work of the Gram Sevak so far as it relates to Social Education.

How the S.E.O. functions?

8.6. The jobs of the Social Education Organizer are indicated in detail in the job chart as explained below:—

- (i) To arrange programmes of participation by the rural population in the development programmes under the Community Development and N.E.S. schemes and under the Five-Year Plan, such as, agriculture, village industries, sanitation, health and general village improvement.

Job Chart for the Social Education organizers.

- (ii) (a) To arrange educational programmes aimed at removal of illiteracy, promotion of health education and education in citizenship and, as far as possible to carry out this programme through demonstrations and actual life experiences.
- (b) To organize literacy programmes, literacy classes and post-literacy work.
- (c) To arrange for training of teachers in literacy and post-literacy work.
- (d) To organize examinations in literacy and citizenship subjects, as and when prescribed.
- (iii) (a) To organize follow-up activities with a view to prevent relapse into illiteracy and ignorance, such as writing of wall paper, editing local news bulletin, setting up rural circulating libraries etc.
- (b) To distribute educational material, such as, charts, news letters, wall newspapers, pamphlets etc., through an organized library service or otherwise where no such service exists.
- (iv) (a) To organize cultural and recreational activities such as, folk dances, folk dramas, kathas, kirtans, bhajans, exhibitions and melas.
- (b) To utilise all opportunities of popular assemblies such as fairs and festivals for propagating right ideals of citizenship and work through lectures, demonstrations, etc.
- (c) To organize social types of physical welfare activities like games, sports, tournaments, etc.
- (v) (a) To organize youth welfare, women's welfare and child welfare activities.
- (b) To organize young women and children in groups and clubs and to provide useful projects in which youths and women organizations could participate in furtherance of the programmes of Community Development and the N.E.S. schemes and the Five-Year Plan.
- (c) To stimulate local leadership and to utilize it where it exists; to develop leadership and to train village people for leadership.
- (vi) (a) To be in charge of the mobile unit for arranging cinema shows.
- (b) To promote the use of audio-visual media through films, film strips, lanternslides, projection material, posters, gramophone records exhibitions. etc.

- (c) To arrange for proper utilization of radio sets by organizing radio listening groups.
- (vii) (a) To correlate Social Education with Primary and Basic Education and to associate in their spread and improvement of standards.
- (b) To extend services of the schools to the community and thus link up the Primary and Basic Education with Social Education.
- (viii) To organize community centres and gradually to develop them as focal centres of social services and other amenities for the community.
- (ix) To help in co-ordinating the activities of other departments and sections with the activities of Social Education.
- (x) To organise voluntary agencies in the rural areas at different levels for carrying out Social Education activities on self-help basis.
- (xi) To maintain necessary records and registers, as directed from time to time.
- (xii) To submit reports on the progress of Social Education and other activities entrusted to him.
- (xiii) To direct, supervise and control the work of Gram Sevaks in the field of Social Education.
- (xiv) To organize office administration where a separate office exists for him.
- (xv) To carry out such other work as is entrusted to him from time to time.

In brief it may be stated that the function of a Social Education Organizer at the block level is to study and introduce progressively a background of the psychology of understanding, acceptance of new and scientific ways of life and their implications to the individual, the Community and the nation as a whole.

8.7. In the initial stages, there prevailed considerable misunderstanding about the role of Social Education Organizers. It was noticed that many Social Education Organizers did not fully grasp the significance of the Social Education Programme and some of them were not conversant with the scope of the programme and their duties and functions indicated in their job chart. Instead of weaving their own programme round the items of development and Extension, the Social Education Organizers mostly engaged themselves on the beaten tracks

Testing ground of the utility of Social Education Organizer.

of adult literacy, recreation and general propaganda. Some of the Block Development Officers also tried to use Social Education Organizers for odd jobs. The real practical purpose of social education, that of educating the villagers in the ideology of Community Development Programme and of preparing the ground for particular items of the programme was not given due emphasis. As the real testing ground of the merit and utility of the Social Education Organizer is to be found in this field, the Block Development Officers are therefore, required to see to it that the Social Education Organizers draw up their programmes accordingly.

8.8. The Block Development Officers should also ensure that Social Education Organizers do effective touring and make frequent night halts. Many Social Education activities are leisure time activities, and as such begin after the day is over. The tours should be undertaken with a view to develop contacts with the people and to provide guidance to the Gram Sevaks, the School teachers and other people interested in social education activities. The Social Education Organizer should maintain a diary in the form enclosed at Annexure V A. The Gram Sevak should also be asked to submit a report on Social Education activities in the form enclosed at Annexure V B. The report, when compiled for the Block as a whole, may be submitted by the Social Education Organizer concerned to the Block Development Officer by the 10th of every month. The Block Development Officers should check these reports while on visit to villages and submit a quarterly report to the Development Commissioner on the progress of Social Education activities with particular reference to the performance of Social Education Organizers in creating a background which will stimulate village leadership and to train and utilize that for community work.

8.9. The Community Development Organization, Punjab, have issued the following policy instructions relating to social education activities,

Policy instructions on Social Education.

- (i) Previous experience of the working of Adult Literacy Centres in the Development Blocks suggests that the results in this sphere were not encouraging and it was a mere waste of public funds. It has, therefore, been decided that no independent schemes for adult literacy should be taken up both among men and women and that it should be combined with training in some useful crafts.

Implementation of Adult Literacy programmes.

- (ii) Adult Literacy-cum-Craft Centres for women have proved to be a useful and popular activity in the Block areas. The Block Development Officers are advised to adopt the procedure as detailed in Annexure VI A in regard to the setting up of such centres.

Adult Literacy-cum-Craft Centres for Women.

- (iii) Detailed instructions regarding the organization of Young Farmers Clubs, Rules regarding grant-in-aid to such clubs, provision of funds, holding of Young Farmers Rallys at District and State level have been issued by the Community Development Organization, Punjab and which are reproduced in Annexure VI B.
- Organization of Young Farmers Clubs.**
- (iv) Important instructions concerning the organization of youth camps are reproduced in Annexure VII.
- Organisation of Youth Camps.**
- (v) For guidance regarding Village Leaders' Training Camps, the Block Development Officers are advised to refer to the Manual of Village Leaders' Training Camps, published by the Ministry of Community Development. Copies of the Manual have been supplied to all Block Development Officers.
- Village Leaders Training Camps.**
- (vi) The Block Development Officers were allowed full discretion in the matter of purchase of books for village libraries and information centres till recently. But in order to ensure that orders have been placed with all the good publishers and that only the best books available in the market have been selected, it has been decided that the Block Development Officers should send the list of books selected by them along with the names of the publishers/authors to the Development Commissioner for scrutiny and approval.
- Purchase of books for Village Libraries and Information Centres.**

CHAPTER IX
WELFARE EXTENSION PROJECTS AND CO-ORDINATION WITH THE
COMMUNITY DEVELOPMENT PROGRAMME

9.1. The term 'Welfare' connotes a comprehensive idea of the general well-being of an individual or a Community. In this context, all actions of the Welfare State may broadly be termed as welfare activities. But social welfare has come to embody a distinct concept which refers to the welfare of those sections of the Community which are in need of special care. Women and children constitute two large groups under this category. In spite of the constitutional guarantees, placing women on a footing of equality with men, there are still many social prejudices and handicaps which make it difficult for women to take full advantage of the equal status given to them under the law of the land. It is here that the social welfare programmes make a difference which will enable them to develop to their fullest stature. The same is true of children. The welfare extension projects have been sponsored with this concept of social welfare in view, and the scheme is primarily intended to extend these types of social welfare activities to women and children in rural areas, which have been long in need of them. These projects are being run under a country-wide programme sponsored by the Central Social Welfare Board.

9.2. A Welfare Extension Project is a unit of 25 contiguous villages with an average population of 25,000. Population is the basic unit and not the number of villages. The programmes are worked by whole-time Gram Sevikas assisted by numerous voluntary part-time workers. The Welfare Extension Project Scheme is not one that some central authority would plan and execute by itself. On the contrary, maximum possible encouragement is to be given to local voluntary welfare organizations and those working in the same area are to be brought together into a representative Project Implementing Committee which will organize and conduct the work. The Project Implementing Committee will also have to work out the best possible co-operative relationship with the village Panchayats and District Boards.

9.3. The programme is divided into three categories according to the frequency with which these can be carried out. While there are a certain number of minimum activities that can be carried out daily and weekly in every centre there are others which can be undertaken only periodically at appropriate intervals.

- A. The daily activities of a project centre may comprise, (i) Balwadi (ii) First-aid (iii) Social Education (iv) General Medical Aid, including Maternity and allied services (v) Recreational Activities.
- B. The weekly programme may consist of (i) Sanitation Programme (ii) Weekly washing of clothes (iii) Cultural activities; Bhajans, Kirtans, etc.

C. The periodical activities will mainly consist of: (i) Celebration of festivals, (ii) Organizing melas, (iii) Folk dances and cultural programmes, (iv) Inter-village Competition in Arts and Crafts, Physical training, Home decoration and Kitchen-garden competitions.

Detailed programmes and activities of a typical centre in a Welfare Extension Project are indicated below. This is, however, subject to variation according to local conditions:—

Serial No.	Programme	Timing	Activities
Daily Programme			
1	Creche (Children under three years)	In the morning	Bath and complete change of clothes. Feeding at regular intervals. Regular periods of rest. Tonics and vitamins to be given as prescribed by the doctor. Creche clothes to be changed when the baby goes home, washed and kept ready for the next day.
2	Nursery School (Children from 3—5 years)	In the morning	Education through toys—Nursery rhymes, stories, numbers up to 100 and alphabets of mother tongue to be taught. Handwork, like drawing, paper-cutting, clay work, etc., to be encouraged. Recreation involving co-ordination of senses (e. g., Ball throwing—co-ordination of sight and touch) to be taught. A feed of milk if available, or any light refreshment to be given once during the day.
3	Medical Aid	Ditto	First Aid and general Medical aid.
4	Maternity Services	In the morning and afternoon	Dai may go for home-visiting in the mornings, in the villages in which the Centre is situated, as well as other villages to which it caters. She may cover about six houses a day. Pre-and Post-natal Services, Maternity Services. Attending to indoor cases wherever arrangements have been made for beds in the Centre.
5	Social Education	After-noon	Education in three R's, Organizing lectures on personal hygiene, child care, importance of sanitation, community, etc. Organizing debates, dramas, film shows.
6	Arts and Crafts	Do	Sewing, tailoring, knitting. Local Industries having a ready market, such as niwar and basket making, weaving, spinning, durri making, etc., to be taught.
7	..	..	Domestic industries like butter making, preservation of food and milk products, kitchen gradening, proper use of cow dung, etc., to be taught.
8	Cultural and Recreational activities	In the evening	Sports and games, cultural meetings, folk songs, music, folk dance, etc.

Serial No.	Programme	Activities
1	Sanitation Programme	<p style="text-align: center;">Weekly Programme</p> <p>Village level workers and the public-spirited people to form a volunteer corps in the village, street cleaning, spraying of cess-pools and marshy area with D.D.T or flit. Digging of pits for cow dung and refuse to be converted into compost-manures. Cleaning of tanks and wells used for drinking water-supply.</p> <p>The Corps should instruct village people in keeping their homes and streets clean and washing of clothes. They should also be told to keep drinking water separate from the water used for washing clothes and for animals.</p> <p>In places where animals and human beings live in the same hut, villagers should be encouraged to construct separate sheds for the animals.</p>
2	Film Shows and Dramatics etc.	<p>Films that will help the village people to know their country, educational films, documentaries on folk arts and films depicting village life of other countries to be shown.</p> <p>To promote local talent, amateur dramatic groups may be encouraged to stage short skits and plays to provide education and entertainment.</p>
Periodical Programme		
1	Inter-village competition	<p>Competitions in the following to be organized:—</p> <p>(i) kitchen-gardening, (ii) house cleanliness and decoration, (iii) art and craft, (iv) dance and music, (v) baby shows.</p>
2	Celebration of Festivals	<p>Important festivals to be celebrated through variety shows. Significance of these festivals to be explained. Independence and Republic days should be specially celebrated.</p>
3	Melas, Exhibitions and Dramatics	<p>Local Melas to be encouraged. Exhibitions of local talents (Arts and Crafts, animals, etc.) and inter-village exhibitions to be organized.</p> <p>Folk dramas without elaborate stage setting on popular education themes can also be arranged.</p>

9.4. The Ministry of Community Development and the Central Social Welfare Board have been considering the question of co-ordination between the Community Development and Welfare Extension Projects Schemes for some time past. In order to bring about the desired co-ordination it has been decided that the Central Social Welfare Board should start Welfare Extension Projects only in Stage I Blocks started on 1st April, 1958 and those which will be started in future. With this co-ordination it will be possible that the funds and the staff available in a Community Development budget are pooled with those available under the Welfare Extension Project Scheme.

9.5. The important features of the co-ordinated scheme are as under:—

Important features of the Co-ordinated Scheme.

- (1) The area of the Welfare Extension Project started under the co-ordinated scheme will be co-terminus with the Block and will not

be confined to 25 villages as in the case of existing Welfare Extension Projects.

- (2) The whole programme of Child and Women Welfare will be implemented in the Blocks selected for the co-ordinated scheme through the Block Implementing Committee. *Inter alia* it will mean that no scheme pertaining to Women and Child Welfare will be implemented in the Block area directly by the Block Development Officer.
- (3) The services of the Lady Social Education Organizer and two Gram Sevikas will be lent to the Project Implementing Committee but their pay and travelling allowance will continue to be borne by debit to the budget of the Block concerned.
- (4) The share of the Central Social Welfare Board and the State Government will be recovered by the State Social Welfare Advisory Board, Punjab, and passed on to the Block Implementing Committee. The share of the Block will be given as grant-in-aid direct to the Block Implementation Committee by the Block Development Officer concerned with the sanction of the competent authority. The Block share will be met from different heads as under:—

Amount grant-in-aid to be given in 5 years

Head from which grant-in-aid to be given	Purpose for which grant-in-aid to be given	Recurring	Non-recurring	Total
		Rs	Rs	Rs
1. Education	Balwadi (Creches and pre-primary schools)	5,000	10,000	15,000
2. Social Education	Social Education	7,000	3,000	10,000
3. Rural Arts and Crafts	Training in rural arts and crafts	7,500	7,500	15,000

The above allocations may be regarded as ceilings; actual allotment in respect of each block will depend on the needs of the area and the nature of the programme.

- (5) In the case of Stage I Blocks, the total expenditure for a Welfare Extension Project for five years under the co-ordinated scheme is estimated to be Rs. 2,08,000. This expenditure is to be shared

between the Central Social Welfare Board, State Government and the Community Development Organization as under:—

	Rs
(i) Block Budget	.. 40,000
(ii) Central Social Welfare Board	.. 96,000
(iii) State Government	.. 48,000
(iv) Pay on account of Lady Social Education Organisers, Gram Sevikas from block	.. 24,000
Total	.. <u>2,08,000</u>

The share of the Central Social Welfare Board and the State Government will be arranged by the State Social Welfare Advisory Board direct and placed at the disposal of the Project Implementing Committee. As regards the Block share, the Block Development Officers should give proportionate grant to the Project Implementing Committee, direct with the sanction of the competent authority. The Block share will be met from the different heads under which funds for the 'Women and Child Welfare Work' have been reserved in the schematic pattern of a Stage I Block. A copy of the letter No. CB/CU (20)158, dated the 13th September, 1958, from the Central Social Welfare Board along-with its enclosures indicating the details about the work of Welfare Extension Projects in Stage I Blocks is given at Annexure VII A.

- (6) The amount mentioned above which represents the quantum of financial assistance from the Community Development budget will be shared between the Ministry of Community Development and the State Government in accordance with the existing pattern of sharing non-loan expenditure relating to Community Development and National Extension Service Programme, viz., 50:50 for recurring and 75:25 for non-recurring items of expenditure. The Block Development Officers of the blocks concerned will, therefore, classify expenditure on account of the above scheme under sub-heads as in the case of other schemes. The Development Department will according to the existing procedure claim reimbursement of the Central share of expenditure from Ministry of Community Development through the half-yearly certified statements of expenditure, classifying the figures under the programme heads, viz., Education, Social Education, Health and Sanitation and Cottage Industries.
- (7) The Community Development Organization will also make available its audio-visual equipment for use by the Block Implementing Committees.
- (8) The Block Development Officer will be the Member-Secretary of the Block Implementing Committee concerned.

- (9) The grant-in-aid from the Block funds will be given to the Project Implementing Committee on account, i.e. when the Welfare Extension Project starts, the Block Development Officer may give half of the grant-in-aid to which the Block Implementing Committee is entitled for that particular year to enable the Committee to commence its work. After the expiry of six months from the date of payment the Block Implementing Committee will render an account of the grant already received by them to the Block Development Officer who will then advance the remaining portion of the grant-in-aid for the year (with the sanction of the competent authority).
- (10) Under the integrated scheme there would be two Supervisory Officers—the Lady Social Education Organizer on behalf of the Block and the Mukhya Sevikas on behalf of the Social Welfare Board. It has been decided that each of them will look after half the villages of the block.
- (11) The Block Implementing Committee will be constituted by the Punjab State Social Welfare Advisory Board, Chandigarh, in consultation with the Deputy Commissioner and the Block Development Officer concerned. The office of the Block Implementing Committee will be located on the Block Building.

9.6. As has been pointed in para 5 of this chapter, the Project Implementing Committee will organize and conduct the work relating to Welfare Extension Projects. The detailed functions of the Project Implementing Committees are as follows:—

Functions of the Project Implementing Committees.

- (a) To plan and execute the scheme for the particular project and to supervise the work of the paid staff in the project.
- (b) To prepare the Community to receive the programme and to appreciate the benefits of the project activities and to raise from the villagers the requisite portion of the project budget by way of matching contribution.
- (c) To recruit and appoint the staff approved for the project and to approve purchase of sanctioned equipment and supplies to the work centres.
- (d) To regulate the movement of the jeep by fixing a time-table for its use by the field staff.
- (e) Distribution of specific responsibilities evenly to all members of the Project Implementing Committee ensuring that each non-official member should supervise the working of the centres.
- (f) To maintain close and effective liaison with the Block Advisory Committee.

9.7. Each Project Implementing Committee will be composed as follows:—

**Composition of
Project Imple-
menting Com-
mittees.**

- (i) Chairman—A non-official woman worker of the district (to be approved by the Central Social Welfare Board).
- (ii) Six nominees to be approved by the Central Social Welfare Board—Non-official women social workers of the district.
- (iii) Three officials, including the Block Development Officer to be nominated by the Deputy Commissioner.
- (iv) Three non-officials (preferably women) representing the Block Advisory Committee (to be selected by the Block Advisory Committee).

9.8. As soon as the Committee is formally constituted and approved, it should request the Block Development Officer for some basic data about the 100 villages in which the Block and the Project are going to work. No field survey is envisaged in this scheme because the basic information would normally be available in the Block Office. With the basic information in hand (to be filled in the prescribed Survey Form, it will be time to call the first meeting of the Project Implementing Committee at which the following points may be discussed and settled:—

**Preliminary
steps to be taken.**

- (1) Location of the Project Centres.
- (2) Posting of the staff:—
 - (a) Project Implementing Committee office staff;
 - (b) Field staff;
 - (c) Supervisory staff;
- (3) A Five-year budget for the project.
- (4) The nature and quantity of equipment to be purchased.
- (5) Election of a Treasurer (preferably an official member may be elected as Treasurer).
- (6) A resolution for opening of a Bank account to be operated by the Chairman and the Treasurer.
- (7) Other incidental matters.

9.9. A plan for the complete scheme of a particular project will be prepared in the following parts:—

Plan for the complete scheme and procedure for sanction.

- (a) A survey;
- (b) A Five-year budget;
- (c) Nature and extent of the programme and activities;
- (d) Map of the Project-cum-Block area.

The scheme should be typed out in several copies complete with all the constituent parts as mentioned above. A copy should be sent to the Block Advisory Committee through the Deputy Commissioner of the district and two copies should be forwarded to the State Social Welfare Advisory Board. The State Board will then scrutinize the scheme immediately to ensure whether it is complete in all respects and that the local variations, if any, are within the prescribed pattern. It will then send without delay a copy with its comments to the Central Social Welfare Board and simultaneously take steps to get the scheme approved through the Block Advisory Committee at an early date. As soon as the approval of the Central Social Welfare Board and the Block Advisory Committee is received, the project can go into operation.

9.10. There will be about 25 field workers and six supervisory persons in a Welfare Extension Project. Of these the Dais or Maternity Assistants will work under the direct supervision of the four Mid-wives of the Primary Health Unit and of the four Maternity Centres of the Community Development Block. The location of the Dais Centres, therefore, should be determined according to the location of the Maternity Centres. The other 20 field workers should be posted in 20 different villages, each person between five villages on an average, together they should be spread over the entire block of 100 villages. Each supervisory person, viz., Mukhiya Sevika and the Lady Social Education Organizer should be assigned a sub-unit of 50 villages.

9.11. From the pattern of the posting of the staff detailed above, it is obvious that each centre will have only one worker. There will be 10 Gram Sevikas centres, two crafts centres, and eight Balwadi centres.

Nature of work centres. Since the Balwadi teachers would be part-time, it may not be possible for them to conduct any activity more than the running of a Balwadi, which should combine a creche to look after the children of working women and a pre-primary school for the children, between the ages of 2½ and 6. The general Gram Sevika centres would, however, be multipurpose centres and each Gram Sevika can conduct a Balwadi, and a social education class for women during different parts of the day and also run a craft class in one or two crafts in which she may be well versed. Only two crafts instructors will be available in the entire project but they should be persons with higher qualifications

and experience in at least three or four crafts so that in addition to running two centres of their own, they can also visit from time to time other Gram Sevika centres to initiate one or two crafts and to follow up their progress. They should be on a slightly higher pay.

9.12. In locating the centres, several points may have to be considered:—

Location of centres.

- (a) Availability of suitable places for conducting the activities and of economical and safe living accommodation for the women staff should naturally receive high priority.
- (b) So far as the Balwadi Centres are concerned the effort should be to find suitable local women who would be able to devote three to four hours every day to conduct Balwadis on payment of a small remuneration of Rs. 15 per month. Failing the availability of such women the Balwadis could be located in such villages wherein there are primary (including the basic type) schools so that one of the women teachers could be engaged on a part-time basis on payment of a honorarium of Rs. 15 per month.

9.13. The use of the Project Jeep must be so regulated as to help the movement of field and supervisory staff in a planned manner all over the project area.

Project Jeep for Field Staff. The Project Implementing Committee should work out a quarterly or a monthly time-table for the movement of the jeep from centre to centre and village to village and should instruct the Mukhiya Sevika and the Lady Social Education Organizer to ensure that this time-table is rigidly adhered to. They should be responsible for the movement of the jeep when it is in their area of supervision and must report at the next meeting whether or not the given time-table was strictly followed. It needs, therefore, to be reiterated that the project jeep is not meant only for the use of the Chairman but it is primarily meant for the use of the field staff. The Chairman and members of the Project Implementing Committee can definitely use it for their supervisory rounds keeping it to the time-table drawn up by the Project Implementing Committee. It must be emphasised that the proper use of the jeep has a direct bearing on full and satisfactory coverage of the villages and consequently on the people in general.

9.14. The duties of the Mukhya Sevikas or Lady Social Education Organizers are as follows:—

Duties of Mukhya Sevikas and Lady Social Education Organizers.

- (i) To plan and organize the activities to be conducted at project centres in accordance with the Welfare Extension Project Schemes and of the Project Implementing Committee directives.

- (ii) To supervise the execution of the programmes in order to ensure systematic progress to minimum standards of efficiency at each centre.
- (iii) To scrutinise and initial periodically the diary maintained by each paid worker in a Project showing all details of work and activities during the week.
- (iv) To check and initial periodically the register showing the attendance in regard to the various activities in each centre, and equipment register showing the stock and disbursement of supplies.
- (v) To hold periodic meetings with the project staff for the purpose of initial discussions of problems and difficulties observing the progress of work and to offer guidance and advice regarding the same.
- (vi) To maintain a diary of her supervision at each centre and of her visit to all villages in the Project. This diary has to be submitted at each meeting of the Project Implementing Committee.
- (vii) To place before the Project Implementing Committee meetings the progress report of the monthly programme given by the Committee.
- (viii) To ensure that the time-table for the use of the jeep during the month as approved by the Committee has been strictly adhered to; and
- (ix) To maintain a monthly statement of expenditure for the project, centre-wise, which she would place before the Committee at such meeting for its approval.

9.15. The objectives of the Gram Sevika's work in the villages are that she should stimulate in village women an awareness of the part they can play in making their villages better places to live and strive to attain happier and healthier houses. She should also make the village women realize their responsibilities towards home, farm and the community. She should help to develop in rural women and girls ability for using their resources for better purposes and also increase their income through useful crafts. She should translate the findings of modern science in a form usable by the village women towards improving their nutrition, health, housing and living standards.

9.16. In the sphere of food, she can help village women to cultivate small kitchen gardens, select diets for good health from the locally available food, and preserve surplus foods, during each season for the future. Feeding the children and the sick are some of the important aspects in which she can help the village women.

9.17. The Gram Sevika can help how at minimum cost, clothing for the family can be provided by planning the clothing needs, selecting appropriate patterns of clothes, stitching and mending clothes, washing the clothes and keeping the clothes carefully. Sometimes children are stifled with tight-fitting garments. Such things can be avoided, if the women know the principles of clothing.

9.18. Housing is another item where Gram Sevika can be of great help. There is much which can be done to improve the quality of living in an old house. Kitchen and cooking places can be arranged with very little cost to bring more comfort and joy in cooking, smokeless chulhas can be built and more ventilation can be provided.

9.19. Children in the village are often the neglected group. The Gram Sevika can help the village women understand principles of child care and guidance, feeding the infants, weaning the babies and interest them in going to school.

9.20. The Gram Sevika is to be the special friend of the young girls in the village. They are in the most impressionable age and for effecting lasting improvements, they should be convinced and taught better methods.

9.21. Living together with the village people and through her many side programmes, the Gram Sevika can develop sound human relationship among village women and encourage them to secure better facilities for health, recreation and education. She can also help them to continue to preserve the cultural greatness and spiritual values in our rural life.

9.22. The Gram Sevika must recognize that changes do not come overnight. It may take many years before rural home practices can be changed. The Gram Sevika should have, therefore, infinite patience and courage and should steadily work towards her objectives. She must be always alert to find out the most pressing needs of the village women, and point out practical solutions to them.

9.23. In a good number of Projects, the difficulty is experienced of finding suitable buildings in which various activities of the Centres of the Welfare Extension Projects can be conducted. In this background, the Central Social Welfare Board considered this question, and recognized the need for extending some assistance specifically for this purpose. It was decided that in a project centre, where a building is needed, the Central Social Welfare Board will make a grant of Rs. 2,500 for the purpose. No matching contribution in cash will be required from the Project Implementing Committee against this amount. However, if the cost of a building is more than Rs. 2,500 a further grant subject to a maximum of Rs. 2,500 will be available on a

matching basis, i.e., the Project Implementing Committee should be able to meeting 50 per cent of the increased cost of the building, while the other 50 per cent will be met by the Central Social Welfare Board.

9.24. The procedure for the grants and models for buildings is given in detail in the Manual on Welfare Extension Projects issued by the Central Social Welfare Board (pages 62—66).
Procedure for grants for buildings.

9.25. The accounts procedure and the details of the registers to be maintained in a Welfare Extension Projects are also indicated in the Manual on Welfare Extension Projects (pages 38—46).
Accounts Procedure.

9.26. Detailed rules governing the use of Project Jeeps are given in the Manual on Welfare Extension Projects (pages 56—60).
Rules governing the use of Project Jeeps.

9.27. It is necessary to measure results in a Welfare Extension Project to see (i) that the programmes are progressing in accordance with the policy laid down, and (ii) the people of the area appreciate and co-operate with the programme, (iii) whether there is any need to modify the programme. A questionnaire has been devised, which is reproduced at Annexure VIII B and which may be used by various supervisory officers in order to measure the work done in a Project area.
Review of the progress and general assessment.

CHAPTER X

THE BLOCK DEVELOPMENT COMMITTEES

10.1. The Government organization in a democracy is not complete without the people's organization linking up and working with it. The official set up complements and completes the non-official participation in the Community Development and National Extension Service Blocks. **The people's organisation.** The people's active participation involves not only the education of the rural people in determining their problems and methods of solving them, but also in helping them towards positive action in doing so. Along with a team of workers on the official side, the most important factor in the effective development of the programme is the creation of a suitable people's organization which can initiate and execute the programme. At the village level, the legally constituted Panchayat is to be regarded as the basic implementing unit for the various schemes. Through these bodies effective participation of the people in planning and execution of the programme is to be secured. Plans drawn up by these village institutions are to be considered by the Development Committees at the Block level consisting of representatives of village Panchayats, the members of the Legislative and Parliament representing these areas, representatives of co-operative societies, progressive farmers, etc. The meetings of the Block Development Committees are presided over by the Deputy Commissioner of the district concerned and attended by all the district heads of development departments. It is essential that the official and the non-official organizations should work side by side for both planning and implementing the programme.

10.2. (a) A Block Development Committee will consist of:—

**Composition of
a Block Development
Committee.**

- (i) All principal officials of the various departments connected with the implementation of the Community Development Programme and Five-Year Plan serving in the block area.
- (ii) Members of Parliament in whose constituency any part of the block area is situated.
- (iii) Members of the State Legislative Assembly (except Ministers and Deputy Ministers) and Legislative Council in whose constituency the block area falls or who reside in it.
- (iv) All members of the District Board, residing in the block area. As there are, at present, no elected representatives of District Boards, three persons are to be nominated in their place. They will be treated as members so long as there are no elected representatives of District Boards available.

- (v) Chairman of the Central Co-operative Bank operating in the block area. Where, however, the Chairman of the Bank is the Deputy Commissioner, the Senior Vice-Chairman is to be selected as a member of the Block Development Committee.
- (vi) Ten Sarpanches one for each Gram Sevak's circle.
- (vii) Two co-operators representing the co-operative societies functioning in the block area, at least one being a representative of multi-purpose societies.
- (viii) Five practical agriculturists.
- (ix) 4 Social Workers.
- (x) Four representative of the women's organizations and Welfare Extension Project in the block.

(b) The selection of representatives of all the above ten categories should be made by the Deputy Commissioners in consultation with the local officers of the Departments concerned, e.g. for practical agriculturists in consultation with the District Agricultural Officer and so on. The names selected will be communicated to the Heads of Departments concerned and to the Development Department the latter being supplied a consolidated list of all categories. It will be open to these authorities to suggest some other names post-facto and such a change would be made if necessary. It is desirable that Deputy Commissioners should select persons who are really interested in development work and in making selection, they may not take into consideration merely the status and *prima facie* position of the person selected.

(c) The Deputy Commissioners/Block Development Officers would be Chairman/Secretaries of the Block Development Committees. In stage II Blocks, the Vice-Chairman of a Block Development Committee should be a non-official.

(d) All members of the Block Development Committees would work in an honorary capacity and travel at their own expense unless they are Government servants and are required to attend its meetings.

(e) Each Block Development Committee should have an Executive Committee, consisting of not more than 11 members of whom at least one member should be from each of the categories enumerated in para 2(a) above. This Executive Committee should meet as often as possible and its meetings should, if practicable, be held at different places in the block area.

(f) Members of the Central and State Legislatures will henceforth be the *ex-officio* members of the Block Development Committees.

(g) The meetings of the Block Development Committees should be held as frequently as the Chairman feels it to be necessary. There should also be an annual meeting of a Block Development Committee, the date for which should be fixed sufficiently in advance and intimated to all members. The annual programme of work in a block should be discussed in this meeting. All the district officers of Development Departments should be present in this meeting even if they are not members of the Block Development Committee. The proceedings of the Block Development Committee should invariably be sent to the Development Department.

(h) Recommendations of a Block Development Committee should be generally accepted if these are according to schemes sanctioned.

(i) If any member (except a Member of Parliament/a Member of the State Legislature) does not attend three consecutive meetings of the Block Development Committee, he should automatically cease to be a member. This rule will be universal as coming from Government so that individual cases do not become a matter for contention. The Deputy Commissioner will have authority to replace such a member himself.

10.3. The Block Development Officers are also to be associated with the setting up of the Block Development Committees. Under the existing instructions a **Block Development Officers to be associated with the Constitution of Block Development Committees.** Block Development Committee is to approve the schematic budget of a Block and unless that is done no programme can be executed. This necessitates the immediate constitution of the Block Development Committee as soon as a Development Block is opened. But under the circumstances a Block Development Officer who is new to the Blocks is not in a position to help in the selection of right type of persons for the Block Development Committee. It has, therefore, been considered necessary that a Block Development Officer should be allowed to work in the area for about three months and then the Development Committee should be constituted. For that matter, there should be no hurry to constitute the committee immediately after the start of a Block. Meanwhile the Block Development Officer will acquaint himself with the problems of the block area and will get to know the persons who deserve to be included in the Block Development Committee on account of their interest in the Community Development work. This would of course mean that the programme of approving the schematic budget by the Block Development Committee would be delayed for about three months and even more. In order to carry on the work during this period, it has been decided to sanction the schematic budget for a period of six months for each new block on *ad hoc* basis. Within these limits and the schemes mentioned therein the work can be carried on in anticipation of the approval of the schematic budget by the Block Development Committee. This practice of constituting the Development Committees after the period of three months of the start of the Block will therefore, in no way hinder the progress of work, rather it will facilitate the inclusion of those persons on the Development Committee who are really keen for Development Work. In this background the Deputy Commissioners are required to constitute the Block Development Committees in consulta-

tion with the Block Development Officer concerned after he has worked for three months in the block area.

10.4. The past experience of the working of the Block Development Committees suggests that these have not been working in an effective manner and in most cases were not even fully associated with planning and execution of the programme in the Block. After a careful study of the problem, it has been found that the following two factors are mainly responsible for this unhappy state of affairs:—

**Factors retard-
ing the smooth
working of
Development
Committees.**

- (1) In certain cases persons not interested in development work have been nominated on the Block Development Committees.
- (2) In order to achieve the targets, the Block Development Officers were mainly interested in implementing the programme on the basis of the standard pattern and at the cost of ignoring the Block Development Committee.

10.5. The Government of India as well as the State Government attach great importance to the proper functioning of these Committees, so that the programme could really remain the people's programme. As such it is incumbent on all Government servants working in the Blocks to consult and give due regard to the opinion of the Block Development Committee and not in any way ignore or by-pass them. In order to ensure that these Committees play an active role as assigned to them in the programme, the following instructions may be kept in view for guidance and compliance:—

**Important points
to be kept in
view.**

- (i) The Block Development Committee should not be constituted immediately on the starting of a Block, but only after the Block Development Officer and his team of Extension Officers have worked for about three months in the Block and have come to know the persons of the area. The Deputy Commissioner should then consult the Block Development Officer before finalising the constitution of the Committee. Before communicating his views the Block Development Officer will consult the Block Extension Officers. In this way persons who are not interested in development work, will be kept out of Block Development Committee.
- (ii) The Block Development Committee will approve the five year's Schematic Budget of the Block, as at present. The Block Development Committee should also approve the annual programme of the Block and in this meeting all Sarpanches of the Block area should be co-opted as special invitees.
- (iii) In order to associate the members of the Block Development Committee closely with the programme, Sub-Committees of the Block Develop-

ment Committee for subjects, namely (i) Agriculture and Animal Husbandry, (ii) Small Savings and Co-operation, (iii) Panchayats, Communications, Health and Sanitation, (iv) Education and Social Education, and (v) Village Industries, may be constituted. The functions of the Sub-Committees will be to study the problems in the Block with the help of the Gram Sevaks and Extension Officers and report the same to the Block Development Committee. The Sub-Committees will also review the progress made in achieving the targets and draw up quarterly reports for the information of the Block Development Committee. Each Sub-Committee may consist of four to five non-official members of Block Development Committee and the Extension Officer concerned with the subject. Two or three non-officials residing in the Block area who are interested in the particular subject and are not members of the Development Committee may also be co-opted by Block Development Committee. The Block Development Officer will act as the Chairman of each Sub-Committee and the Extension Officer concerned as Secretary. The Extension Officer will place the necessary data before the Sub-Committee. The members of the Sub-Committees will also help the Gram Sevaks and Extension Officers in the implementation of the programme pertaining to their respective fields in the Block area. A copy of the targets fixed for the area of each Gram Sevak's circle should be circulated by the Block Development Officer to all members of the Block Development Committee in the beginning of each year. Similarly a copy each of all progress reports should be circulated by the Block Development officer to all members.

- (iv) The Gram Sevak should keep the Sarpanch/Member of Panchayat of his area who is a member of the Block Development Committee informed of his activities in the area informally and seek his help in case of any difficulty. Each Gram Sevak should give a brief note to the Block Development Officer regarding the help sought by him from the members of the Block Development Committee in his circle and the extent to which the help was made available by them. The Block Development Officer will then prepare a brief resume and present it to the Block Development Committee with his comments to the effect whether the officials and non-officials had been working together as a team. In this way it will be possible to involve the members of the Block Development Committee closely with the working of the programme.
- (v) A special training camp of the non-official members of the Block Development Committee may be organized on the lines of the Village Leader's Camps in each Block and they may be reoriented about various aspects of the programme, the Five-Year Plan Schemes and the role they have to play in the planning and execution of the programme.

- (vi) The meetings of the Block Development Committees may be held once after every two months. However, special meetings of Block Development Committee may also be arranged in the months when Parliament is not in session so that the Members of Parliament may also give to it the benefit of their advice.

- (vii) As the number of blocks in the districts has increased, it has not been possible for the Deputy Commissioners to preside over each meeting of the Block Development Committees in the district. It has, therefore, been decided that Sub-Divisional Officers may be nominated as Vice-Chairman of the Block Development Committees of the Blocks located in their sub-divisions. The Vice-Chairman may preside over the meetings of Block Development Committees, in the absence of the Chairman. The Deputy Commissioner, should, however, himself preside over the meeting of each Block Development Committee at least once in a year.

CHAPTER XI

ROLE OF VOLUNTARY AGENCIES

11.1 The concept of a democratic welfare State presumes not only the provision of the necessities of life and welfare service to all its citizens, by the Government, but equally the participation of democratic bodies of the people themselves in securing these. It is in this context that the physical and moral justification of voluntary agencies is sustained and their strengthening assumes great significance. The voluntary agencies can stimulate popular interest and initiative in programmes of self-help and mutual aid which will foster and strengthen self-reliance on the part of the people.

11.2. There is an ample scope for voluntary agencies to play a role distinct from and yet complementary to that of Government. For with all its ambitions target of covering every single village in India with National Extension Service Blocks by October, 1963, Governmental efforts cannot make more than a dent on the over-all problem. So, while, we must be contented with what we plan to do with our limited resources, we must not raise the level of hopes higher than the increase, we can reasonably expect to make in the actual standard of living. Extensive coverage is undoubtedly a significant step, but the crux of the problem is the depth and content of this coverage. Next to the question of content is the quality of performance, whatever be its size.

11.3. The task before us in sheer physical terms is overwhelming. The available resources are too little. There is also the recognition that if the pressing problems of rural India are not effectively tackled, within a short span, there is potential danger that democracy itself may not survive. We, therefore, cannot afford any duplication of effort or waste of limited resources at our command. We cannot function at cross purposes. The over-all objective and the avowed aim of both the Governmental and the voluntary agencies is to serve the people. It should thus be no problem to bring about the maximum co-ordination and co-operation between the Governmental and voluntary agencies as well as among the voluntary agencies themselves.

11.4. Among the most important voluntary agencies operating in our State are the Bharat Sevak Samaj and the Gandhi Smarak Nidhi. The head-quarter of the Punjab Pradesh Bharat Sevak Samaj are located at Chandigarh. District units of the Bharat Sevak Samaj have also been set up in each District of the State. The objectives of the Bharat Sevak Samaj are:—

- (a) To help in the spiritual progress of the society to endeavour in all-round development of the people and to build up national character.

- (b) To foster national consciousness in the country.
- (c) To raise the moral standard of the community; to inspire people to develop virtues and give up vices by cultivating purity in action.
- (d) Active promotion of health and sanitation, particularly ensuring perfect cleanliness of religious places and places of pilgrimages as well as safeguarding of such places.
- (e) To co-operate in the development programme in the Five-Year Plan and in other allied constructive activities.

11.5. The Bharat Sevak Samaj may be utilized for promoting the Community Development work in the following manner:—

**How to utilize
Bharat Sevak
Samaj in Com-
munity Develop-
ment Work.**

- (1) In creating suitable atmosphere to remove untouchability and improve the conditions of backward classes.
- (2) By persuading people in their own way to improve the lot of the cow and milk giving cattle by taking to Artificial Insemination, proper feeding and having proper sheds, etc.
- (3) By creating urge in the people to participate more in the successful implementation of the Plan Schemes.
- (4) By persuading persons who indulge in corruption and anti-social activities not to do so.
- (5) By persuading the people that for economic moral and religious viewpoint the use of intoxicants is improper and should be discarded.
- (6) By starting 'yoga' Centres for physical and mental development.

The most important feature of the activities of the Bharat Sevak Samaj during the last several years has been the organization of social service camps both for boys and girls in the development block areas.

The Block Development Officers are advised to get in touch with the Pradesh Office of the Bharat Sevak Samaj at Chandigarh, regarding the organization of such camps in their blocks. Details regarding the organization of such camps and the financial assistance available for each camp have been given in a brochure "How to organize social service camps" which has been published by the Bharat Sevak Samaj, Punjab Pradesh. Copies of the brochure have been supplied to all Block Development Officers.

11.6. The Bharat Sevak Samaj also gives grant-in-aid for local development works. In the normal course, such grant-in-aid is given in non-block areas. However, the grant-in-aid is available for block areas also provided full justification is given for each case. The Block Development Officers are, therefore, advised to avail of the assistance where possible. The proformas on which applications for financial assistance under this scheme are to be submitted and the detailed instructions are reproduced in Annexure IX.

11.7. The Gandhi Smarak Nidhi has also sponsored village uplift scheme based on Gandhian principles in a few selected villages of the State. The most important activities of this organization from the Block Development Officer's point of view are the training of Gram Sevaks, organization of ladies and students camps, Harijan welfare and Grow-more-Food Campaign. For details of these schemes, the Block Development Officers are advised to get in touch with the Sanchalak, Gandhi Smarak Nidhi, Patti Kalyana, district Karnal. As far as practical, co-ordinated programmes of rural development may be started in co-operation with the Gandhi Smarak Nidhi in selected areas of the State.

11.8. Persons taking part in voluntary work in the Community Development areas can be granted concession in railway fare as is admissible to students on the production of a certificate to the effect that the persons concerned are undertaking a journey to the development area for taking part in voluntary service or returning home after undertaking such service. The certificate can be issued by the Block Development Officers concerned. The voluntary workers can also travel individually and not necessarily in parties. The Ministry of Railway Communication on the subject is reproduced at IX A.

11.9. The voluntary cash contributions made by the people in connection with the Community Development Programme are exempted from Income-tax and also from the Estate Duty. Government of India's instructions on the subject are reproduced at Annexure IX B.

CHAPTER XII

BASIC SURVEY AND PLANNING

12.1. To undertake a meaningful action programme in a village and a block, survey is the basic need. Experience suggests that sound results will be achieved by adopting as early as possible a carefully planned Programme. A pre-requisite of a good plan is an intimate knowledge of the existing conditions and available resources, both human and material, of the vocations open to the people and of the social and cultural practices obtaining in the area. The immediate work, which the Block Development Officer, therefore, has to take up on appointment is to conduct a survey of the area included in the Development Block. The survey should be carried out by the Gram Sevak in the form given at Annexure X. The assistance of the revenue staff and other functionaries at the village level should also be secured for this work. The survey data will provide essential material for a proper examination of the development programme and it will indicate (i) the problems requiring attention, (ii) the line of work that may profitably be assigned the first and high priority, and (iii) the extent of improvement that may be attempted annually under each item of development and for the over-all programme. On the basis of this information, items of work can be selected, an order of priority assigned to each and targets of achievement laid down in relation to the available resources. Attention should in the first instance be focussed on such items of work as meet the most urgent felt needs of the people of the area, and at the same time likely to produce the maximum good from the available resources in the shortest possible time.

12.2. The amount of work involved in preparing the Block Survey Report is fairly heavy and the Gram Sevaks alone will not be able to carry it out efficiently and according to the scheduled programme. The services of the panchayat secretaries, Co-operative Sub-Inspectors, and Village **Co-ordination for Survey work.** Patwaries should be utilized for the purpose. All these officials will further divide themselves into ten groups, one group to be responsible for the survey of a group of villages in a Gram Sevak's circle. The Block Development Officer and his team of Extension Officers will provide the necessary guidance and supervision to these groups of workers. The Heads of Development Departments and the Deputy Commissioners, have been addressed to issue necessary instructions to the officers working under them to extend all possible co-operation to the Block staff in conducting a comprehensive survey of the block area. Copies of these communications are reproduced at Annexure XI. The Block Development Officer may therefore, get in touch with the Deputy Commissioner and District Level Officers of the Development Departments as soon as he is posted in a new block.

12.3. The survey will enable the development staff to educate themselves in the problems of the block and also to come in close contact with the people of the area. It is essential that the people should be intimately connected with the survey and the formulation of programmes. In order that the development programme may secure a ready acceptance and the enthusiastic support of the rural communities, it should be prepared in full consultation with their representatives.

The association of the people with the survey.

12.4. One will have to face a number of problems while eliciting information from the people. The major hindrance is the suspicion of the people. They have reason to be suspicious. In the past, the information that has been collected from them has been mainly used against them. So the villagers are now wary of giving any information to outsiders in whom they have not yet learnt to place their entire confidence. Even if the villagers have confidence in the extension workers, they may not be able to give the information for they themselves do not maintain any records. The time element is also an important factor while collecting information. The time which suits the extension worker may not be convenient to the villager. By observation, the worker, will have to decide as to what is the best time to meet the villager.

Difficulties in Survey work.

12.5. In spite of these difficulties, the information has to be collected to understand the background of village problems and their possible solutions. How can we do it? The first thing that needs to be done is to define the purpose for which the information is to be collected. When the purpose is clear, it will be easier to convince the villagers about it. If there is any vagueness in the explanation to the villagers as to why the information is being collected, the suspicion in him will be still greater. As pointed out earlier, another aspect to be kept in mind is that, no attempt should be made at collecting the information till one has been able to gain some confidence of the villagers. Even after having established a certain amount of confidence, it is not good to try to get the information directly. A few basic rules concerning survey work are listed below:—

Basic rules concerning survey work.

- (i) The extension worker should not ask questions from villagers till he has been able to win their confidence.
- (ii) The villager should express himself rather than the extension worker should put words into his mouth.
- (iii) The enquiry should start with a general introduction—take it from there to weather—to the crops and then to the particular question.
- (iv) The extension worker should try to keep to the point. If the villagers have confidence in him, they will pour out their heart to him. It is necessary to allow the villagers to talk about themselves and

their problems. The extension worker, however, should not let this override the main purpose of his enquiry.

- (v) The information should be collected through indirect questions. In this way, the extension worker will be able to get a more accurate information than by asking direct questions. Moreover, direct questions are often resented and also sometimes create suspicion in the minds of villagers.
- (vi) The time and place of survey should be chosen carefully. If the extension workers want to get information about the land, crops, etc. it will be good to meet the farmer in the field.
- (vii) In some blocks the survey has been carried out merely from the statistical point of view. The more important aspect of survey—the extension side has been overlooked. The Block Development Officer should ensure that this aspect of the survey is not lost sight of by Gram Sevaks and other officials while conducting survey.
- (viii) The survey work should be completed within three months of the date of inauguration of the block. During this period, the Block Development Officer, the Extension Officers and the Gram Sevaks should be able to create contacts and become acquainted with as many families as possible. The Gram Sevak should find out the leading figure in each family, the leader of groups of families, and the elders of the village. He should know the inter-relationship of the different group leaders with each other. This will give him a background of the political and social set up in a village which will ultimately help him in the development programme.

12.6. It is also necessary to examine the methods of collection of the various types of data, suitability of the agency and the degree of reliability of the data collected. It is of basic importance to assess the reliability of the

Methods of collection of Survey data. This would require in the first instance, an analysis of the types of information collected according to sources. Thus, data may be collected, (a) from the village records, (b) by direct observation by the Gram Sevak, Extension Officer and the B.D.O.

(c) by local enquiry and by inference from related data.

12.7. It is suggested that data of the Survey Report should be collected from the following sources:—

- (1) *Population.*—The information to be collected should be based on the **Sources of Survey Reports.** 1951. Census reports, which will be available in the local Tehsil

Office. The occupational distribution of population should be according to the Census classification of occupations and should relate to the Census year. This information may be brought up-to-date from the National register maintained at the Tehsil Office.

- (2) *Soil and Land Utilization*.—This information will be available from the Village Patwaris from their Revenue records.
- (3) *Rainfall and Irrigation*.—This information will also be available from the revenue records in the local Tehsil Office.
- (4) *Agricultural Production*.—Information under this sub-head should be collected with the help of the local Agriculture Inspector. Information about major commodities dealt with in the local markets will be available from the Market Committees functioning in the block area.
- (5) *Agricultural Practices*.—Information under this sub-head should be collected with the help of the local Agriculture Inspector.
- (6) *Live-stock and Veterinary Services*.—Information under this sub-head will be available from the local Veterinary Assistant Surgeon.
- (7) *System of Land Tenures and Pattern of Land Holdings*.—The data available in the revenue record should be utilised.
- (8) *Education*.—Information relating to items under sub-head Education should be collected from the Assistant District Inspector of Schools operating in the block area.
- (9) *Co-operation*.—Information regarding Co-operative Societies will be available from the local Inspector of Co-operative Societies.

For the rest of the items, as already pointed out, the required information should be collected by the Gram Sevak themselves from every village and each household in the village.

12.8. The block-wise consolidated survey reports, in the prescribed *proforma* given at Annexure XII are to be submitted to the Development Commissioner's Office. One important thing which has to be kept in mind is that the survey reports should as far as possible include correct and up-to-date figures, otherwise it will defeat the very purpose for which the survey is conducted which is that the plan should be based on accurate and correct data.

Accuracy important.

CHAPTER XIII
FORMULATION OF PROGRAMMES AND PREPARATION OF BUDGET

13.1. The basic survey, conducted by the Gram Sevak, will provide the necessary material on which the programme is to be built and proceed further. On the basis of the information collected, it will be easier to draw up an outline of village plans. In the formulation of the village plans, the village bodies, e.g., Panchayats, Village Development Councils: (where the Panchayat is not an effective instrument of development work due to party faction) and multipurpose co-operative societies should be fully associated. Based on these village plans and the results of the survey, an overall plan for the block period, taking into consideration the existing facilities and normal activities of Department, should be prepared by each District head of the various Development Departments, who will be assisted in this task by the representative of his Department at the block level. This plan will be discussed at the appropriate stage with the Deputy Commissioner of the District. The overall plan thus prepared by all the District Officers of Development Departments for the block period with its financial implications, will then be converted into a consolidated Block budget accompanied by a programme of work indicating the amount of funds allotted for and targets set under each item of work. The consolidated budget should be supported by detailed schemes drawn up by the District heads of development departments concerned within the provisions of the approved overall Block budget. This will also be broken down into annual budgets showing the amounts proposed to be spent in each financial year and the targets proposed to be achieved. The consolidated budget estimates will then be placed before the Block Advisory Committee for its approval. After the programme and budget estimates have been approved by the Advisory Committee, the Block Development Officer will forward them through his Deputy Commissioner to the Development Commissioner for the approval of the State Government.

13.2. (a) The *proforma* in which the Block Programme and budget are to be prepared is given at Annexure XIII.

Proforma for Block programme of budget.

(b) The information regarding the existing facilities and block programme in terms of physical targets proposed to be achieved should be furnished in the columns as indicated in the *proforma*.

(c) The budget estimates should be supported with an explanatory memorandum.

13.3. The mere approval of the consolidated budget estimates of a Block does not authorise the Block Development Officer to draw money for the execution of the schemes unless separate provision exists in the Yearly State budget, and regular allotment of funds is placed at the disposal of Drawing and Disbursing Officer for expenditure. For this purpose the Block Development Officers are required to submit a detailed memorandum as to the mechanism of a scheme alongwith a Schedule of New

Schedule of New Expenditure.

Expenditure each year in B.M. Form 16 (reproduced at Annexure XIV by the 1st July, for the Budget relating to the year following. Thus according to the provision in the consolidated budget each year detailed schemes have to be prepared well in advance. In fact the consolidated budget should be supported by detailed schemes for five years and after it is once approved, only relevant extracts are to be forwarded as Explanatory Memorandum to Schedules of New Expenditure. The Finance Department want that all schemes of new expenditures for which it is proposed to make provisions in the estimates should be examined before the schemes are provided for and admitted in the Schedule of New Expenditure. For this purpose the Block Development Officer should send the Schedule of New Expenditure by the 1st July, at the latest for onward submission to the Finance Department.

Any increase proposed to be made in the number of posts or the provisions for T.A. and contingencies over and above that included in the current year should be specifically explained and justified.

The memorandum accompanying the Schedules should contain in a separate paragraph, the information as under:—

- (a) Location (Tehsil/District) of the Scheme.
- (b) Income from the Scheme.
- (c) Public contributions.
- (d) Centre's share of expenditure under grant and loan.

13.4. In the light of the recommendations of the Balwant Rai Mehta report, the Government of India, have revised the programme of community development.

Revision of the programme of Community Development. The distinction between the National Extension Service, Community Development and post-development stages has been eliminated. In future there will be only National Extension Service Blocks. Each National Extension Service Block will however, have two stages, each of five years, which will be called Stage I and Stage II, respectively. During the First Stage, each block will get Rupees 12 lakhs and during the Second Stage Rupees 5 lakhs.

13.5. The new arrangements have come into effect from 1st April, 1958. Blocks of the following categories will be treated as Stage I blocks:—

New pattern in force from 1st April, 1958.

- (i) National Extension Service Blocks started with effect from 1st April, 1958.
- (ii) National Extension Service Blocks which were converted into C.D. blocks on 1st April, 1958.
- (iii) All Blocks which were still in the National Extension Service stage on the 1st April, 1958.

All these Blocks will be treated as Stage I Blocks with effect from the date of inauguration with a ceiling of expenditure of rupees 12 lakhs for the first five-year period.

13.6. The new pattern does not apply to the Blocks which were in the C.D. stage before 1st April, 1958. Such Blocks will remain C.D. Blocks under the **New pattern—** existing budgetary pattern and are to complete their term of three **not to apply to** years. Details of estimated expenditure in a Community Development Block are given in Annexure XV.

13.7. As regards post-development Blocks, they would be treated as in Stage II and will be allotted rupees 1 lakh per year for the rest of the second plan. **Post intensive Blocks to be treated as Stage II Block.**

13.8. It has been decided that each National Extension Service Block should have a one year period of pre-extension activity exclusively in the field of agriculture. During this period one Block Development Officer, one Agricultural Extension Officer and five fully trained Gram Sevaks for each Block will be appointed. This staff will subsequently be absorbed in the staffing pattern of the Block when it enters the first stage. An estimated expenditure on this account is indicated in the Annexure XVI. The expenditure incurred during the pre-extension period will ultimately be adjusted against the overall ceiling of the Block.

13.9. Details of schematic budgets, the staffing pattern of National Extension Service Blocks in Stages I and II are indicated in Annexures XVII A and B. **Details of Schematic budgets in Stages I and II.**

13.10. Explanatory notes as how to utilize the provision on programme heads II to X in the schematic budget for Stage I and Stage II Blocks are at **How to utilize the provision on programme heads.** Annexures XIX and XX.

13.11. The salient features of Schematic budgets for Stage I and Stage II Blocks are as follows:—
Salient Features of the Schematic Budgets.

(a) *General*

- (i) The schemes included in the schematic budgets should invariably find a place in the model list of items approved by the Ministry of Community Development as detailed in Annexure XIII.

- (ii) The total amount of the schematic budget should be within the ceiling limits prescribed by Ministry of Community Development for each series of blocks and the total provision under the following heads, should not exceed the ceilings prescribed for the same in the pattern approved by the Government of India, unless the prior approval of the Ministry of Community Development has been obtained :—
- (a) Recurring expenditure.
 - (b) Non-recurring expenditure.
 - (c) Loan expenditure.
 - (d) Other than loan expenditure.
 - (e) Rupees expenditure.
 - (f) Dollar expenditure.
 - (g) A Block Headquarters—Recurring expenditure.
 - (h) A Block Headquarters—Non-recurring expenditure.
- (iii) The recurring expenditure on 'personnel' retained on the old National Extension Service staffing pattern in the Community Development blocks converted into post-intensive (now stage II) from 1st April, 1958, or thereafter, and similar expenditure on this staff during the last two years of the First Stage of five years of the Development Blocks according to the revised pattern, which is treated as 'Committed' expenditure, should not be included in the schematic budget. Similarly, in the case of the post-intensive blocks (now stage II), the expenditure on staff according to the old National Extension Service staffing pattern during the entire period of five years of the Second Stage, which is treated as 'Committed' expenditure, should also not be included in the schematic budget, which should include only the 'Development' expenditure.
- (iv) In the case of National Extension Service Blocks converted into Community Development Blocks prior to 1st April, 1958, the expenditure incurred on these blocks upto the National Extension Service stage, should be deducted from the total ceilings prescribed for Community Development Blocks, when working out the additional allotments available for intensive development.
- (v) Loan amount available for productive schemes, i.e., under the head 'Irrigation' and 'Reclamation' should not be diverted for unproductive schemes; like loans for housing or for tractors, without the prior approval of the Ministry of Community Development. Funds

available for subsidy under head 'Irrigation' and 'Reclamation' can, however, be diverted to the head 'Agriculture and Animal Husbandry'.

- (vi) The schematic budget should take into account only the net amount to be borne by the Central and State Governments, i.e., excluding the contributions to be received from the public.
- (vii) It should be seen that the budget has been approved by the Block Advisory Committee.
- (viii) If any posts are included, which do not form part of the staffing pattern, their cost should be debited to the heads under which the schemes concerned are sanctioned.

(b) *First Stage Budget*

The period of operation of a Block during the First Stage, and the ceiling for overall expenditure during that stage are five years and Rs. 12 lakhs respectively. The schematic budget has been framed generally on the lines of the schematic pattern for a Community Development Block of the Second Plan period with the following modifications:—

- (i) As dollar assistance is no longer available, columns three and four of the original schematic budget have been deleted.
- (ii) In accordance with the decision to provide one Jeep for each Development Block for the use of the Extension Staff, provision for 'Transport' has been reduced from Rs. 45,000 on account of three Jeeps to Rs. 15,000.
- (iii) Provision for the following additional staff has been made:—
 - (a) One Extension Officer for Panchayats.
 - (b) Two Gram Sevikas @ Rs. 100 p.m. each.
 - (c) One jeep driver plus maintenance charges of the jeep @ Rs. 300 p.m.

The rates of pay of ministerial staff, viz., Accountant-cum-Store-Keeper, Senior Clerk, Cashier and Typist have been adjusted to bring them on par with the rates generally in force in the States.

Provision for T.A. and recurring expenditure on contingencies, etc., has also been increased from Rs. 600 p.m. to Rs. 1,000 p.m. due to inclusion of additional staff in the staffing pattern and provision for some conveyance allowance to field workers.

On this basis the total expenditure on staff chargeable to block funds now works out to about Rs. 2.60 lakhs as against Rs. 2 lakhs provided in the existing Rs. 12 lakhs schematic budget of a C.D. Block, involving additional expenditure of Rs. 60,000. After taking into account the reduction of Rs. 30,000 in the non-loan provision under 'Transport', above, the net increase in the provision under the head 'Block Headquarters' comes to Rs. 30,000.

- (iv) Provisions under certain programme heads have been revised in the light of past experience. The provision under 'Animal Husbandry and Agricultural Extension' and 'Rural Arts, Crafts and Industries' has been increased by Rs. 40,000 and Rs. 15,000 respectively, in view of the high priority accorded to productive schemes, including increased agricultural production, in the Second Plan.

The increase in the provision under 'Block Headquarters', 'Animal Husbandry and Agricultural Extension' and 'Rural Arts, Crafts and Industries' amounting to Rs. 85,000 referred to in (iii) and (iv) above is proposed to be met by suitable reduction in the provision under certain other heads namely 'Irrigation and Reclamation', 'Education' and 'Communications'. The revised provision under the latter heads thus stand at Rs. 3.40 lakhs, Rs. 60,000 and Rs. 85,000 as shown in the schematic budget against the existing provision of Rs. 4.0 lakhs, Rs. 70,000 and Rs. one lakh respectively.

- (v) The provision for block office buildings and stores, etc., should not be in excess of Rs. 25,000 except in the case of hilly areas for which the limit is Rs. 30,000.

(c) *Second Stage Budget*

The period of operation of a Block during the Second Stage and the ceiling for over-all expenditure during that stage have been taken as five years and Rs. 5.00 lakhs respectively. During Stage II it is necessary to concentrate more on extension activities rather than on "works" and expenditure. The quantum of funds provided is intended mainly to maintain the tempo of development and should be evenly spread over the full period through a balanced programme. The allotment of Rs. one lakh per year as stated in para seven should, therefore, be utilized accordingly. The draft schematic budget has been framed generally on the basis of the schematic pattern suggested by C.O.P.P. team's report with the following modifications:—

- (i) Provision for staff has been increased from Rs. 50,000 based on the staffing pattern indicated in Annexure XVII *ibid* to Rs. 70,000. The increase is mainly due to inclusion of the additional staff and other extra expenditure referred to in (a) (iii) above which is also considered necessary during the Second Stage. Provision for T.A.

and recurring expenditure on contingencies, etc., has, however, been reduced from Rs. 1,000 p.m. as shown in the staffing pattern for Stage I Block referred to in (a) (iii) above to Rs. 900 p.m., in view of the fact that a part of the staff employed during the First Stage such as Medical Officer, Sanitary Inspector and Lady Health Visitor, etc., will be taken over by the Department concerned of the State Government. In short, the staffing pattern in Stage II will be the permanent staffing pattern.

- (ii) Additional provision of Rs. 15,000 for one Jeep has been made in the schematic budget, as it is felt that the Jeep provided for the Block during the First Stage may not remain serviceable during the Second Stage.
- (iii) The provision under the head 'Animal Husbandry and Agricultural Extension' has been increased from Rs. 40,000 to Rs. 50,000 in view of the emphasis on increased agricultural production.
- (iv) Additional provision of Rs. 30,000 for Rural Housing has been made in the schematic budget.
- (v) The reduction in the overall amount of the schematic budget as well as additional provision for (a) 'Personnel' and (b) 'Transport' under 'Block Headquarters' and for Rural Housing and the increased provision under Animal Husbandry and Agricultural Extension' as indicated above has necessitated some reduction in the provision under certain other heads namely 'Irrigation and Reclamation', 'Health and Rural Sanitation', 'Social Education' and 'Communications'. The provision under the latter heads, after necessary reduction thus stands at Rs. 85,000. Rs. 50,000 Rs. 5,000 and Rs. 50,000 respectively, seems justified owing to the reduction of the period of operation.

(d) *Pooling of expenditure on staff in the blocks for the State as a whole*

The following decision regarding pooling of expenditure on staff in all the blocks, i.e., both Stage I and II Blocks has been made subject to the condition that the block staffing pattern other than Gram Sevaks will in no case be varied. The number of Gram Sevaks in a block may however vary according to actual requirements and local conditions.

"The expenditure on the staff is not identical in any two blocks even though the staffing pattern might be. This is for the obvious reason that two members of the same cadre and holding similar posts might be drawing pay at different stages of the same pay-scale. In some blocks, the expenditure on the staff might be more

than the schematic budgets and in some other less. We would, therefore, recommend that the provision for personnel in all the blocks in a State be treated as a pool out of which expenditure on the staff in each block should be met according to actual requirements provided that the necessary complement of staff of all categories is maintained in each block and that the formula for sharing the cost by the State and the Centre is not affected."

13.12. It needs to be emphasised again that the programme as drawn up in the consolidated budget is not invariably to be drawn up according to schematic **Programmes to be varied according to local conditions and needs.** budget given at Annexures XIII. The programme can be varied according to the local conditions and needs; subject only to the following conditions:—

- (i) The total recurring and non-recurring expenditure as laid down in the schematic budget is not exceeded.
- (2) The dollar provision and rupee provision are not interchangeable in the case of Community Development Blocks, as it is not possible to convert rupee expenditure into dollars and *vice versa*.
- (3) Expenditure on staff is within the ceiling prescribed.
- (4) Money provided as loan cannot be converted into a grant-in-aid and the ceilings on these will have to be adhered to strictly.

13.13. The Community Development Schemes having been classified as technically new schemes, necessary provisions for these schemes are submitted to the Finance Department each year through the New Schedule of Expenditure. The estimates of receipts and expenditure in respect of each Development Block will be prepared by the Block Development Officer in B.M. Form 16 (Annexure XIV) according to the anticipated requirements under each sub-head or primary unit of the major head of account. The Schedule should be submitted to the Development Commissioner, Punjab, by the 1st July, each year, in triplicate alongwith the explanatory memorandum setting forth the details of the proposed expenditure. Separate schedules should be prepared for separate major heads of grant, loan and receipt. These estimates will be checked in the office of the Development Commissioner and then forwarded to the Finance Department by the 1st August, for inclusion in the New Schedule of Expenditure for laying before the Legislature. After the proposed expenditure is sanctioned or passed by the Legislature allotments will be placed at the disposal of the Disbursing Officers (Block Development Officers) in the middle of April of the budgeted year. As soon as the funds become available, the individual schemes should be submitted to the competent authorities for sanction without any loss of time. It would be better if the details of the schemes are drawn up by the officers according to the proposed estimates even earlier than receiving the allotment of funds provided the item of expenditure is not open to any dispute because of its

unsettled character. The Development Block Budgets will include the net amounts to be borne by the Central and State Governments. The people's contribution in cash will not be included therein.

13.14. The proposals for fresh expenditure not provided for in the estimates for the year are not justified in ordinary circumstances and should not be made unless there are very special reasons. In such cases additional funds should be asked for through the Supplementary Demand, First Instalment with explanatory memorandum in B.M. Form 35 (Annexure XXI) which is due with the Development Commissioner by the 1st August every year. This additional demand will be submitted to the Finance Department by the 15th August by the Development Commissioner in a consolidated form. The second instalment of supplementary demands shall be submitted by the 30th December each year. The supplementary grant when sanctioned by the Legislature will be placed at the disposal of the officers concerned forthwith for expenditure. Till supplementary allotments are placed at the disposal of the disbursing officer, no expenditure should be incurred over and above the existing allotments which were originally sanctioned for expenditure during that year.

13.15. Any excesses and surrenders which are anticipated subsequently during the course of the financial year should be included in the Statement of Excesses and Surrenders as given in the form at Annexure XXII which is due in the Development Commissioner's Office on the 15th November every year. This statement will cover all appropriations and reappropriations within the budget head for that particular year and it should, therefore, be prepared with the utmost care to avoid unnecessary excesses and surrenders at the end of the financial year. The figures of revised estimates shown in column eight of the statement should be split up into recurring and non-recurring.

13.16. When owing to unforeseen causes, it is not possible to utilize in full the provision included in the Schedule of New Expenditure or supplementary grants for a specific object or scheme, the amount of the anticipated savings should be invariably shown in the statement of excesses and surrenders. If a Block Development Officer desires that whole or part of the anticipated savings should be passed, in the form of a regrant into the budget estimates of the following year, he must make a specific request to this effect and put it in a separate application alongwith the statement of excesses and surrenders to enable the Development Commissioner to approach Finance Department for its inclusion in the estimates of the following year.

A regrant will ordinarily be included in the estimates only if (a) it is covered by anticipated savings under the Major Head as a whole and (b) it relates to:—

- (i) A specific object or scheme; or

- (ii) a grant-in-aid; or
- (iii) contract contingencies.

The object of a regrant is to enable the money, which was voted, but could not be utilized on a particular object in the year in which it was originally voted, to be devoted to that object next year. It ought not, except in very exceptional cases, to be diverted to another object and it is generally objectionable to transfer funds which were voted as a non-recurring item to a purpose which will in effect be a recurring charge on Government.

13.17. (i) *State Budget*.—Reappropriation which implies the transfer of funds from one primary unit to another within a grant or head, is only permissible when it is known or anticipated that the appropriation (allotment) for the primary unit from which funds are to be diverted will not be utilized in full, or that savings can be effected in the allocation of funds for that primary unit.

Re-appropriations.

A reappropriation is not permissible (a) from one grant to another (b) within a grant, after the close of the financial year.

(ii) *Consolidated Budget*.—Reappropriations of approved allotments between the major heads of the development programme of five years will be permissible with the approval of the State Government so long as the allotments approved under the following three groups are not exceeded:—

- (i) Loan,
- (ii) Other than loan, and
- (iii) Recurring expenditure under State/Block Headquarters.

CHAPTER XIV

PROGRAMME PLANNING

14.1. The need for efficient procedure in the sphere of planning of the work programme is as vital as in its execution. The essence of planning consists in determination of priorities between numerous competing needs and judicious allocation of resources by the selection of alternative means so as to achieve the maximum results, over a specified period, through optimum utilization of our limited resources in men, money and material.

14.2. The present position with regard to preparation of plans at various levels is not satisfactory. Very few Districts, have prepared Village, Block and District Plans. Only *ad hoc* targets have been fixed at the Block, or District level by the District level Development staff on the basis of the estimated amounts available under the Community Development and National Extension Service budgets without taking into consideration the local needs or resources, people's readiness and participation or the financial provisions and facilities made available under the State Five-Year Plan Schemes and the Centrally sponsored Plan Schemes. Neither the targets have been worked out on this basis nor the ways and means to achieve the targets have been determined. It is, therefore, necessary that this aspect of the Community Development work should receive attention of all concerned and the future programme should be drawn up on a well thought out basis.

14.3. People's participation in all matters, at all levels, and in all stages, is the first and foremost principle of Community Development. The various agencies concerned with planning command different resources, collect different parts of the data, and occupy different places, which determine their separate, though complementary roles in planned development. The broad objectives, over all general pattern, the basic assumptions about the resources, the measure of help likely to be available to the districts from outside and the details of the major schemes are to be furnished by the Centre and the State. The people's agencies at the district, block and village levels, assisted by the Development staff of all categories, should work out, within this frame-work, content and targets of the programmes, location or coverage of various schemes, and allocate resources in their respective sectors. Just as it is not possible for a village, or any other area for that matter, to prepare a comprehensive and realistic plan without knowing the general pattern of development or the frame-work of the plans, it is not possible for the State Government to work out the concrete details of the programme unless the people's organizations at various levels play this role. The process of plan making should, therefore, be a joint undertaking in which all the agencies concerned with planning participate. The power of decision making, in approving the programmes and allocation of priorities, which is the essence of democratic planning, should vest in people's organizations at various levels.

14.4. Apart from the special allotments under the Community Development programme, there are other schemes sponsored by different departments under the Five-Year Plan and financed either wholly from out of State funds or partly out of State funds and partly out of Government of India funds in the shape of grants and loans. The beneficiaries whether individuals or Panchayats or Co-operatives have also to make contributions out of their own resources.

Integration of Community Development and Five-Year Plan Schemes.

All these schemes should be integrated, together with corresponding allotments, at the appropriate level not only because the schemes are inter-related and cannot be considered in isolation but also because they affect and depend upon the participation by people in the same area. The plan-frame for the general development of the State should thus be broken down to the district and block level and integrated with the plan for community development. It would further be necessary for the Block staff to break up in consultation with Block Development Committee this integrated plan for the Block into smaller units, Gram Sevak's circle and villages and lower down to families wherever possible. It should thus be possible to build up a complete picture of the integrated plan for each village, the Block, the District and the entire State.

14.5. The detailed procedure for co-ordinating the scheme of Rural Development and Welfare Departments included in the Five-Year Plan and those of the Community Development Organization is indicated below:—

Detailed procedure for co-ordinating Plan Schemes.

- (i) The heads of Departments should work out the details and break up of the plan schemes for each financial year indicating expenditure and physical targets for each District and intimate it to the Deputy Commissioner/District Officers of the Development Departments concerned.
- (ii) The Deputy Secretary Community Development should intimate to the Deputy Commissioners/Block Development Officers blockwise break up of expenditure and physical targets for a particular year under each head of development.
- (iii) The Deputy Commissioners on receipt of the break up at (i) and (ii) above should in consultation with the District Development Officers and the Block Development Officers distribute and earmark the funds and physical targets for block and non-block areas taking into consideration the over-all picture of funds available and the targets to be achieved under the Five-Year Plan Schemes and the Community Development programmes. In doing so they should keep in mind priorities for allotment of funds to post-intensive, National Extension Service, non-block areas and Community Development Blocks. Detailed instructions in this connection have been issued by the Development Department which are reproduced in Annexure XXIII.

The District and Inspector level officers of the various Development Departments and the Block Development Officers and their staff should work in co-ordination for implementing the programmes on the basis of the break up made in this manner unless a change is subsequently made or conveyed by Government.

14.6. With a view to facilitating the work of making the District-wise break up at the level of the Heads of Development Departments concerned with the Five-Year Plans including the Deputy Secretary, Community Development and at the level of the District, it has been considered advisable to prescribe proformas. The Planning Department have in consultation with the Community Development Organization drawn up three proformas, namely, A, B and C as reproduced in Annexure XXIV. Proforma 'A' will be filled by all Heads of Departments concerned with the Five-Year Plan and forwarded to all Deputy Commissioners and their district Officers. Proforma 'B' will be prepared by the Deputy Secretary, Community Development for each District separately and forwarded to Deputy Commissioners as well as Block Development Officers concerned. Proforma (c) will be prepared by each Deputy Commissioner for his district on the basis of the information contained in proformas 'A' and 'B' in consultation with the District Officers of the various Development Departments and Block Development Officers concerned. Relevant copies of proforma 'C' will be made available to District Officers of Development Departments and Block Development Officers. Relevant copies will also be sent by them to the Heads of Departments concerned. Complete copies of proforma 'C' will be sent by Deputy Commissioners to the Development Commissioner.

In this proforma the Heads of Departments concerned with the Five-Year Plan will prepare a District-wise break up of expenditure targets as well as physical targets for their schemes to be executed during a particular year on the basis of Budget estimates for that year. After completing this proforma they should forward copies to all Deputy Commissioners and their respective Departmental Officers in the Districts, within 15 days of the date on which final discussions of Departments in respect of their Schedules of New Expenditure for a particular year for Five-Year Plan schemes with the Finance Department are over.

Proforma 'A' to be filled in by Heads of Departments.

- (1) While filling up the proforma the schemes under each sub-head of development should be classified into the following two groups:—

Classification of schemes.

- (i) *Group I.*—Schemes benefiting particular place/area/District which are specifically located. This group will include regional schemes of which location at a particular place/tehsil/district/area in a district has already been determined, at the State level.
- (ii) *Group II.*—All Schemes which though allocated district-wise, have to be further located in one or the other area/place of the District. Grant-in-aid and local schemes specifically named as such in the plan should be shown under this group.

The Heads of Department concerned with the Five-Year Plan should not include in this proforma the Schemes, which though specifically located, benefit the whole State, e.g., Bhakra Nangal Project, opening of a Medical College, expansion of Veterinary College, etc.

**Scheme benefit-
ing the whole
State not to be
included.**

Schemes in group I should be entered in proforma 'A' first and their total struck when all schemes under this group have been entered. Then all schemes under Group II should be entered and a total for them made. A grand total for all the schemes in group I and II should be struck at the end of the proforma.

**Total of schemes
in groups I and
II.**

Various columns of the proforma should be filled as follows:—

**Instructions for
filling various
columns of the
proforma.**

- (1) *Column 1—Serial No.*—This serial number will start from 1 and will remain continuous for all schemes under Group I and as well as Group II. This has no connection with any other numbering in plan documents or elsewhere.
- (2) *Column 2—name of scheme.*—The name of the scheme should be the same as it exists in the Annual Plan for a particular year approved by the Planning Commission, as the result of discussions held in the matter with the State Government.
- (3) *Column 3.*—This column, against each scheme will comprise items:—
 - (a) expenditure targets, and
 - (b) physical targets.

It means that against each scheme, the departments will give expenditure targets in columns 4 to 22. Below these expenditure targets, departments will be given the physical targets indicating the standard or unit in which the target will be assessed (e.g., number of wells, schools, etc.).

(4) *Column 4: State total for a scheme for a particular year.*—In this column for each scheme there will be two figures:—

- (a) for expenditure target; and
- (b) for physical target.

The expenditure target in this column will be the Budget Estimate as adopted in the Schedule of New Expenditure for the particular year for the relevant scheme. The physical target will be that adopted for the particular year for the relevant scheme on the basis of provision made for that year as shown at (a)

expenditure target. It is the State total for each of the two items against each scheme, which has to be split up district-wise in columns 5 to 22 of the proforma. Distribution of the expenditure targets and physical targets over various districts should be prepared considering the needs and conditions of each district and also keeping in view the decisions made regarding location of schemes.

It will be observed, therefore, that in columns 4 to 22 there will be two figures appearing against each schemes on two separate lines. One will be money figure in thousand rupees against (a) expenditure targets, and the other will be physical target figure in such terms as applies in case of each scheme against the items (b) physical targets.

- (5) *Columns 5 to 22.*—Already covered above, each of these columns will contain two figures against each scheme as explained in respect of column 4 above.

Column 23.—Requires no comments.

II. Proforma B

14.7. This proforma will be filled up by the Community Development Organization at the State Headquarters and copies of relevant proformas will be forwarded by this organization to each Deputy Commissioner concerned and to each Block Development Officer. As in the case of Heads of Departments concerned with the Five-Year Plan, the organization will also prepare and despatch this proforma to the Deputy Commissioners and Block Development Officers within 15 days of the date on which final discussions with the Finance Department, in regard to the Budget Estimate for the particular year of the Community Development and National Extension Service Programme have been completed. The *proforma* will be prepared for each district separately. Various columns of the *proforma* should be filled as follows:

Proforma 'B' to be filled up by the Community Development Organization at State Headquarters.

(1) *Column 1: Serial No.*—This number should start from 1 and be continuous, a number being allotted to each item appearing in **Instructions for filling proforma 'B'.** column 2.

(2) *Column 2.*—In this column will be stated the name of each development head of expenditure such as Agriculture, Animal Husbandry, Reclamation, Irrigation, Education, Social Education, Health and Rural Sanitation, Communications, Rural arts and crafts, Rural Housing, etc. The serial order in which expenditure head should appear in the proforma should be as follows:—

- (1) Agricultural and Animal Husbandry.
- (2) Irrigation.

- (3) Reclamation.
- (4) Health and Rural Sanitation.
- (5) Education.
- (6) Social Education.
- (7) Communication.
- (8) Rural Arts and Crafts.
- (9) Rural Housing.

(3) *Column 3: Total cost and target during a particular year.*—In this column against each Development Head should be stated separately—

- (a) cost in hundred rupees and
- (b) physical targets.

The cost and target against each development head stated in this column should be the figures which are to be adopted for the Budget Estimates for a particular year for the relevant district of which this *proformas* is being filled. These are the aggregate figures, which have been arrived at after adding together the budget allotments and physical targets of all the blocks of the District.

- (4) The number of subsequent columns of this proforma will differ from district to district according to the number of blocks functioning in each district during a particular year, one column being allotted to each block. Under each column for each relevant block two figures will appear separately. One for the cost to be incurred during that year and the other for target to be achieved during the same year. Entries for all blocks in subsequent columns should be made accordingly.
- (5) After entries for all Heads of Development have been made, a total should be struck.
- (6) If any remarks are to be given, a remarks column should be inserted in the proforma after the last column.

III. Proforma 'C'

14.8. This proforma is to be prepared by each Deputy Commissioner for his District on the basis of information to be received by him from each Head of Department concerned with the Five-Year Plan in proforma 'A' and from the Headquarters organization of Community Development in proforma 'B' within 15 days of the receipt by him of these proformas. A specimen of proforma 'C' is given at Annexure XXIV. This relates to Kangra District. Other Deputy Commissioners will prepare similar proformas according to the Blocks functioning in their districts and

Proforma 'C' to be prepared by Deputy Commissioners.

the non-block areas involved. It will be seen that *proforma* 'C' for a district should contain columns from Column 5 onwards on Tehsil basis, one column for each block in the Tehsil and separate column for the "non-block area" in the Tehsil.

The Deputy Commissioners on receipt of *proforma* 'A' and 'B' should arrange Block-wise break up of expenditure and physical targets and expenditure for the block and non-block areas in each Tehsil in consultation with District Officers of each Development Department concerned with Five-Year Plan and Block Development Officers concerned. It is left to the Deputy Commissioner to do this in such a manner as he considers suitable. He should proceed with the work as soon as he has received *pro forma* 'B' and *pro forma* 'A' from some Heads of Departments only. He need not wait till he has received this information from all Heads of Departments. The Deputy Commissioner should arrange a meeting with District Officers of the various Development Departments concerned with the Second Five-Year Plan and the Block Development Officers in his District for this purpose. Physical targets assigned to a block will in certain cases be tentative, to be finalised with the Block Development Officer later after he has discussed their feasibility with Block Extension Officers, Gram Sevaks, Panchayats and Block Advisory Committee.

A separate *proforma* 'C' should be prepared for each head of Development Entries in the *proforma* should be made in the following order:—

Separate proforma for each head of Development.

- (1) Schemes under the head of Development from *proforma* (A) under Group I should be picked up and entered in the same serial order as these appear in *proforma* (A). Since these schemes are specifically located, what will be required to be done will be to pick up entries from *proforma* 'A' and post them in *proforma* 'C' in the relevant columns.
- (2) After entries for schemes in Group I have been completed, relevant schemes under Group II from *proforma* 'A' should be picked up and a break up over the various block and non-block areas in each Tehsil should be made. As already stated this break up should be made taking into consideration the over all picture of both block and Departmental funds.
- (3) After entering for all the relevant schemes under Group II from *proforma* 'A', relevant figures of Development expenditure (for the head concerned) should be picked up from *proforma* 'B' and entered in this *proforma* 'C'.

After all entries in this *proforma* for the relevant development sub-head have been made a total should struck at the end of the *proforma*.

Similar actoin should be taken in respect of each development sub-head.

Entries in the various columns of the *proforma* should be made as follows:—

Instructions for filling up proforma 'C'.

- (1) *Column 1: Serial No.*—Numbers in this column should start from 1 and be continuous for each development sub-head. These serial Nos. will not have any relation with serial Nos. in other *proformas*.
- (2) *Column 2: Name of Scheme.*—The name of scheme will be the same as in *proforma* 'A'. In case of entries picked up from *proforma* 'B', the name of head of development expenditure should be stated.
- (3) *Column 3.*—Entries in this column will be made in the same manner as has been indicated for making entries in column 3 of *proforma* 'A'.
- (4) *Column 4: District Total for the scheme for the year.*—The figures for this column should be picked up from the column relating to the relevant district under the development sub-head concerned in *proforma* 'A' for the relevant scheme. The money figures, of course, should be concerted into hundreds.

These are the figures (column 4) which have to be split up and spread over the various subsequent columns against two items for each scheme.

(a) Expenditure targets.

(b) Physical targets.

- (5) *Column 5: Onwards.*—Already covered, under 4 above.

After *proforma* 'C' has been completed for all development sub-heads the following action should be taken by each Deputy Commissioner:—

- (1) Relevant extracts of *proforma* 'C' should be given to Block Development Officers concerned.
- (2) Copies of relevant *proforma* 'C' should be given to each District Officer of the Development Department concerned.
- (3) Copies of relevant *proforma* 'C' should be sent to each Head of Development Department concerned.
- (4) A copy of the *proforma* 'C' for the whole district covering all development sub-heads should be sent to the Planning Department.
- (5) Another complete copy as at (4) above should be sent to the Development Commissioner.

The whole process of preparing *proforma* 'C' and of action indicated above should be completed within 15 days of the receipt by the Deputy Commissioners of *proformas* 'A' and 'B'.

14.9. The Planning Department has not made any arrangements for the printing of *pro formas* 'A', 'B' and 'C'. The Heads of Departments, the Development Commissioner and the Deputy Commissioners will prepare the **Preparation of forms of pro formas 'A', 'B' and 'C'.** relevant *proformas* for use in their offices as no supplies will be made by the Planning Department for this purpose. This may be clearly noted.

14.10. Government attach the greatest importance to this work of programme planning, and expects that the dates prescribed for the completion of this **Importance of Programme Planning.** work at various stages should be strictly adhered to. The object of this exercise is to break up programmes of action for each year over each district and each tehsil and block within it, so that from the very beginning each implementing unit and every official concerned with the programme knows what funds exist for various schemes and what effort he is expected to make. It will also enable Deputy Commissioners and their District staff to check up progress from time to time to ensure suitable and full performance. This evaluation is very necessary to find out the weak spots in execution. Timely steps should be taken to remove the difficulties and bottlenecks coming to light and to gear up the administrative machinery.

14.11. These instructions and *proformas* should be studied carefully. If there are any points, which require clarifications, the same should be referred to **Proformas be studied carefully.** the Development Commissioner.

CHAPTER XV

FIXATION OF TARGETS

The need for targets and their character. 15.1. The National Extension Service work is an action programme. It is not enough to declare its aims and objectives in broad terms. It is necessary, in order to watch performance, to state precisely what it proposes to achieve in concrete terms right from the beginning. Statements of actual physical achievements are of limited value for analytical purposes and abstract numbers assume significance only in relation to some standard or target against which meaningful comparison can be made. This brings in the question of targets. The Block Development Officers should, therefore, have a definite plan of action which should include achievement of targets and a working plan to achieve the targets within the allotted time and resources. The working plan should not be rigid, as it may have to be changed from time to time, but the fulfilment of targets should never be lost sight of. In fact any change in the working plan will be justified mainly to the extent that it helps to achieve targets. The targets must reflect not only needs and requirements but also the opportunity for extending a particular activity in the particular block or village. In other words, the targets fixed must be realistic and not arbitrary. The targets should be fixed for each activity, not only for the whole programme period, but further broken into yearly, six-monthly, quarterly, and if possible even monthly, targets. Short period targets, that is monthly and quarterly targets will have to take into account the seasonal factor and the time a particular activity has been in operation. In short, the targets should reflect what reasonably can be accomplished during a given period of time with the given amount of resources.

15.2. In this background the basis on which targets may be fixed is discussed below in broad outline. This is not rigid and is not to be followed in such a manner but merely indicative of possibilities.

Basis for targets.

AGRICULTURE

Reclamation of land.—Total area that can be reclaimed within the allotted funds, plus the area that can be got reclaimed by leasing cultivable waste land to small tenants or landless labourers should be the basis of targets.

Distribution of fertilizers.—For areas with extensive irrigation facilities, the targets should be fixed on an average of 120 maunds per village. In the case of areas which depend largely on rainfall, the scale varies from 60 to 80 maunds. In the case of hilly areas, the targets should not be more than 25 maunds per village in view of the special conditions of those areas.

Distribution of improved seeds.—The targets should be to cover the entire area under cereals (Wheat, bajra and other millets including maize, paddy, gram, cotton, oilseeds and sugarcane) with improved quality of seeds.

Line-Sowing of Cotton.—The entire area under cotton in the block should be sown according to the line-sowing method during the scheme period.

Japanese method of Rice Cultivation.—At the end of the Block period at least 10 per cent of the total area under paddy should be cultivated according to the Japanese method.

Distribution of improved implements.—The scheme should cover at least 25 per cent of the agricultural families.

Compost pits.—There should be at least one compost pit per agricultural family according to the approved specifications by the end of the Block period.

Plantation of trees.—(a) Fruit trees 1000 trees per Village Level Worker may be the target.

<p>(b) Timber trees, 5000 trees per Village Level Worker may be the target</p> <p>(c) Other trees, 1000 trees per Village Level Worker may be the target</p>	}	<p>At least 10 per cent of the trees planted should survive.</p>
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Model Farms.—Two model farms per Village Level Worker which should conform to the definition of a real Model Farm. These farms should maintain regular accounts in registers to be specified for the purpose.

Demonstration plots.—Two demonstration plots per village. A demonstration plot refers to one crop period.

Irrigation.—(Percolation wells and tube-wells). Targets for sinking of percolation wells, installation of pumping sets and tube-wells should be fixed with reference to budget allocations.

ANIMAL HUSBANDRY

Veterinary First Aid Centres.—One Centre per Village Level Worker may be the target.

Supply of Pedigree Bulls.—One bull for each group of villages entrusted to a Village Level Worker.

Supply of Improved Poultry Birds.—Targets should be fixed according to budget allocations under the head 'Poultry Development'.

Ponds stocked with fish.—In this case also the target should be fixed in relation to budget allocations.

HEALTH

New Hospitals and Dispensaries.—The targets fixed should be according to the budget allocations.

First Aid Centres.—The target should be fixed at the rate of one First Aid Centre per Village Level Workers' group of villages.

Maternity and Child Welfare Centres.—The target fixed should be according to budget allocations.

Sanitation.—No uniform basis can be adopted for fixing targets for construction of drains, pavement of streets, remodelling of wells and sinking of new wells for drinking water. These have to be related to special conditions obtaining in development areas and also according to the budget allocations.

Communications.—At least one mile of kacha roads per inhabited village should be constructed.

Education.—The target should be fixed according to budget allocations.

SOCIAL EDUCATION

Adult Literacy Centre.—Two Centres per Village Level Worker's group of villages should be organized.

Community Centres.—The target should be at least one Community Centre per Village Level Worker's group of villages.

Reading Rooms.—The target should be fixed at least one Reading Room per Village Level Worker's group of villages.

Women's Organizations.—One women's organization per Village Level Worker's group of villages should be set up.

Children Parks.—At least one Children Park should be set up per Village Level Worker's group of villages.

Young Farmers' Clubs.—At least two Young Farmers' Clubs should be organized per Village Level Worker's group of villages.

Co-operative Societies.—One co-operative society per village should be the target. Of these one society per block must be a co-operative marketing society.

Variations in the physical targets once fixed will be permissible with the approval of the State Government.

15.3. The targets for various items of work in the Block areas were proposed in the past, without consultation of the District Officers of various Development Departments. In some cases the Heads of Development Departments pointed out that the targets were not realistic. The Planning and Development Commissioner, Punjab has therefore decided that targets, in respect of each block, should be proposed now after consultation with the District Development Officer concerned. The Block Development Officers are advised to contact the District Development Officers concerned in the matter and submit the targets of their block in respect of all types of activities for the approval of Planning and Development Commissioner. The targets proposed should be of various items of activities as per list in the Annexure XXV. In addition to these, targets may also be proposed in respect of those items against which funds have been provided by the Development Departments concerned in addition to block funds. For the expeditious approval of the targets, these should be sent separately under each programme, viz., Agricultural, Animal Husbandry, Education, Co-operation, Health and Sanitation etc., as soon as these are approved by the District Development Officer concerned. The targets sent by the Block Development Officer should also be countersigned by the District Development Officer concerned.

Targets to be fixed in consultation of District Officers.

15.4. The Deputy Commissioners should pay personal attention to the problem of fixation of targets in the Blocks. They should convene a meeting of the Block Development Officers concerned, which may also be attended by the Block Extension Officers and District Level Officers of the Development Departments, where targets for each Block may be finalized on year to year basis.

Deputy Commissioner and fixation of targets.

15.5. Our past experience with regard to fixation of targets suggests that most of the Block Development Officers generally fix them in such a way that in several items, three years targets are shown to have been achieved in six months. The Deputy Commissioners should look to this side of the problem as well so that realistic targets are fixed for each Block. Only on the basis of realistic targets, it will be possible to assess the work of each Block correctly. The Deputy Commissioners should ensure that targets are worked out keeping in view the following factors:—

Targets fixed on the low side.

- (1) Local conditions and possibilities of development.
- (2) Funds available from the Block and other Development Departments budgets.
- (3) Contribution of the people, Village Panchayats, Market Committees, District Boards and other non-official organizations.

CHAPTER XVI

DELEGATION OF POWERS

Financial Powers. 16.1. The Block Development Officers have been declared Drawing and Disbursing Officers in regard to all expenditure to be incurred in the Block areas under the Community Development Scheme, and which is to be debited to the head '63-B Community Development Projects-National Extension Service and Local Development Works. They have also been delegated financial powers for the sanction of schemes as per details given in the Annexure XXVI-A-I. Similarly the Sub-Divisional Officers, the Deputy Commissioners, the Commissioners and the Development Commissioner have been delegated financial powers as in the Annexures XXVI-A-I. These powers have been delegated so that most of the schemes may be sanctioned expeditiously at the block/District level/State level and the execution of the development programme may not be delayed for want of sanction from State Headquarters and also from the Finance Department.

Financial powers to Sub-Divisional Officer's in hilly areas. 16.2. In the hilly areas, the Deputy Commissioners are not in a position to exercise an effective control over the functioning of Development Blocks owing to long distances. To meet this difficulty, the Sub-Divisional Officers functioning in such areas have been delegated powers as exercised by Deputy Commissioners. A copy of the Punjab Government letter to this effect is reproduced at Annexure XXVI-A-I.

Conditions applicable to delegation of powers. 16.3. The powers delegated to various officers are to be exercised subject to the following conditions:—

- (i) The expenditure does not exceed the budget provision.
- (ii) The share of the Centre and the State as prescribed and agreed to is not exceeded in any project/block without prior reference to Government.
- (iii) The scales of pay are identical with those allowed to regular Government servants of similar class. Where deviation is intended, previous consent of Government is obtained and advance increments are given with Government's approval.
- (iv) These powers are not exercised in respect of loan schemes.
- (v) These powers will remain in force for the block period or till modified by Government earlier.
- (vi) No extra staff would be provided to the Sub-Divisional Officers/Deputy Commissioners who would sanction these schemes after

personal examination and if necessary after discussion with the Block Development Officer concerned.

- (vii) Copies of all sanctions issued by the Sub-Divisional Officers should be endorsed to the Development Commissioner/Accountant-General/Finance Department, for their information.

16.4. The Block Development Officers have been declared as Controlling Officers for travelling purposes under Rule 2.107 of the Punjab Civil Service Rules Volume III (Travelling and Allowance Rules) in order to authorise them to countersign the Travelling Allowance Bills of the non-gazetted staff working under them. Similarly the Deputy Commissioners have been declared as Controlling Officers for this purpose under Rule 2.107 read with Serial No. 31 of the Punjab Civil Services Rules, Volume III (Travelling and Allowance Rules) and they have been authorised to countersign the Travelling Allowance Bills of the Block Development Officers working in their Districts. The Deputy Commissioners of Gurdaspur and Patiala have in addition been declared controlling officers for the purpose of countersigning the T.A. Bills of the Principals of the Extension Training Centres, Batala and Nabha, respectively.

Countersignatures of T.A. Bills.

16.5. As drawing and disbursing officers, the Block Development Officers are authorised to draw postage stamps for use in their offices from the Treasury under Rule 8.18 of the Punjab Financial Rules, Volume I. The postage stamps should be drawn in the form S.T.R. 33 as reproduced in the Annexure XXVII.

Powers to draw postage stamps.

16.6. In incurring and sanctioning expenditure, disbursing officers and sanctioning authorities, should be guided by the following fundamental canons of financial propriety:—

Fundamental canons of financial propriety.

- (1) The same vigilance should be exercised in respect of expenditure incurred from Government revenues as a person of ordinary prudence would exercise in respect of the expenditure of his own money.
- (2) No authority should exercise its powers of sanctioning expenditure to pass an order which will be directly or indirectly to its own advantage.
- (3) That the expenditure should not exceed the sanctioned amount and that the expenditure in anticipation of funds is incurred only in authorised cases.
- (4) That money actually paid is under no circumstances kept out of account a day longer than is absolutely necessary even if it has been paid without proper sanction.

- (5) No claims against Government not preferred within six months of its becoming due can be paid without the sanction of the Accountant-General, Punjab. This condition does not apply to contingent expenditure.
- (6) No expenditure should be incurred without obtaining prior sanction of competent authority.
- (7) A sanction for any fresh charge which has not been acted on for a year must be held to have lapsed, unless it is specifically renewed with necessary provision in the budget estimate.
- (8) Sanction to the expenditure of money becomes operative only when funds have been appropriated to meet such expenditure and does not become operative until they have been so appropriated. In other words the following two elements are necessary before public money can be spent on any object or work:—
 - (i) Firstly that there must be an act of sanction of an authority competent to sanction.
 - (ii) Secondly, that there must be an act of appropriation (Allotment) of funds for the purpose by an authority competent to appropriate.
- (9) In all proposals for sanction of expenditure, it should be distinctly stated whether provision for the proposed charge has or has not been made in the budget estimates of the year, and if it has not been made whether the funds can be found by reappropriation.
- (10) Under no circumstances may charges incurred be allowed to stand over to be paid from the grant of another year.
- (11) It is not permissible to draw advances from the treasury to prevent the lapse of allotments at end of the financial year.
- (12) No money should be drawn from the treasury unless it is immediately required for disbursement. In no case an amount drawn from the treasury should be kept in suspense beyond a period of three months.
- (13) When a scheme is sanctioned for execution, all material or equipment required for this purpose as detailed in the scheme, should be purchased through the approved sources to ensure that public money is spent at comparatively low rates than prevailing in the market.

(14) The sanction of a scheme or work also covers the sanction to purchase relevant material and equipment detailed in the scheme within that amount and no separate financial sanction is required for different parts of a scheme.

(15) The time barred claims over six months old and above should not be paid and should be referred to the administrative Department for necessary action.

16.7. Contingent expenditure is of two kinds—recurring and non-recurring. While exercising the delegated financial powers, great care should be taken to distinguish between these two types of contingent expenditure. Powers for recurring expenditure should not be utilized for non-recurring expenditure and *vice versa*. A copy of important delegation in this respect given in Rule 20.8 of the Punjab Financial Rules, Volume I, is at Annexure XXVIII.

16.8. Grant-in-aid expenditure can also be of a recurring and non-recurring nature. The utmost care should be taken to incur this kind of expenditure strictly in accordance with the conditions laid down by the competent authority in the letter of sanction. While paying grant-in-aid to the Panchayats for executing rural health and sanitation programmes, the contributions made by the Panchayats should be accepted to the approved extent, both in the form of labour and money. In deserving cases, the share of Government may be advanced to the Panchayats for starting such works provided equal contributions are immediately arranged by the Panchayats concerned for expenditure afterwards.

CHAPTER XVII

FORMULATION AND SANCTION OF SCHEMES

17.1. For the formulation of a scheme, the following basic principles should be observed:—
Conditions applicable to schemes.

- (1) Each Scheme should have some objective or target to achieve within the scheduled period, under the approved programme.
- (2) Necessary provision of funds must exist in the State budget of that financial year for the purpose of implementing it.
- (3) The assistance and co-operation of the people to be benefited is forthcoming.
- (4) The details are prepared by some responsible official of the technical department concerned.
- (5) There are sufficient grounds to justify the anticipated benefits that it will procure for rural people.
- (6) Necessary material and equipment will be available for its execution.
- (7) The self-financing schemes are financed by loan money only.

17.2. The forwarding letter of the scheme should contain invariably full information in respect of the following points:—

Information which should accompany a scheme.

- (1) The total allotment of funds for the scheme in the consolidated budget for three years. Five years in the case of C-D blocks/ stage I blocks.
- (2) (a) Letter No. and date with which sanction of expenditure for the same scheme was accorded previously.
(b) The total expenditure incurred on the scheme up-to-date.
- (3) Total amount which is provided in the State budget for the scheme during the financial year concerned.
- (4) If any excess amount is involved, a definite proposal for diversion of funds from the provision for a particular scheme, to meet the extra expenditure during the year should be submitted.
- (5) The sources from which the material and equipment required for the implementation of the scheme, is to be purchased should be indicated. The details and cost of the material and equipment should

be included in the body of the scheme so that no duplication in sanctioning the purchase of material and the like occurs afterwards.

17.3. A scheme prepared should be self-contained and its important features should be explained under the following headings:—

Other details regarding a scheme.

- (1) The name of the Scheme and its objects and targets.
- (2) Existing facilities and people's contributions, if any.
- (3) Material and implements that will be required for the execution of the scheme.
- (4) Financial implications showing total cost of the scheme and budget provision thereof.
- (5) Administrative arrangements for its execution and for its maintenance afterwards, if necessary.
- (6) Whether technical sanction if required has been taken or not.

Before submission of a scheme to the competent authority for sanction, it should be ensured that the information required above is complete in all respects so that its sanction is not delayed on this account. On receipt of sanction, steps should be taken to implement it immediately and in fact preliminary steps should be thought of even before a scheme is sanctioned. Once the copy of the sanction goes to the Accountant-General, Punjab, there is no difficulty in drawing the money for expenditure on the scheme. In case the sanction of a scheme falls within the competence of the Block Development Officer, he should convey the sanction to the Accountant-General, Punjab, along with a copy of the detailed scheme. The copies of the sanction and the detailed scheme should also be forwarded to the Development Commissioner, Punjab, Commissioner of the Division, Deputy Commissioner, and the Finance Department. A model draft sanction for the guidance of Block Development Officers is enclosed at Annexure XXIX.

17.4. Detailed procedure for the formulation and submission of schemes has been explained in paras two and three above. To translate these into a more easily visual form the *proforma* as in Annexure XXX has been prescribed for all schemes, whether to be sanctioned by the Block Development Officers or the other authorities. The *proforma* is simple and self-explanatory and a strict and careful compliance with its requirements would expedite the sanction of schemes. It is essential that the Block Development Officers should take special pains to ensure that the *proformas* are complete in all respects before a scheme is either sanctioned by them or sent up for sanction to the higher authorities. Schemes which do not give full information as required by this *proforma* would run the risk of rejection or delay.

Proforma for schemes and relevant registers.

17.5. The following points would clarify further requirements of the various items of this *proforma*: —

Clarification regarding various items of the *proforma*.

(a) *Items No. 1-4.*—These items relate to *factual* information and so call for no comments.

(b) *Item No. 5.*—*Head and Minor Head to which the cost of the scheme is debitable.*—In addition to the Head and Minor head to which the cost is to be debitable, an effort should be made to give the exact item of the schematic budget under which the scheme is being sanctioned. In the case of Blocks of which the schematic budget has not been sanctioned by the time the scheme is put up, a note to this effect may be given.

(c) *Items No. 6-8.* These items are of a *factual* nature and so do not call for any comments.

(d) *Item No. 9. Total cost including the total recurring cost of the scheme.*—The cost of the scheme to be given should include not only the cost to be borne by the Government but also the amount to be contributed by the public. In the case of the recurring cost, it should be indicated for the entire period of the scheme and not only for the first year of the scheme.

(e) *Items No. 10 and 11.*—Call for no special remarks.

(f) *Item No. 12.*—Share (a) *which the villagers would contribute, e.g., 25 per cent, 50 per cent* (b) *which the Government would contribute specific amount, etc.*—The percentage of the cost of the entire scheme to be shared by the Government and the people as also the amount of cost to be borne by both should be indicated clearly in both the cases.

(g) *Item No. 13.*—Calls for no special remarks.

(h) *Item No. 14.*—*Brief description of the scheme.*—Under this item the aims and objects of the scheme should be explained, e.g., this is a scheme for the supply of drinking water wells in a particular block. It is proposed to cover one village in the circle of each Gram Sevak under this scheme. The scheme will be financed by _____ per cent of grant/loan by the Government while the rest would be contributed by the public in the form of land and free labour _____ per cent of the cost, cash contribution _____ per cent of the cost, contribution in the form of material, etc., etc.

(i) *Item No. 15. Detailed justification for the Scheme, etc.*—Full justification for the undertaking of the scheme, the provision of a grant as also the per cent of the grant, the staff involved, the recurring cost, the period for which it is proposed to run the scheme, etc., together with a full justification for all the salient points of the scheme should be set forth here.

17.6. To enable the Block Development Officers to keep a proper watch over the timely sanction of schemes and expenditure under the various sub-heads as also the various items of the schematic budget, it would be necessary to maintain a register in two parts in the form of List No. I and List No. II of Annexure XXXI and XXXII. All schemes sanctioned by the Block Development Officers or sent by him for sanction to the higher authorities would be entered first in a chronological order in List No. I of Annexure XXXI and then posted headwise/sub-headwise in another part of the same register in the form of List No. II of Annexure XXXII. The *proformas* for these two lists are fairly simple and there is no need to offer any further comments or clarifications. It must, however, be appreciated by all concerned that the entire structure of the accounts of the block in so far as they relate to schemes would depend basically on the correct maintenance of these two lists and the Block Development Officers should, therefore, make it their personal responsibility to ensure that these two lists are maintained properly and up-to-date. Renewals of schemes involving staff and reappropriations would be very easy if these two lists are kept up-to-date and in proper order.

17.7. Side by side with the maintenance of proper lists of schemes in the blocks as mentioned in the above paragraph, it is necessary also to have a proper register of record not only of the schemes sanctioned by the head office but also of all schemes sanctioned by the Block Development Officers, Deputy Commissioners or Commissioners. For this purpose each Assistant at the headquarters dealing with schemes, would maintain a special register of schemes in the form of List No. III in Annexure XXXIII. The form prescribed is simple and if adopted would not only enable the schemes to be sanctioned in time but also their entire movement to be watched from stage to stage. These lists can be kept up-to-date only if the Block Development Officers, Deputy Commissioners and Commissioners send copies of all the schemes sanctioned by them to the Development Commissioner.

17.8. As in almost all schemes, it is presumed that a considerable amount of contributions from the people to supplement Government's resources will be forthcoming, the extent of these contributions in the form of cash or kind or voluntary labour may be roughly of the following order:—

- (a) *Drinking Water-supply and Drainage.*—A minimum of 25 per cent of the expenditure should be contributed by the villagers. In our State the contribution has been fixed at 50 per cent of the total cost but in the case of Harijans and other poor sections this condition has been relaxed and they are required to contribute only 25 per cent of the total cost in the shape of labour, material or cash.
- (b) *Roads.*—Kacha roads should be constructed by the villagers at their own cost. Culverts on kacha roads will be constructed on sharing

basis between the Government and the villagers. It would be, however, better if the unskilled labour is contributed by the village people. The pacca roads would be constructed at Government cost excepting the contribution in the form of land and 100 per cent earthwork by the villagers.

- (c) *Education*.—A minimum of 25 per cent of the cost of additional buildings has been prescribed as contribution by the villagers. The land for these building is to be provided free of cost by the villagers. In the majority of the cases, the school buildings have also been constructed by the villagers without any help from the Government. The Block Development Officers can, however, recommend grant-in-aid for the construction of school buildings in those cases where full justification is forthcoming. In certain exceptional cases where the villagers are not able to contribute 75 per cent of the cost of school buildings, the Deputy Commissioner may relax the conditions and allow a grant-in-aid up to 50 per cent of the total cost of the school building. The reasons for relaxation in such cases should be reported to the Development Commissioner. The incidence of such cases however, should be kept to the minimum and preferably discretion should be used only in the case of villages hard hit by floods or water logging or reasons of similar nature. No relaxation should be made on the ground that a village is such and cannot raise its contribution. In such, cases, two or more villages should be persuaded to join together for constructing a school building at a place convenient to all concerned.
- (d) *Dispensaries*.—A minimum of 25 per cent of the cost of additional buildings should be contributed by the villagers.
- (e) *Panchayat-ghars and Community Recreation Centres*.—Grant-in-aid for the construction of separate buildings for Panchayat-ghars should not be given. The Ministry of Community Development have suggested that village schools may be utilized as the centres of village community life. In this background, instead of giving grant-in-aid for a separate building for Panchayat-ghar, grant-in-aid to the extent of 50 per cent ranging from Rs. 500 to Rs. 1,000 depending on local conditions may be given for constructing one or two additional rooms in a local school building. This additional accommodation should serve the purpose of a Panchayat-ghar or a Community Centre.

Equipment like furniture, radio sets, sports material, etc., has, however, to be supplied to these centres and a minimum of 25 per cent of the cost may be contributed by the villagers.

- (f) *Construction of Veterinary Dispensaries.*—At present the construction of Veterinary Dispensary buildings is not subsidised out of the Block funds. Keeping in view the need of more veterinary dispensaries in the country-side, the matter has been reconsidered and it has been decided that so long as the Agriculture Programme does not suffer, subsidy may be given for the construction of veterinary dispensary buildings out of the funds available under Head “Agriculture and Animal Husbandry”. The rate of assistance in such cases will be 25 per cent of the total cost of construction excluding the cost of the land. The rate of assistance will, however, be 50 per cent of the total cost of construction (excluding the cost of land) in areas declared as backward by the Punjab Government. Grant-in-aid should be given only for the construction of one building of veterinary dispensary in a block.

17.9. The following defects noted in the different schemes submitted by the Block Development Officers to the State Headquarters are pointed out for guidance so that these may not be repeated:—

Defects in the schemes submitted by Block Development Officers.

- (i) It has been noticed that there is generally a tendency on the part of the Block Development Officers to send up their schemes for sanction by the head office towards the end of the year. This may be due to a variety of reasons, e.g., awaiting sanction of schematic budgets, inability to fix up the location of implementation, non-availability of budget sanctions, reappropriations, etc., etc. The result is that there is a great pressure of work in the months of February and March and not only is expenditure rushed through but also injudicious expenditure occasionally takes place. This must be avoided at all costs and all blocks whose schematic budgets have not been sanctioned should, therefore, send up by the 25th August of every year all schemes which they propose to implement in their blocks within the particular financial year so that the same may be examined and sanctioned or returned or modified by the 1st week of September, and implemented well in time.
- (ii) Some of the Block Development Officers while submitting the schemes attach only one forwarding note, with a number of schemes. This creates difficulties as on examination many schemes are returned to the Block Development Officers owing to the defects that either the detailed estimates are not properly prepared or the *proforma* is not correctly filled in. A separate forwarding note may, therefore, be attached with each scheme in order to avoid delay in the issue of schemes.
- (iii) The *proforma* in which the schemes are submitted is not correctly filled in and the figures of the major head and minor head of

Schematic and Annual Budgets are generally confused in spite of the fact that detailed *proformae*, have been prescribed for the purpose, as in Annexure XXX. It appears that the Block Development Officers are not following the instructions regarding the filling up of these *proformae*. The common defects which are observed in filling in of the *proformae* are enumerated below.—

- (a) *Column No. 5.*—The Block Development Officers do not quote the full details of the Major Head and the Minor Heads to which the amount is debitable. A typical example is quoted as below:—

“63-B-Community Development Projects-National Extension Service and Local Development Works-National Extension Service Block, Hissar I.”

Obviously, this is incomplete and consequently wrong. It should be as under:—

“63-B-Community Development Projects-National Extension Service and Local Development Works, National Extension Service Block, Hissar, I—G—Social Education—Information Centre, Recurring.”

- (b) *Columns 6, 7 and 8.*—The Block Development Officers confuse the provisions in the schematic and the annual budgets in the case of Major Head and Minor Heads. In the majority of cases, either they give the provision under the Major Head or the Minor Heads. They should read the “Head/Minor Head” in the context of the budgets of their own blocks. For the guidance of the Block Development Officers, the following example is quoted:—

Example.—Block Development Officer, Hissar, has submitted a scheme under G-Social Education for the Information Centre costing Rs. 550. He has the following provisions in the schematic and annual budgets of his Block.

	HEAD	MINOR HEAD
	G—Social Education	Information Centre
	Rs	Rs
Schematic Budget ..	21,000	1,700
Annual Budget ..	8,000	550

He has spent Rs. 90 already on the Information Centre.

In this case, the columns 6, 7 and 8 will be filled in as under:—

	HEAD	MINOR HEAD
	G—Social Education	Information Centre
	Rs	Rs
6. Provision under the Head/Minor Head—		
(a) In the schematic budget ..	21,000	1,700
(b) In the annual budget ..	8,000	550
7. Total amount for which schemes under this Head/Minor Head have been sanctioned or submitted prior to this scheme—	Head	Minor Head
(a) Up to date ..	X	90
(b) During the year ..	Y	..
8. Balance of the Schematic/annual budget against which the scheme is to be adjusted—	Head Rs	Minor head Rs
Schematic Budget ..	21,000 X	1,610
Annual Budget ..	8,000 Y	550

(X—relates to the total expenditure under G—Social Education under the Schematic Budget.

Y—relates to the total expenditure under G—Social Education under the annual budget).

(c) *Column No. 9.*—In the case of those schemes, which involve recurring cost and public contribution, the total cost should be worked as under:—

Government share ..	A
Public share ..	B
Total cost ..	<u>A plus B</u>

(d) *Column No. 10.*—If the position is as shown in (c) above, the recurring cost should be shown as under:—

(i) Recurring cost—	
1st year ..	..
2nd year ..	..
3rd year ..	..
4th year ..	..
5th year ..	..
Total ..	<u>X</u>

(X should be equal to A plus B).

(ii) Authority which will take over .. Panchayat or District Board or Director of Animal Husbandry etc., as the case may be.

- (e) *Column No. 11.*—In the case of works, the detailed estimates should be approved by technical authority which is competent to do it.
- (iv) In the case of those schemes which are sanctioned by authorities below the State Headquarters, there should not be any deviation from the prescribed procedure and in the formulation of such schemes, the same formalities should be observed.

After the issue of complete instructions and this exhaustive elucidation, it is expected that:—

- (a) The Block Development Officers will not submit any scheme wrongly.
- (b) They will submit every scheme under a separate forwarding note.
- (c) The schemes will be sent well in time and will not be rushed at the close of the year as a rule. The Block Development Officers should have phased programme of the execution of different kinds of schemes.
- (d) The Block Development Officers will examine every scheme minutely, before submission to State Headquarters.

CHAPTER XVIII

AGENCIES FOR THE EXECUTION OF VARIOUS SCHEMES

18.1. The Agency to be employed for the execution of a scheme will largely depend on the size of the scheme and the amount of technical skill required **Agencies to be used.** in its execution. It is desirable that:—

- (i) Schemes in which villages' contribution in the shape of voluntary effort is considerable and the execution of which does not involve technical skill of a high degree, like the construction of kacha roads, digging of wells, construction of simple type of irrigation works, buildings, etc., should be implemented as far as possible through the representative agencies of the people like Panchayats, multipurpose Co-operatives, etc., the Government's agency only providing the finance and supervision for maintaining the quality and progress of work. No technical sanction of Government will be required for such petty works.
- (ii) Schemes which require a higher degree of technical skill for execution and involve a large amount of investments by the Government, like construction of pacca roads, pacca buildings, etc., should be implemented by the Government agencies. As far as possible, the existing State Agencies of the departments concerned should be utilized for the execution of the schemes and the Project/Block staff will be there for co-ordination.

18.2. All Community Works may be classified in the following three categories as far as their execution is concerned:—

Execution of works.

- (i) Works which are executed departmentally and for which no contribution is expected from people, though contribution (as for instance in a pacca road) may be there in providing land free or the preliminary earthwork before the road is started. It has been decided that such works like construction of pacca roads, Government buildings and big culverts on approach roads will be constructed by the Public Works Department. A copy of the accounting procedure to be adopted for this class of works should be obtained from the Executive Engineer, P.W.D., B. and R. Branch, concerned.
- (ii) Works which are executed by the National Extension Service staff but where certain contribution from villagers is insisted upon in the form of labour. This class of petty works includes the construction of small culverts on approach roads. The estimates for the construction of such culverts are prepared by the Block Overseer for which no technical sanction is necessary.

Only financial sanction should be obtained from the competent authority as enumerated in the delegations at Annexures XXVI A to J. Detailed accounts in respect of each culvert should be rendered to the Block Development Officer concerned as soon as the culverts are completed, if the work is to be executed by the P.W.D. or any other Agency. No departmental charges will be leviable on such petty works.

- (iii) Works entrusted to the panchayats of villages for execution for which suitable grants-in-aid is given by Government in the form of material and cash. Such class of works include pavement of streets, construction and remodelling of wells, construction of drains, school buildings and Community Recreation Centres. The detailed accounts of such works are maintained both by the Panchayats and the Gram Sevaks concerned. A Day Book as prescribed in the accounting procedure for such works should be maintained by each Gram Sevak in form 'B' given at Annexure XXXIV. He will record therein all items of expenditure incurred by the Panchayat on material, labour, etc. This register will be written up by him after verification at the spot, each village being allotted a separate page in the register.

CHAPTER XIX

MAINTENANCE OF ACCOUNTS

19.1. The maintenance of proper accounts is of vital importance for the efficient working of a Department as it not only depicts the result of various transactions occurring in it but also provides for the necessary safeguards against extravagance, carelessness or fraud on the part of the Government servants in the realization and utilization of public money and other assets. It further ensures that the expenditure has been incurred with due regard to the Rules and financial propriety. In the Community Development and National Extension Service Blocks, the quality of the work done by Block Development Officers will be judged and will depend not only on the progress made in the field but also on the standard of accounts maintained in their offices.

19.2. The Audit Department has also emphasised the necessity of paying more attention to accounts work in the offices of the Block Development Officers. A statement showing the irregularities generally noticed in the audit of accounts of Block Development Officers is given at Annexure XXXV. The Block Development Officers should avoid such mistakes in future and should also pay special attention to prevent the recurrence of such defects which increase the number of audit objections and involve avoidable correspondence. The Audit Department have even objected to entrusting of the functions of Cashier and Accountant to the same person as these arrangements are open to the risk of fraud and embezzlement. But owing to small provision for establishment charges in the Schematic Budgets of Community Development and National Extension Service Blocks, it has been decided that cash and accounts should continue to be handled by one person as at present. However, strict supervision should be exercised by the Block Development Officers to see that Government interests are safeguarded in every respect. The Head Clerks/Accountants, Gram Sevaks and other officials handling cash and stores are, therefore, required to furnish a cash security which is Rs 500 in the case of Head Clerks and Accountants and Rs 100 in the case of Gram Sevaks. This should be deposited in the savings account of the local post office and pledged in the name of the Block Development Officer. This is necessary to secure some safeguard against any loss of Government money and stores, as in case of any loss occurring to Government, the Block Development Officer concerned will be held responsible.

19.3. Detailed accounts should be maintained by the Block Development Officers in respect of all expenditure in the prescribed forms and registers. It will be the responsibility of the Block Development Officers to ensure that the amount of every bill drawn from the Treasury is first entered in the Cash Book and then disbursed to the correct payee. No money should be drawn from the treasury unless its accounting arrangements are settled previously. It is objectionable to keep large amounts

in the custody of the accountants and strict vigilance should be exercised to get the cash disbursed on the very date of its drawal. A drawer of a bill will be held responsible for any overcharges, frauds and misappropriations. He should, therefore, make himself thoroughly acquainted with the meaning of the financial checks which he is expected to exercise so that he is in a position to detect immediately any attempt at defalcation.

19.4. A proper receipt in the prescribed form should be issued to the payer in all cases showing the amount received and the particulars of receipt. **Receipts and** Amounts received from sources other than the treasury should **not their payment** be utilized for meeting any expenditure but should be sent to the **into Treasury.** treasury for credit to the relevant head of account. All such receipts should be entered in the departmental cash book immediately and then remitted into the treasury on the same day or on the morning of the next day supported by challans which should be prepared in duplicate. The duplicate copy of the challan duly signed by the Treasury Officer or any other officer authorised in this behalf, should be kept on record in support of the payment made into the treasury.

The receipts which are considered to be the income of the department should be deposited under the receipt head "LI—(A) Receipts on account of Community Development Projects, National Extension Service and Local Development Works". The undisbursed amounts which are required to be refunded into the Treasury should be deposited under the expenditure head concerned before the close of the year to avoid lapse of money out of the block allotments sanctioned in the Schematic Budget or be adjusted by less withdrawals in the subsequent bills.

19.5. (a) Pay, T.A. and other allowances of the establishment will be drawn from the specified treasury on regular Pay and T.A. bills in the prescribed forms. **Withdrawal of funds.** Funds required to meet contingent expenditure including grant-in-aid expenditure, will be drawn from the treasury on the contingent bill form A and T No. 309. The contingent bills need not be countersigned by the Deputy Commissioner. The sub-vouchers exceeding Rs. 25 should ordinarily be sent with the contingent bill. When these are not sent with the contingent bill, these may be forwarded to the Accountant-General, Punjab, under registered cover to avoid their loss in transit.

(b) Bills already paid out of permanent advance will also be listed in the contingent bill to which all sub-vouchers for more than Rs. 25 each will be attached.

(c) It is a fundamental principle that money should not be drawn from the treasury unless it is required for immediate disbursement or has already been paid out of permanent advance. Advances should not thus be drawn from the treasury towards the close of the financial year simply to avoid lapse of grants.

19.6. (a) A cash book in form P.F.R. I should be kept to record all transactions of receipts and disbursement of cash. Subsidiary cash book for loans or other special items may also be kept in case items on this account are large. A separate cash book for permanent advance/imprest may also be maintained, if considered necessary, but care should be taken to see that the totals of all the subsidiary cash books are brought over to the main cash book at the end of each day. Every Government servant is personally responsible for the money which passes through his hands and for the prompt record of receipts and payments in the cash book. All cash transactions should, therefore, be entered in the cash book as soon as they occur and attested by the Block Development Officer. Before attesting the entries of receipts, he should verify the amounts with the office copies of the bills drawn from the treasury and other connected record and in respect of payments, acquittance rolls and other vouchers should be referred to. Cash Book should be closed regularly every day and signed after the totals have been checked either by the disbursing officer himself or some person other than the writer of the cash book. At the end of each month and even earlier if necessary, the disbursing officer should personally count the cash balance in the chest and verify it with the balance shown in the cash book. A certificate to this effect together with the results of verification, specifying both in words and figures the actual cash balance in hand, should be recorded under the signatures of the Block Development Officer below the closing entries in the cash book. In case, the Block Development Officer is away from the block headquarters at the end of the month, he should verify the cash balance immediately on his return. The counting should be made on the last working day of each month immediately after closing the cash account of the month, but when this is not possible, the cash balance may be counted on the first working day of the following month before any disbursement is made on that day.

(b) Sufficient details of receipts and payments should be given in the column for "Particulars" in the cash book to admit of the nature of each transaction being readily ascertained without reference to the detailed vouchers.

(c) The value of the service postage stamps drawn on a Contingent Bill should not be entered in the cash book.

19.7. The Planning and Development Commissioner will sanction for each block office, permanent advance up to the amount advised by the Accountant-General, Punjab, to enable the Block Development Officers to make petty contingent payments before they can place themselves in funds by drawing bills on the treasury under rule 2.8 of Punjab Financial Rules, Volume I. Permanent advance will be recouped by drawing contingent bills supported by vouchers. The holder of the permanent advance is responsible for the safe custody of the money placed in his hands and he must at all times, be ready to produce the total amount in cash or in vouchers. Every year on the 15th April and also in case of his transfer, the Block Development Officer holding the permanent advance, must send an acknowledgement to the

Accountant-General of the amount with him and accountable by him in the Form Stereo A. and T. No. 320 at Annexure XXXVI.

19.8. (a) This register should be kept in Form 'AI' given at Annexure XXXVII. It should have separate sections for (i) expenditure on account of 'loan', and (ii) other expenditure. In each of the sections, separate pages may be allotted for the various sub-heads and on each page, the expenditure relating to each sub-head should be recorded as it is incurred by primary units and detailed heads in a separate column for each detailed head with the allotment for each primary unit in a financial year noted at the top. There should also be separate columns on each page to allocate the expenditure under each sub-head between the two categories of "recurring" and "non-recurring" expenditure. At the end of each month the totals for the month and at the end of the month should be struck and the progress of expenditure from month to month should be watched against the allotment through this register.

(b) A register in form A-II given at Annexure XXXVIII should also be maintained to keep a proper watch over the progressive expenditure from month to month under the various sub-heads against the provision existing for the same in the schematic budget of the block.

(c) A list showing the names of the sub-heads, i.e., the minor heads and the primary units sanctioned under the major head "63-B—Community Development Projects, National Extension Service and Local Development Works" is given at Annexure XXXIX for recording correct classification of expenditure on the bills.

19.9. The expenditure on contingencies is of two kinds:—
Contingent Ex-
penditure.

- (A) Works expenditure; and
- (B) Other contingencies.

19.10. The works executed in the Community Development/National Extension Service Blocks are classified under the following three categories:—
A Works Expen-
diture.

- (i) Large.
- (ii) Medium.
- (iii) Small.

Large works are those works whose cost is above Rs 20,000. Medium works are those works which are estimated to cost above Rs 5,000 but not exceeding Rs. 20,000. Small works are those which cost Rs 5,000 or below.

(i) Large works will be carried out through the agency of the Public Works Department and their accounts will be maintained by that Department according to the procedure prescribed for remittance works. A monthly report of

the progress of works and the expenditure incurred thereon will be obtained by the Block Development Officer from the Public Works Department. These reports will be posted in a register in Form given at Annexure XXXX. The expenditure incurred in the Public Works Department will be shown in their accounts as chargeable to the Community Development Department and the expenditure will be accounted for against the head concerned in the accounts of the Block concerned, on receipt of an intimation together with a certificate of audit from the Accountant-General.

(ii) Medium works requiring a higher degree of technical skill for execution, such as construction of pakka roads, large buildings and big culverts on roads, will also be executed through the agency of the Public Works Department. Their accounts will also be maintained according to the procedure detailed in the preceding paragraph for large works.

(iii) Medium works which do not require a higher degree of technical skill for execution, such as construction of kacha roads, digging of wells, construction of simple types of buildings, etc., and small works such as repair and cleaning of wells, construction of small culverts, pavement of streets and drains, improvement of village roads, etc., are executed either by the Department itself or through the representative agencies of the people like village panchayats, multipurpose co-operatives, etc., under the administrative control of the Community Development Department.

The administrative approval for petty (small) works and repairs is not required under the Community Development Organization.

Normally, Block Development Officers are not expected to receive contributions for works from Panchayats, and *ad hoc* Committees. If any amount is contributed by a village Panchayat, or *ad hoc* committee or any other body in exceptional cases in which works are undertaken by the Block Development Officer, it will be treated as a contribution to Government for the execution of the work concerned and credited as receipts of the Department.

In cases where the works executed by Government are partly financed by Government and partly by the people, the following procedure will be followed:—

- (a) *Estimate*.—The estimate for the work will be prepared for the gross expenditure including the people's contribution. A foot-note will be added indicating separately, the extent of the Government's share of expenditure and the amount to be contributed by the people. The people's contribution will be further split up in terms of (i) cash, and (ii) voluntary labour, and (iii) material.
- (b) *Budget*.—The budget in respect of such works will take into account the expenditure to be incurred on the work by Government plus

the cash contribution from the people but would not include the cost of voluntary labour and material. When an accurate forecast cannot be made of the people's contribution, it will be permissible to make a lump sum provision for it.

- (c) In respect of the material received from the people or the voluntary labour rendered by them, only *proforma* accounts will be necessary, i.e., those items will not enter into Government accounts proper. All that would be necessary is that for the material received, a numerical account of receipts and consumption will be kept, while for voluntary labour, the money value of the labour will be estimated and placed on record.

In case the works are executed through people's agencies and the works ultimately remain the property of the Panchayats, the payment made by Government will be treated as grant-in-aid and it will only appear in Government accounts. Formal orders shall be issued in each such case stating the conditions governing the payment of grant. If grant is made to a statutory body, the conditions to be stipulated can be more liberal than in the case of grants to other people's bodies without any legal status. The conditions under which grants are made shall be carefully considered by the sanctioning authority and incorporated in the order sanctioning the grants. In all such cases it shall be desirable to have an estimate framed in order to determine the contribution of Government which shall be checked and sanction accorded by the competent authority. It shall be provided that if the actual expenditure is in excess of the estimate, the excess will be borne by the panchayat, etc. In order to provide for proper supervision to ensure the maintenance of quality and progress of work, each Village Level Worker shall keep a Day Book in Form 'B' given at Annexure XXXIV. He will record therein all items of expenditure incurred by the panchayat, etc., on material, labour, etc. This register will be written by him on verification at the spot, each work being allotted a separate page in the register. The entries regarding the employment of daily-rated workers will also be made therein to enable the Village Level Worker to verify the daily-rated bills. A stock account of the material supplied by Government or purchased direct by the panchayat, shall also be kept by him in Form 'C' given at Annexure XXXXI to watch the proper utilization of such material. In addition to this *proforma* accounts as outlined in Annexure XXXXII shall also be maintained of the value of work done by voluntary labour or free supply of material, if any, so that the total cost of each work be known.

An extract of these accounts will be supplied by the Block Development Officer to the Accountant-General, Punjab, every month in the form at Annexure XXXXII direct with a copy to the Development Department. The Village Level Worker will, in the normal course of his duties, be visiting every village under his charge daily or on every alternative day, if not daily. The entries in the day book and the relevant stock register for the days on which he is not able to visit a village shall, therefore, be made by him on the basis of the records maintained by

the panchayats, namely, muster rolls, stock registers, etc.; after satisfying himself that the entries in the accounts of the Panchayats, are in accord, generally, with the progress in the execution of work on the basis of actual measurements. The entries in the muster rolls and stock register maintained by the panchayats, for the day on which he personally visits the village, shall be checked by him by actual count and measurement and attested by him. In order that this check may be effective, there shall be an element of surprise in the Village Level Worker's inspection of the works in the villages under his charge. The Overseer attached to the block will also be conducting inspection of works frequently and as and when desired by the Block Development Officer. Each voucher submitted by the panchayat in support of the total expenditure will be countersigned by the Village Level Worker in token of its correctness with the help of the entries made in the day book and the stock account. On completion of the work, the Overseer will inspect the work and certify that the work has been completed according to the estimate and approved design. The payment of grant-in-aid in such cases will be made in the manner laid down in the grant-in-aid rules.

19.11. The rules governing the payment of grant-in-aid are given at Annexure XXXXIII.

Grant-in-aid.

19.12. The following additional registers and forms will also be necessary to be maintained in connection with the works expenditure incurred by the Block

**Other Registers Development Officer:—
and Forms.**

- (i) All liabilities as soon as they are incurred, should be noted in a register in Form 'L' given at Annexure XXXXIV with a view to watch their early liquidation. If a liability relates to certain services or supplies made by another department of Government, the matter shall be pursued with that department for expediting the necessary debit. A note of the adjustment should be kept in the register as soon as the liability is liquidated.
- (ii) Indent for stores and issue notes in P.F.R. Form 26, as at Annexure XXXXV.
- (iii) Muster Rolls Form D.F.R. (P.W.) 18, (Annexure XXXXVI.)
- (iv) Contractor's Bills Form D.F.R. (P.W.) 22, (Annexure XXXXVII.)
- (v) Measurement Books Form D.F.R. (P.W.) 20, (Annexure XXXXVIII.)
- (vi) Hand Receipts Form D.F.R. (P.W.) 26, Annexure XXXXIX.)
- (vii) Stock Registers Annexure (L.)

19.13. Expenditure on other contingencies will be recorded in the Contingent Register Form P.F.R. 13. Suitable detailed heads of budget to record contingent expenditure will be opened in the register with the sanction of the Accountant-General and the expenditure will be recorded in it in accordance with the instructions in Chapter VIII of the Punjab Financial Rules, Volume I.

The split up of the expenditure shown under each sanctioned sub-head shall correspond with the items of expenditure approved in the schematic budget in order to watch the progress of expenditure under each individual item of the development programme included in the schematic budget. This is necessary in order to know the up-to-date expenditure on a particular scheme for making accurate budget provision every year. Pay order shall be given on the sub-vouchers by the Disbursing Officer and each entry in the contingent register shall be attested by the Block Development Officer. When signing the contingent bill, the drawing officer shall take particular care to stamp the sub-vouchers as 'paid' to guard against double payments being made against the sub-vouchers. No contingent bill should be signed unless it is entered in the contingent register. The acceptance of work bills on account of services and supplies rendered by other Government Departments shall also be entered in that register so that no payments are overlooked and a proper watch is kept over expenditure with reference to the budget allotments. If, however, during the absence of the Block Development Officer, the entries have been initialled by a non-gazetted Government servant, the register must be reviewed and the entries re-initialled by the Block Development Officer on his return. When any sub-vouchers which ordinarily should accompany a contingent bill are to follow, a note to this effect shall invariably be given in the 'remarks' column of the contingent register so that the desirability of furnishing those sub-vouchers as early as possible, may not be overlooked. The contingent register should, therefore, be kept up-to-date and maintained properly:—

(i) All sub-vouchers for more than Rs. 25 shall be forwarded to the Accountant-General along with the contingent bill or as soon as possible thereafter.

**Sub-vouchers-
submission to
Audit Office,
cancellation and
destruction
thereof.**

- (ii) All sub-vouchers not required to be submitted to the Audit Office shall also be stamped 'paid' by the Drawing and Disbursing Officer at the time of initialling the entries relating to those in the Contingent Register.
- (iii) As money will be drawn from the treasury when it is intended to be paid away, there shall ordinarily be no delay in obtaining the actual payee's receipts. The stamped receipts in support of sub-vouchers for more than Rs. 25 shall be sent to the Accountant-General and to facilitate reference, these should indicate reference to the treasury voucher to which these pertain.

- (iv) All the vouchers for Rs 25 or below which are not required to be submitted to the Audit Office, shall be preserved according to the Rules of Government for a period of one year and those above that limit for 3 years. In Community Development/National Extension Service Blocks, the sub-vouchers shall not, however, be destroyed even after the expiry of the above periods until audit for the relevant period has been conducted and the objections, if any, relating to those sub-vouchers have been settled. The orders of the Planning and Development Commissioner shall, however, be taken before the destruction of sub-vouchers.

19.14. The accounting and control over stores is of as great importance as that of cash. A proper system of stores accounts and its control shall aim at the **Stores Accounts**. following objects:—

- (i) Efficient supervision.
- (ii) Safe and convenient arrangements for the purchase and use of various articles and protection of perishable stores from dampness and dust, etc.
- (iii) Proper record of the articles received, issued and the balance in hand.
- (iv) Disposal of old, surplus and unserviceable, obsolete and scrap stores.

All purchases of stores shall be made strictly in accordance with the rules contained in Chapter XV of the Punjab Financial Rules, Volume I, read with Appendix XIV of the Punjab Financial Rules, Volume II. As far as possible all the requirements of stores be obtained through the Controller of Stores, Punjab, or against the rate contracts sanctioned by him. Local purchases up to Rs 500 on each item during the course of the financial year shall be made only in emergent cases and at the lowest market rates, after inviting tenders or quotations subject to the condition that it is not borne on rate contract and that the resort to local purchase is made after exhausting all other channels of local purchase, i.e., from Jails, Co-operative Societies, work centres, industrial institutions. The officers shall forecast their requirements well in advance to cut down local purchases to the minimum. Quotations shall be obtained in writing, and kept separately on record. All purchases to be made by the Block Development Officer be restricted to the financial powers delegated to him and the purchases shall not be split up to avoid the sanction of the higher authority. In all cases of local purchases, Block Development Officer will certify that the articles were required urgently and had to be purchased locally in the public interest. The payments of the bills shall in no case be made in anticipation of the receipt of the goods. The following stock registers shall be maintained in Form 'C' given at Annexure XXXXI for consumable articles:—

- (i) A stock register in respect of each item of store.

- (ii) A stock register of agricultural produce.

The following stock registers shall be maintained in Form U.F. 67 given at Annexure LI:—

- (i) A control stock register of office furniture and other dead stock articles purchased under each sub-head.
 (ii) A stock account of tools, equipment, instruments, etc., kept in a stock register for each sub-head separately to be maintained by the extension officers concerned.

Balances worked out in the various stock registers shall be verified monthly by the officer-in-charge of the various schemes. These balances shall also be verified by the Block Development Officer once in every six months.

19.15. Under serial No. 1 of Rule 19.15 of the Punjab Financial Rules, Volume I, the Development Commissioner, is competent to sanction the writing off finally of the irrecoverable value of stores or public money lost by fraud or the negligence of individuals up to the extent of Rs 2,000 in any individual case. The Head of Department can accord similar sanction up to an extent of Rs 250 only. In view of this all cases for writing off should be referred to the competent authority for sanction.

19.16. In order to facilitate the disposal of cases in which writing off of irrecoverable losses is involved, it has been decided that such cases will be first examined and verified by the Senior Auditor of the Development Commissioner's Office to ensure that the loss does not disclose (i) a defect of system, amendment of which requires the orders of the higher authority, or (ii) serious negligence on the part of some individual Government Servant or Servants, which might possibly call for disciplinary action requiring the orders of higher authority. After the report of Senior Auditor is obtained, the Block Development Officer may refer the matter to Government for according sanction to the writing off of the irrecoverable losses, if any.

19.17. The following miscellaneous registers shall also be maintained in the prescribed forms as indicated against each which are self-explanatory:—

Miscellaneous Registers.

- (i) T.A. Check Register—Form 'D' given at Annexure LII. This register is prescribed to safeguard against the double drawal of T.A.
 (ii) Pay Check Register—Form 'E' given at Annexure LIII. This register is intended to safeguard against double drawal of pay.
 (iii) Register of Forms—U.F. No. 73.

- (iv) Stationery Register—U.F. No. 62.
- (v) Stamp Register—Form 'G' given at Annexure LV.
- (vi) Loan Register—Form 'H' given at Annexure LVI.
- (vii) Register of Losses—Form 'I' given at Annexure LVII.
- (viii) Log Book of Vehicles—Form 'G.VII' given at Annexure LVIII.
An account of expenditure on Government vehicles shall be kept in Form G.V.I—VI given at Annexure LVIII.
- (ix) Register showing the receipt and disposal of Audit Notes and Inspection Reports received from the Accountant-General.
- (x) Register showing the receipt and disposal of half margins received from the Accountant-General.
- (xi) Register showing the receipt and disposal of Inspection and Audit Notes of the Accounts Officer and departmental auditors.

19.18. Loans will be granted for the following purposes:—

Loans.

- (1) Minor Irrigation Schemes, i.e., percolation wells, pumping sets, tube-wells, koohls, etc.
- (2) Rural electrification or any other self-financing scheme connected with Agriculture.
- (3) Reclamation of land.
- (4) Rural Arts, Crafts and Industries.
- (5) Rural housing.

Loans will be sanctioned by the competent authority after verification by the revenue authority of the application for loans and security, etc., furnished in the prescribed form by the applicant. Every order sanctioning loan shall specify the purpose for which the loan is granted, the amount of loan, the number of instalments and the period in which the amount shall be recovered, the rate of interest to be charged and the penalties, if any, which the loanee shall have to pay in the event of non-repayment of loan instalments. It shall be ensured that the security furnished by the loanee is adequate to safeguard the interests of Government. The recovery of loan shall be the responsibility of the Revenue Department. The full particulars of the loans advanced shall, therefore, be furnished by the Block Development Officer, to the Revenue Authority concerned to enable it to effect

necessary recoveries. The payment and the recovery of the loan shall be classified under the head "P—Loans and Advances by the State Government Development schemes loans under Community Project, National Extension Service Scheme". The amount of interest realised will be credited to the head "XX—Interest". A loan register in form "H" given at Annexure LVI will be kept by the Block Development Officer to record all the loans advanced in the block.

19.19. The expenditure other than loan is to be shared between the Central Government and the State Government in the ratio of 75:25 in the case of "non-recurring" and 50:50 in the case of "recurring" expenditure. **Half-yearly certified state-ments of expenditure.** As regards the loans, the entire expenditure incurred by the State is recouped by the Government of India except "short-term" loans granted in the National Extension Service Blocks, the necessary funds for which are provided by the Reserve Bank of India or the State Government. As such, the recurring, non-recurring and loan expenditure are necessary to be recorded separately in the accounts under the heads concerned. The Central Government makes advance payments to the State Government in the case of new National Extension Service Blocks and the share of the Government of India of the actual expenditure on the programme incurred during a half-year in respect of the Community Development and National Extension Service Blocks, is recouped from the Government of India on the basis of the certified statements of expenditure submitted by the Planning and Development Commissioner, to the Government of India, Ministry of Community Development. The half-yearly certified statements of expenditure shall be prepared according to the instructions received from the Government of India, from time to time, and in the form prescribed by them for the purpose. The forms prescribed by the Government of India at present are given at Annexure LIX-A. At the end of each half-year, every Block Development Officer shall furnish a statement in the prescribed form and the share recoverable from the Government of India shall also be worked out therein. These statements shall reach the Office of the Planning and Development Commissioner not later than the 15th of the month following the half year concerned, i.e., on the 15th April and 15th October, every year.

19.20. In order that the expenditure may be classified correctly in the Office of the Accountant-General, Punjab, under the proper heads, the classification recorded on each voucher presented at the treasury shall clearly indicate in red ink, not only the major, minor and the detailed heads to which it is chargeable but also whether it is of recurring or non-recurring nature. For this purpose, it is advisable to have suitable rubber stamps made for the various heads of classification, i.e., separately for the major, minor and detailed heads. The importance of correct classification on the vouchers cannot be over emphasized. It shall be strictly in accordance with the classification as given in the budget and shall, in every case agree with the posting made in the register of expenditure. Any neglect or error in this respect shall create difficulties at the time of reconciliation of figures with the Accountant-General as this will result in disagreement of the

Steps to ensure correct classification of expenditure.

departmental figures with the audited figures which may take a considerable time in settlement. It shall, therefore, be incumbent on the Block Development Officer to see that correct classification is always given on the vouchers and that it tallies with the posting as made in the register of expenditure. A list of the sanctioned sub-heads or minor heads and primary units is given for guidance at Annexure LIX-B.

19.21. At the end of each month, the Block Development Officer shall forward to the Planning and Development Commissioner, a complete account of the monthly expenditure in the form prescribed for the purpose in the Punjab Budget Manual. (Specimens are given at Annexures LX and LXI). The Planning and Development Commissioner shall post the expenditure incurred in all the Community Development and National Extension Service Blocks together with that incurred in his own office in a register, and have these figures reconciled monthly with the figures booked in the Audit Office. The reconciliation of expenditure in a particular month shall be done early in the second month following the month to which it relates, i.e., the expenditure for the month of April shall be reconciled by the first week of June.

Monthly return of expenditure and its reconciliation with the expenditure booked in the Office of the Accountant-General.

19.22. Allotments exist for the development of poultry by the distribution of improved varieties of birds, eggs, etc., on subsidised basis. Full record and accounts of all expenditure incurred in this respect and the birds distributed to people shall be maintained in a register in the form 'F' given at Annexure LIV.

Poultry Subsidy Register.

19.23. The following reference books containing rules and procedure being observed in Government offices are required by Block Development Officers:—

Procedure for obtaining Reference Books, Forms and Registers.

(a) *Reference Books*

- (1) Civil Services Rules, Volume I, Parts I and II.
- (2) Civil Service Rules, Volume II.
- (3) Civil Service Rules, Volume III (T.A. Rules).
- (4) Punjab Financial Rules, Volume I.
- (5) Punjab Financial Rules, Volume II.
- (6) Punjab Budget Manual.
- (7) Financial Commissioner's Standing Order No. 32 (for Taccavi Loans).
- (8) The Pepsu Civil Service Rules, Volume I.

(9) **The Pepsu Civil Service Rules, Volume III.**

The above-mentioned books are priced publications, but these can be had free of charge by the Block Development Officers from the Controller of Printing and Stationery. A supply is arranged by the department for the new blocks and in case of difficulty, the Planning and Development Commissioner should be addressed.

(b) Forms and Registers

The various forms and registers like Universal Forms, Treasury and Accounts Forms of Punjab Financial Rules, etc., are to be indented for every year from the Controller of Printing and Stationery according to the requirements of the officers concerned.

(c) Requirements of extra forms and registers prescribed in the accounting procedure for the Community Development/National Extension Service Blocks, shall be intimated to the Planning and Development Commissioner, Punjab, by the 15th June, every year. The Planning and Development Commissioner shall place a consolidated indent annually with the Controller of Printing and Stationery, Punjab.

CHAPTER XX

GRANT OF LOAN UNDER THE COMMUNITY DEVELOPMENT / NATIONAL EXTENSION SERVICE PROGRAMME

20.1. In the schematic budgets of Community Development/National Extension Service Blocks, provision has been made for advancing loans for various purposes which is indicated below separately for National Extension and Community Development Blocks:—

Schematic budgets of National Extension Service/Community Development Blocks.

- (i) *National Extension Service Block.* *Provision of loan for various purposes.*
- (a) Irrigation and Reclamation. ... 60,000
- (b) Housing for Project staff and Rural Housing ... 60,000
- (ii) *Community Development Block....*
- (a) Irrigation and Reclamation including soil conservation, etc. ... 3,50,000
- (b) Housing for Project staff and Rural Housing ... 1,00,000

20.2. From 1st April, 1958, new pattern of block budget has been introduced. There will be now two phases of Community Development Work. Stage I and Stage II. The provision of loans under the two stages will be as under:—

- (i) *Stage I.*
- (a) Irrigation and Reclamation including soil conservation, Cantour bunding, etc. ... Rs. 3,00,000 (This also includes provision for rural electrification or any other self-financing scheme, connected with agriculture, animal husbandry and fisheries.
- (b) Housing for Project staff and Rural Housing ... Rs. 1,00,000
- (ii) *Stage II.*
- (a) Irrigation and Reclamation ... Rs. 75,000

The existing Community Development Blocks which were started before 1st April, 1958, will continue to be operated under the existing budgetary pattern.

The loans under minor irrigation schemes are to be advanced and recovered according to the terms and conditions prescribed under the Land Improvement Loans Act, 1883, and rules and instructions issued thereunder.

20.3. The Act and the rules in question are reproduced in Annexure LXII. The loan under this head is to be mainly advanced for the sinking of percolation wells, tube-wells and installation of pumping sets. The amount of loan to be advanced in each case is to be restricted to the following limits:—

<i>Purpose</i>	<i>Amount of loan</i>	<i>Mode and period of repayment</i>
1. Sinking of Tube-wells	Upto Rs 8,000	Repayable in 10 equated annual instalments of principal and interest.
2. Installation of Pumping Sets	Upto Rs 2,500	Repayable in 5 equated annual instalments of principal and interest.
3. Sinking of Percolation Wells	(i) Upto Rs 3,000 for each well in Mohinder-garh District and adjoining areas of Gurgaon District except Palwal Sub-Division and Canal irrigated areas of Ferozepore-Jhirka and Nuh and non-irrigated areas of Hissar District (ii) Upto Rs 2,000 for each well for all other areas of the State	Repayable in 15 equated annual instalments of principal and interest.
4. Repairs of old Wells	(i) Rs 1,000 loan for each well in Mohinder-garh District and adjoining areas as explained in 3(i) above (ii) Rs 500 loan for each well in all other areas of the State	..

20.4. The limits of the loans prescribed above in each case are based on the presumption that this would meet 50 per cent of the cost of the tube-well, pumping set and the percolation well as the case may be. The loanees are thus required to meet about 50 per cent cost themselves. The Block Development Officers should not therefore be under the impression that the loans to be advanced for Tube-wells, Pumping sets and percolation wells are to be given at the maximum rate fixed for the purpose. viz., Rs 8,000 and Rs 2,500 for tube-wells and pumping sets, respectively. In certain areas like Batala, and Nawanshahr, a tube-well may not cost more than Rs 12,000 and in the circumstances it would be appropriate that loan up to Rs 6,000 may be advanced in each case. The conditions of certain areas like Gurgaon and Mohindergarh may warrant a higher amount of loan as compared to

Loanees to meet 50 per cent of the cost.

Batala and Nawanshahr. The limit of the loans in case of such areas should be fixed in terms of the total expenditure subject to a maximum limit of Rs 8,000 in case of a tube-well, Rs 2,500 in case of a pumping set and Rs 3,000 in respect of a percolation well. It would be better if each block area is surveyed by the block overseer concerned and a limit of loan laid down for each tract.

20.5. In consultation with the Agriculture Department it has been decided to prescribe the minimum limit of land for which loans can be advanced for sinking of new wells, installation of pumping sets and tube-wells. This limit of land for which loans can be advanced is indicated below:—

<i>Serial No.</i>	<i>Type of loan</i>	<i>Minimum land which should be in possession of the loane</i>	<i>REMARKS</i>
1.	Percolation wells ..	No particular limit	.. The applicant must own sufficient land to serve as Security for the loan to be advanced
2.	Pumping Sets ..	10 acres	.. As above.
3.	Tube-wells ..	10 acres	.. As above.

In certain areas average size of land holdings is less than 10 acres, with the result that the farmers cannot avail of loan schemes under minor irrigation. In such areas, the farmers owning land in contiguous areas can get together in the form of groups for the purpose of getting loans.

20.6. In the hilly and sub-mountainous areas, there is not much scope for the utilization of loan under minor irrigation except for construction and repairs of Kuhls. Loans for this purpose are also covered under the Land Improvement Loans Act, 1883. The amount of loan to be advanced will depend on the length and cost of the Kuhl and the total loan should not be more than $\frac{1}{3}$ th of the cost of repairs or construction of Kuhls. The maximum limit of loan for Kuhls has been fixed at Rs 10,000 in each individual case and it is repayable in 10 equated annual instalments of principal and interest.

20.7. Loan under this head will also be given under the Land Improvements Loans Act, 1883, and the existing forms of applications, procedure and the security will serve the purpose. The amount of loan to be advanced will depend on the requirements of the applicant which will be determined after making enquiries by the Block Staff.

Loans for reclamation including soil conservation.

20.8. In regard to the blocks located in the hilly areas of Kangra and Kandaghat sub-divisions, it has been decided to divert the unspent loan funds available under the head "Irrigation and Reclamation" in the block budgets for being utilized for advancing loans for horticultural **Loans for horti-** schemes in the same blocks. The Block Development Officers are **cultural schemes.** advised to draw up schemes in consultation with the Horticulture Officers of the area concerned and submit to Development Commissioner for approval and sanction.

20.9. The loans to be advanced for Rural Housing Scheme in the Community Development Areas are to be given under the land Improvement Loans Act of 1883, and the maximum amount to be advanced in each **Loans for Rural** individual case for this purpose is to be Rs 2,000. The applica- **Housing.** tions for the advancement of loans under this head can be made in the *proformas* meant for minor-irrigation loans. The rate of interest to be charged is 5½ per cent per annum and the loan will be recoverable in 15 annual equated instalments of principal and interest both. The following principles should also be observed in the advancement of these loans:—

- (i) The amount of loans should not be so much that it is beyond the normal paying back capacity of the loanees. They should be provided with a house to which they are accustomed and which they can maintain comfortably. It is not intended to foist urban design and urban methods of construction.
- (ii) The construction of the house will be entirely done by the villagers with local materials and the local constructions practices.
- (iii) The improvement would essentially be towards environmental hygiene, removing congestion, etc.
- (iv) The loan may be given in kind, i.e., doors and windows, cement, bricks, rafters, etc. The loan may be advanced in cash where it is not possible to advance in kind. It should, however, be ensured that there is no misapplication of loan, and it is used for the purpose for what it is given.
- (v) The period of grace in the repayment of loan and other conditions if any, may be fixed in accordance with the instructions laid down in the Land Improvement and Agriculturists Loans Manual.
- (vi) The application for loan for housing should be accompanied by a drawing showing the design of the proposed house, together with a rough estimate of the total cost of the house. For the convenience of villagers, the Block Development Officers are advised to keep standard plans for village housing in their houses.

20.10. For the items of loans covered by the Land Improvement Loans Act, 1883, the State Government have decided to use the Block Development Officer and his organization both in the matter of their sanction and disbursement. The assistance of the Revenue Agency will also be available to the Block Development Officer whenever required under the relevant rules and instructions.

Block Development Officers to be used for sanction and disbursement of loans.

20.11. In exercise of the powers conferred by clause (b) of section 10 read with section 4 of the Land Improvement Loans Act, 1883, and all other powers enabling him in this behalf, the Governor of Punjab has authorised the officers concerned with Community Development to sanction loans for minor irrigation as indicated below:—

Powers to sanction loans up to a certain limit.

<i>Designation of Officer</i>	<i>Limit upto</i>
(1) Block Development Officer	... Rs 3,000
	(Rs. 6,000 in case of tube-wells.)
(2) Deputy Commissioner	... Rs 5,000
(3) Commissioner	... Rs 10,000
(4) Development Commissioner	... Rs 50,000

All such cases in which the amount of loan to be advanced exceeds the limit prescribed for each officer, should be referred to the officers concerned at the next stage, i.e., for the amount of loan exceeding Rs 3,000 and up to Rs 5,000, (Rs 6,000 in case of tube-wells) the case may be referred to the Deputy Commissioner and so on.

20.12. As the responsibility for the completion of all basic pre-Khatauni record in respect of loans granted under the Community Development/National Extension Service has been fixed on the Block Development Officers, they are, therefore, advised to study the relevant rules and procedure, which are given below in brief outline.

Block Development Officers responsible, for the completion pre-Khatauni record.

(i) A landowner, or an allottee with permanent or quasi-permanent rights in evacuee land is ordinarily eligible for grant of loan under the Land Improvement Loans Act, 1883. Before granting loans to an allottee (displaced person), it should, however, be satisfied that the aggregate of the loans advanced to him out of rehabilitation funds plus those to be advanced under the Community Development funds does not exceed the market value of the portion of land to be hypothecated to the Community Development Organization.

Procedure of Entertainment of Applications.

(ii) For loans under Land Improvement Act of 1883, the application should be in forms T-1 and T-2 respectively as reproduced in Annexures LXIII-A and B.

Loans under Land Improvement Act of 1883. The Block Development Officers should arrange an adequate supply of printed forms with them well in time and furnish them to applicants free of cost. A register of applications in Form T-3 of Annexure LXII-C, should be maintained in the Block office.

(iii) The Block Development Officer receiving the application for loan should either make an enquiry himself, or cause one to be made, for the purpose of ascertaining the particulars mentioned on the reverse of forms T-1 and T-2. In the case of loans not exceeding Rs. 500, the enquiry may be made by the Gram Sevak; in other cases, it should be made by an Extension Officer or by the Block Development Officer himself. The result of the enquiry should be forwarded to the officer competent to grant the loan, i.e., Block Development Officer/Deputy Commissioner as the case may be. The enquiry should cover all the heads given on the reverse of forms T-1 and T-2, and the report should deal with each head specifically. The grant of loans, however, should be made easy, and vexatious formalities avoided as far as possible. An application for a loan under Land Improvement Act of 1883, should be decided within two months.

The Block Development Officers should arrange besides application forms T-1 and T-2, an adequate supply of agreement forms T4, and T5.

(iv) *For loans under Land Improvement Act of 1883.*

Security.

(a) When the value of the applicant's interest in the land to be improved is sufficient to cover the loan, such interest should suffice as security, and no collateral security need be demanded. However, to safeguard the interests of Government, the value of the applicant's interest in the land should be at least 1½ times the amount of loan.

(b) When a loan is made to the members of a village community, who bind themselves jointly and severally as provided in section 9 of the Act, the personal security of the applicants may be accepted. It is not necessary that all the members of the community should combine: loans may be made to any suitable group of persons who agree to be jointly and severally bound.

(c) Land situated in another District may also be accepted as security. But before the loan is sanctioned, a report should be called for from the Deputy Commissioner concerned where that land is situated that the land in question is free from encumbrances and that the applicant is its sole owner. As a further precaution, the land offered as security should be hypothecated to Government before the loan is actually advanced.

(d) In all cases not covered by clause (a) or clause (b) of this rule, collateral security either real or personal, should be required, but movable property should rarely be accepted as such security. In certain cases, the applicants require loans for setting up more than one tube-well, pumping set or a well, because their lands are situated at different places which cannot be irrigated by one source of irrigation. In such cases, loans may be advanced for more than one pumping set, tube-well or well, etc., provided the security is sufficient to cover the loan.

(v) Where land is offered as security, some enquiry regarding the existence of encumbrances which would lessen its value, will be necessary, but such an enquiry should not be carried further than is absolutely necessary. It will be seen from section 76 of the Land Revenue Act read with section 7(1) (c) of Land Improvement Act of 1883 that the land for the improvement of which a loan has been granted can be sold for default free of encumbrances except so far as it concerns rights of occupancy and certain leases and such further encumbrance, as the Financial Commissioner may exempt. For practical purposes, in granting a loan it is unnecessary to take into account the likelihood of the exemption from sale of any form of encumbrances other than those expressly described in section 76(2) (a) and (b) of the Land Revenue Act. Those of the former class must be reported under section 34(1) for entry in the record of rights, and the bulk of those of the latter class would be similarly entered under paragraphs 7.3 and 7.4 of the Land Records Manual. So too as regards land offered as collateral security, all encumbrances which need to be taken into account must (with very minor exception) have been reported for entry in the record-of-rights. Accordingly the enquiry regarding encumbrances need not extend beyond the perusal of the entries in the record-of-rights, and no proclamation or other process tending to delay proceedings is necessary.

For purposes of reference, section 76 of the Land Revenue Act and paragraphs 7.3 and 7.4 of the Land Records Manual are reproduced in Annexures LXIV and LXV, respectively.

Procedure for Sanction, Execution of Agreement Forms and Allied Matters

20.13. After an application has been scrutinized in the manner laid down in the para 12 and the officer competent to sanction has satisfied himself that these conditions have been complied with, the officer should decide:

Matters for decision after initial scrutiny of application.

- (1) the amount of loan that may be advanced, and in the case of joint borrowers, the amount which each borrower will be required to repay;
- (2) the period of grace; and
- (3) the period of repayment.

20.14. Only that amount should be sanctioned as is necessary to meet the requirements of the particular case. If the amount applied for is found in excess of requirements, it should be reduced to the extent that it is in excess; but care should be taken to ensure that the amount advanced is sufficient for completion of the work. It is better to refuse a loan rather than give an insufficient amount.

In case where the money is to be spent at intervals, it is always desirable to advance the amount in instalments, the quantum and number of which, should be settled by the sanctioning authority in consultation with the applicant.

20.15. The period of grace allowed before realization of the first instalment of repayment should not exceed 2½ years from the date of the actual advance of the loan, or, when the loan is advanced in instalments, from the date of the actual advance of the last instalment, and in the case of wells, should usually be two years; the main object being to ensure that payment, either of principal or interest, is not expected before the date when the profits of the improvement may reasonably be expected to cover the payment. It is not, however, desirable that the borrower should be exempted from repayments longer than is necessary to create resources from which the repayments may be made.

Repayments may be made either in person at the tehsil or through the lambardar when payment of land revenue is made to him, or by money order. In cases in which the applicant chooses to repay by money order, as many money order forms as there are equated payments should be given to him along with the advance.

20.16. With a view to the simplification of procedure and accounts, Tables A to F have been prepared, showing the amounts of the equated instalments due annually or six-monthly in repayment of a loan of Rs. 100, according to the date of first instalment and the period of repayment; the rate of interest taken being that shown in Table F. During the period of grace no charge will be released for interest, as interest for this period has been allowed for in the calculation of equated repayments. Should the loan be greater or less than Rs. 100, the amount of each equated payment should be calculated to the nearest anna by simple proportion. When a loan is advanced in more than one instalment, the whole loan may, for the purpose of the table, be considered to have been made on the date on which the last instalment was made to the borrower. The form of Table F is given in Annexure LXVI-A.

20.17. When the officer dealing with the application has arrived at a decision on the points referred to in paragraph 13, he should unless he wishes in view of the considerations above suggested to limit the borrower's discretion, explain the tables to him and leave him to choose the term for the repayment of the loan. He should especially point out that the sooner he begins to repay the loans and the shorter the period over which repayment is spread the less he will be required to pay.

20.18. (i) The borrower should then be required to sign on the order of payment and agreement in the form prescribed (form T-4 or T-5 of Annexures LXIII D and E) to pay so many instalments of so many rupees and annas every harvest (or six months), and should be given a copy of this agreement. No detail distinguishing between principal and interest should be entered.

(ii) When a loan is advanced in instalments, forms T-4 or T-5 should be prepared at the time that the first instalment is advanced. In such a case, the acknowledgment in the forms T-4 or T-5 should be confined to the amount of the first instalment, supplementary acknowledgments being endorsed on them from time to time as further instalments are advanced. The interest which has already fallen due on the earlier instalments should be deducted from the amount of the instalment at the time when this is paid to the borrower; but no deduction should be made on account of interim interest on the earlier instalments where all the instalments of the loan have been advanced either between June 1st and November 30th or between December 1st and May 31st, as the case may be.

(iii) Forms T-4 and T-5, which include both the order of payment and the agreements of borrowers and sureties, have been supplied to all tehsils, and Block Development Officers may obtain their supplies either from the tehsil or direct from the Controller, Printing and Stationery, Punjab. These forms must be filled up either by the Block Development Officer or one of the members of the block staff.

(iv) When an order of payment has been made on the file by the officer disposing of the case, the Head Clerk/Accountant, or such other official as may be empowered in this behalf by the disbursing officer, should, where form T-4 is to be used, prepare immediately three copies of that form and get them signed at once by the officer and by the applicant and his sureties, if they are present. One copy is to be given to the applicant; one is to be placed on the file, which will be sent to the Tahsildar, and eventually, after being entered in the register of files, to the record room; and one will be placed in the village bundle in the tahsil.

(v) Where immovable property has been hypothecated to Government as security, two additional copies must be prepared, one for the patwari and one for the Sub-Registrar of the Circle in which the land is situated.

(vi) Under section 17, clause (2) (ix) of the Indian Registration Act of XVI of 1908, orders granting loans and instruments of collateral security under the Land Improvement Act are exempted from ordinary registration, but under section 89, every officer granting a loan is required to send a copy of his order to be filed in the Registration Office. These instruments and orders granting loans are also exempt from stamp duty.

20.19. The amount of the loan is generally paid to the borrower in cash drawn by the Block Development Officer against the letter of credit or an **Payment to borrower.** authority. It is important for the disbursing officer to see that at the time of drawal of money particulars of the head of expenditure are clearly given on the voucher or abstract bill, and a debit is raised to the proper head of expenditure. The cash will be handled by the Block Development Officer himself or some Block official authorised by him. In the case of big sums a cheque may also be issued. A cash book should be maintained for the purpose. If any amount is left over after disbursement of loans in cash, it should be refunded to the treasury immediately.

20.20. (i) In certain Blocks, the Block Development Officers are said to have distributed loans and provided other facilities to big landlords and other well-to-do persons in preference to small land-owners or persons belonging to lower or middle classes. Naturally there has been some apprehension that the better off sections of the Community have derived the net benefit of development programmes in considerably larger measure than the economically and socially backward sections of the Community. The Block Development Officers are therefore advised to be careful in the matter and they should remember that the aim of the Community Development programme is to uplift the lower and middle classes which form the majority in the villages. This aim can be achieved only when we give preference to lower and middle classes in the matter of loans and other facilities available under the programme. In order to ensure that the Block Development Officers keep this principle in view, they are required to send a quarterly report to Headquarters in the following *proforma*:—

Name of the loanee.	Amount of loan advanced	Purpose	Area of land owned.
1	2	3	4

(ii) The progress of expenditure under the loan account is generally not satisfactory. The Block Development Officers should therefore, ensure that all the **Progress of Ex-** allotments placed at their disposal for the purpose is utilized before **penditure.** the close of the financial year.

(iii) In certain areas, considerable amounts have been advanced for the sinking of tube-wells and purchase of pumping sets; but the tube-wells and pumping sets had remained idle for non-availability of electricity. The Block Development Officers should therefore, as far as possible advance loans only in those areas where electricity is available or where it is likely to be made available in the near future. The **Co-ordination with rural electrification schemes.** Block Development Officers will do well to consult the Executive Engineer of the P.W.D., Electricity Branch of the area and to find out the electrification schemes for the Block.

20.21. (i) Interest will be charged at the rate notified by the State Government from time to time. At present it is fixed at $5\frac{1}{4}$ per cent per annum.

Interest and penal interest.

(ii) If taccavi is paid at any time between June 1st and 30th November, six months' interest will be charged with the following rabi instalment, and if paid at any time between December 1st and May 31st, six months' interest will be charged with the following kharif instalment. Loans repaid during the harvest in which advances were made will be charged interest for six months.

(iii) Penal interest will not be charged on instalments that have been suspended by order of competent authority, but in other cases it will ordinarily be charged at a fixed rate of $6\frac{1}{4}$ per cent per annum, simple interest (equivalent to one pie per rupee per mensem), on the principal overdue, when the delay exceeds one month. Compound interest will in no case be charged. The Collector may remit or reduce the penal interest if he is satisfied that the levy of such interest would cause hardship.

(iv) The debtor may at any time pay the whole amount with interest due up to the date of payment and thereby close the transaction.

20.22. The Block Development Officer will furnish a monthly statement in form T-9 of Annexure LXIII-I in the case of loans to the Development Department.

Submission of merit returns.

Preparation of files and maintenance of Accounts and Registers

20.23. The Block Development Officer shall prepare a file for each borrower on the basis of an agreement completed in form T-4, and in the case of more than one borrower on the basis of agreement in form T-5.

Preparation of files. The file will comprise of the following documents.—

- (a) the application made by borrower/s;
- (b) the deed of agreement;
- (c) the receipt of the borrower/s, or in the case of loan obtained in kind, one foil of the permit showing the seed or fertilizer received by him;
- (d) all other relevant papers regarding sanctioning of the loan, suspending its recovery, and order or remission, if any.

These files should be placed in covers prescribed in form T-10 at Annexure LXIII-J. The Block Development Officer, after the disbursement of the loan,

should send all files along with a statement in form T-11 as at Annexure LXIII-K to the Tehsildar having jurisdiction over the area, and get an acknowledgment from him. A copy of the statement will also be supplied to the Deputy Commissioner and the Development Commissioner.

20.24. The Community Development schemes do not provide for short term loans which are covered under Agriculturists Loans Act of 1884. These are to be provided by the normal agencies—Agriculture Department or the Revenue Department as the case may be. The Block Development Officers are however, authorised to sanction loans for fertilizers up to the limit of Rs. 150, under the Agriculturist Loans Act of 1884. Loans are sanctioned in kind and the price of the fertilizers supplied is taken as the amount of loan.

20.25. The forms of application, procedure for sanction, execution of agreement and allied matters in the case of fertilizers loans are almost the same as in the case of Tube-wells, pumpings sets and percolation wells, etc. The following additional points may, however, be kept in view in the case of loans for fertilizers:—

- (i) These loans for fertilizers are recoverable at the next harvest. Form T-6 as reproduced at Annexure LXIII-F may be used for short term loans for fertilizers, whether these are advanced to an individual or several persons under the Act of 1884. An application for loan under this Act may be disposed of within three weeks as provided in para 6.30 of the Land Administration Manual reproduced at Annexure LXVII.
- (ii) Where the hypothecation of immovable property for loans under the Act of 1884, is required, the form of order should be in form T-4 as in Annexure LXIII-D.
- (iii) In respect of land hypothecated to Government by way of security for repayment of in advance, the officer sanctioning the loan should at once inform the patwari concerned and ask him to enter up a mutation. If a second loan is given on the same security, a second mutation is not required as explained in paragraph 7.18 of the Land Records Manual as reproduced in Annexure LXVIII. Whether a mutation has to be entered up or not, the Block Development Officer should ensure that the patwari concerned makes a note of the loan in column 12 of the current Jamabandi, which is to be carried over to all succeeding Jamabandis.
- (iv) When the applicant has an interest in land and the value of such interest is sufficient to cover the loan, such interest should suffice as security and no collateral security need be demanded. However,

to safeguard the interests of Government, the value of that applicant's interest in the land should be at least $1\frac{1}{2}$ times the amount of loan.

- (v) When the applicant has no interest in land or such interest cannot, for any reason, be hypothecated as security, the officer sanctioning the loan, may, at his discretion, require the applicant to produce collateral security, either real or personal, or some persons who will become surely for the payment of the loan with interest. Movable property should rarely be accepted as security.

20.26. Interest on loans advanced for the purchase of fertilizers will be charged at a rate fixed by Government from time to time. These loans are repayable at the succeeding harvest, along with the first instalment of land revenue for that harvest. Penal interest for overdue instalments not suspended by competent authority will be charged at $6\frac{1}{4}$ per cent. Tables F and G in Annexure LXVI A and B give the interest at 4 per cent per annum and penal interest at $6\frac{1}{4}$ per cent per annum due on amounts varying from Rs. 25 to Rs. 1,000.

Interest on Fertilizer loans.

20.27. (i) The scheme for the distribution of taccavi in the form of chemical fertilizers, such as ammonium sulphate, super-phosphate, etc., is controlled by the Director of Agriculture. These fertilizers are distributed amongst the cultivators through the Primary Co-operative Societies, called "depots" to whom supplies are arranged through the District Wholesale Co-operative Societies. The Agriculture Department maintains an account of the supplies of such fertilizers received from the manufacturing agency and its distribution to borrowers.

(ii) When a loan in kind is sanctioned, the borrower shall be required to execute an agreement either in Form T-4 and T-5. Taccavi given for the purchase of fertilizers is repayable at the next harvest and therefore agreement form in T-5 should be filled in. The agreement form will also be countersigned by the Disbursing Officer in token of completion of the agreement on behalf of Government. The amount of taccavi will be entered in the agreement form as paid in cash, and such a loan will be treated in the revenue records as a cash transaction.

(iii) After the agreement with the borrower has been executed, the disbursing officer shall issue a permit in foil No. I and II in form T-7 of Annexure LXIII-G, which is valid for a fortnight. The borrower will take the permit to the depot-holder from whom he will receive the article mentioned in it, and will sign or affix his thumb impression to foils No. I and II.

(iv) The person in charge of the depot will send foils No. II to the officer concerned who issued it, where it will be kept with form T-5.

(v) Once a week the disbursing officer will send all foils No. I to the sub-treasury with the challan, and the amount of the voucher will be credited to receipts from the sale proceeds of that articles and debited to agricultural loans. In case foil No. II corresponding to any entry, is not returned to the disbursing officer within a fortnight, he should get an enquiry made why the borrower has not taken delivery of the articles. If it is proved that the borrower has failed to take delivery of the articles concerned within a fortnight, the fact may be notified to the Collector for cancellation of the loan.

(vi) The person in charge of the depot will maintain a register in Form T-8 of Annexure LXIII-H. Two copies of this register will be sent, at the end of each month, to the District Wholesale Co-operative Society. This Society will prepare a tehsilwise consolidated statement showing transactions at each depot and forward it to the Director of Agriculture for a check on distribution against supplies.

The above procedure also applies *mutatis mutandis* to the distribution of all other taccavis in kind.

20.28. The following safeguards are suggested to avoid misappropriation of loan for fertilizers:—

**Safeguards
against misap-
propriation of
loan for fertili-
zers.**

- (1) Applications should as far as possible be disposed of on the spot by the sanctioning authority.
- (2) An undertaking in writing should be obtained from the applicant that he will not misuse or sell the fertilizers obtained on credit.
- (3) Sanction in an individual case should not be accorded beyond the financial powers of an officer.

20.29. Experience has shown that loan accounts are not properly maintained. Their audit is, therefore, essential to check whether all advances made are properly entered in account books and that there is no leakage or misappropriation of Government money. The Deputy Commissioner or some Headquarters Officers of the Development Department (C.P.) should carry out inspection of accounts of each Block in each District at least once a year with a view to (1) check and examine files in order to ensure that loans have not been granted indiscriminately and that all formalities prescribed in this Manual have been observed.

(2) To compare all drawals made from the treasury by the Block Development Officer concerned during the period under inspection (from returns submitted by him) with the advance of loans made in order to see that they tally.

(3) To ensure that there are no illegal advances or inadequate security and deliberate misapplication of loans.

20.30. For each inspection, audit note should be drawn up under the following broad headings:—
Audit Notes.

- (i) Allotments and Disbursements.
- (ii) Maintenance of Accounts.
- (iii) Inspection of works.
- (iv) Periodical returns.
- (v) General remarks. Under this heading, the action taken on the last audit notes will also be discussed.

Copies of audit notes should be forwarded by the Deputy Commissioner or the Headquarters Officer to the Block Development Officer concerned for necessary action and to the Commissioner and Development Commissioner for information. In case any defalcation is detected, the matter should be brought to the notice of the Development Commissioner immediately.

20.31. (i) The recovery of loans disbursed by the Block Development Officers is the responsibility of the Revenue Department. The Revenue Department will not be able to undertake the recovery work in respect of **Recovery of loans advanced under Community Development Schemes unless loans.** the basic record in respect of loan applications for which recoveries are due is made available by the Block Development Officers concerned. The Block Development Officers should therefore arrange to complete this record for transmission to the Revenue agency well in time.

(ii) The recovery of instalments of loans under Community Development Schemes are to be deposited in the head of account "L-I-A-Receipts on account of **Receipt head for crediting the instalments of loans advanced under the Community Development Schemes.**" Community Development Projects—

(iii) Under section 7 of the Land Improvement Loans Act, 1883, and section 5 of the Agriculturists Loans Act, 1883, as reproduced in Annexure LXII, all loans granted under these Acts, all interest (if any) chargeable thereon and costs (if any)

incurred in making the same, shall when they become due, be recoverable in all or any of the following modes:—

- (a) from the borrower—as if they were arrears of land revenue due by him;
- (b) from his surety (if any)—as if they were arrears of land-revenue due by him;
- (c) out of the land for the benefit of which the loan has been granted—as if they were arrears of land-revenue due in respect of that land;
- (d) out of the property compromised in the collateral security (if any)—according to the procedure for the realization of land-revenue by the sale of immovable property other than the land on which that revenue is due:

Provided that no proceeding in respect of any land under clause (c) shall affect any interest in that land which existed before the date of the order granting the loan, other than the interest of the borrower, and of mortgagees of, or persons, having charges on, that interest, and where the loan is granted under section 4 with the consent of another person, the interest of that person, and of mortgagees of, or persons having charges on, that interest.

(iv) When any sum due on account of any such loan, interest or costs is paid to the Collector by a surety or an owner of property compromised in any collateral security, or is recovered under sub-section (1) by the Collector from a surety or out of any such property, the Collector shall, on the application of the surety or the owner of that property (as the case may be), recover that sum on his behalf from the borrower, or out of the land for the benefit of which the loan has been granted, in the manner provided by sub-section (1).

(v) It shall be in the discretion of a Collector acting under this section to determine the order in which he will resort to the various modes of recovery permitted by it.

(vi) In case a borrower does not pay the loan or interest on the due date, the amount should be recovered by any of the processes laid down in section 67 of the Land Revenue Act, which is reproduced at Annexure LXIX.

(vii) The tehsildar at the end of each month will submit a statement in form T-18 at Annexure LXIII-L, along with a brief memorandum to the Collector of the District showing the particulars of the defaulters and various coercive processes employed under section 67 of the Punjab, Land Revenue Act, and the reaction of the defaulters.

20.32. Instalments of loans may be suspended on proof of failure of crops or other exceptional calamity:—

Powers of suspension and remission of all types of loans.

- (i) The Collector of District may order such suspensions up to a limit of Rs. 5,000 for a single Tahsil, or a total of Rs. 10,000 for the whole district in any one harvest, provided that the amount involved at a time in any one case shall not exceed Rs. 1,000.
- (ii) The Collector may exercise unlimited powers in areas under fixed assessment in those cases in which suspensions of taccavi loans follow suspensions of land revenue.
- (iii) The Collector shall, for suspension in excess of above limits, forward proposals in form T-20 as at Annexure LXIII-M to the Commissioner of the Division, who shall have unlimited powers of suspension as in the case of land revenue. Formal orders of suspension should be recorded in all the cases. Where there are a number of cases in one village they may be dealt with in one statement and when suspension is given on a large scale to a number of villages, a statement giving totals by villages should be submitted.
- (iv) All suspensions of taccavi, whenever granted, shall be reported without delay through the Commissioner of the Division for the information of the Financial Commissioner Revenue.
- (v) A suspended instalment should not be made payable in the ensuing year with the instalment of that year, but the effect of suspension will be to postpone for one instalment the period of payment of all remaining instalments due on the loans. Thus no more than one instalment will be recovered in any one year (or half-year), and no interest will be charged for the postponement. The total amount to be repaid will remain the same as before, the only difference being that the debt is not cleared off so soon as was originally intended.
- (vi) When any portion of a loan under these rules is found to be irrecoverable, or when from any special cause it appears that the loan ought not to be recovered, a special report should be made to the Commissioner of the Division, who has power to grant remission up to a limit of Rs. 1,000 in any one case. The remissions sanctioned by the Commissioner should be reported at once in form T-21 as at Annexure LXIII-N for the information of the

Financial Commissioner Revenue, and the Accountant-General, Punjab. If the amount proposed for remission exceeds Rs. 1,000, the Commissioner should forward the report to the Financial Commissioner, who has power to sanction remissions without limit.

- (vii) Order of suspension and remission of loans will be intimated to the Tehsildar concerned and carefully incorporated in the ledger (Khatauni) and Kistbandi register maintained at Tehsil and Sadar Offices. In the case of individual cases, such orders will form part of the original files.

20.33. The principles to be followed in granting suspensions and remissions of taccavi loans are explained in paragraph 629 of the Land Administration Manual.

Principles to be followed in granting suspensions.

CHAPTER XXI

RULES REGULATING THE USE OF GOVERNMENT OWNED VEHICLES

21.1. There is a provision for the purchase of one jeep with a trailer in the consolidated budget of each National Extension Service Block. The intention of supplying jeeps in the Blocks is to provide quick mobility to the field staff so that they may be able to discharge their duties in the rural areas expeditiously. Government have framed a set of rules, as given at Annexure LXX, with a view to exercise proper control over the use of Government transport. These rules should be strictly observed as carelessness in handling Government transport means avoidable loss to the State Exchequer and any laxity on the part of Government servants in the matter will be taken serious notice of. Details of accidents to Government vehicles should be communicated to the Provincial Transport Controller immediately after the accident. The Block Development Officers should carry out periodically a special audit of the jeeps and their accounts in order to ensure observance of rules and instructions prescribed by Government.

21.2. The Block Development Officers have been authorised to incur expenditure on the purchase of petrol, oil, repair charges, etc., for the running of Block jeeps and other vehicles at the scale given below subject to **N. E. S. work budget provision:—**
only.

Blocks where there is only one jeep ... Rs. 300 per month

Blocks where there are two or more jeeps or vehicles ... Rs. 500 per month

These are the maximum limits allowed and the Block Development Officers should remain within the limits prescribed. In order to maintain a proper check, the Block Development Officers are required to submit a monthly report to the State Headquarters in the following form:—

Vehicle No.	Make and Model	Mileage performed by the vehicle	Petrol consumed during the month	Oil consumed during the month	Expenditure on repairs	Total amount paid including service charges
1	2	3	4	5	6	7

21.3. A separate stock register should be maintained for making entries of new spare parts received from the State Headquarters or purchased locally. The **Maintenance of unserviceable, spare parts replaced by the new ones in the vehicles Stock Register.** should also be shown in the stock register.

The *proforma* for the stock register for both these purposes will contain the following columns:—

NEW PARTS

Serial No.	Date of purchase or receipt	Particulars of the new parts	From whom received	Cost	QUALITY			Vehicle No.	REMARKS
					Receipt	Issued	Balance		
					1	2	3		
1	2	3	4	5	6			7	8

OLD PARTS

Serial No.	Date	Particulars of the old parts	Vehicle number	REMARKS
1	2	3	4	5

The Block jeeps are to be used strictly for Block Development work and should not be placed at the disposal of any local or District Officer, who wants to use it for purposes which are not related to the National Extension Service. In case it is considered necessary to give the jeeps to these officers for works other than the block work, the prior approval of the Development Commissioner should

be obtained. There is, however, no objection to the use of Government jeeps by the District Heads of Development Departments for the inspection of National Extension Service work. Preferably joint inspection should be carried out with the officers of the Development Departments to economise petrol.

21.4. If the jeep is required to be taken beyond the sphere of duties of the Block Development Officer, i.e., outside the district in which the Block is situated or within the District to places other than District Headquarters, prior approval of the Development Commissioner is necessary under rule 2.35 of the Travelling Allowance Rules read with Serial No. 5 of Rule 15.1 of the Civil Service Rules (Punjab), Volume I, Part I. These powers have been delegated to the Deputy Commissioners as well. The Block Development Officers should make the jeeps available to the officers under the control of Deputy Commissioner only under the written orders of the Deputy Commissioner and which must simultaneously be endorsed to the Development Commissioner. The jeeps should be permitted to be used by the Deputy Commissioners for emergency purposes for a week only and the sanction of the Development Commissioner should be obtained in the meanwhile.

21.5. The following instructions issued by the Development Department about the use of jeeps should be strictly complied with by the Block Development Officers:—

Detailed instructions regarding the use of jeeps.

- (i) The jeep should not be used by the Block Development Officer for local running and for visits to villages within a radius of two miles from the Block Headquarters.
- (ii) The Extension Officers who use the jeep, should draw up the programme in such a way that the far off villages are visited with the help of the jeep while villages nearby, say within a radius of four miles from the headquarters, are visited by other means of transport, e.g., bicycle or even on foot.
- (iii) No officer/official should be allowed to drive the jeep, which should only be driven by the authorised driver of the block.
- (iv) No officer or official will learn driving while using the Block jeep.
- (v) The Block jeeps should not be taken to District Headquarters by the Block Development Officers for attending monthly meetings of the District Development Committees or any other meeting convened by the Deputy Commissioners.
- (vi) The use of Block jeep by private individuals should not be allowed.

- (vii) Jeeps are available for Development work only and not for Revenue or other work except when in an emergency the Deputy Commissioner may expressly requisition these for any specific purpose, but such requisitioning would ordinarily be with the prior approval of the Planning and Development Commissioner.
- (viii) The position of funds under Head "A-Block Headquarters" is very tight and it would be practically impossible to replace the present jeeps. They should, therefore, be very carefully used, and protected against sun and rain by providing suitable shelters if a garage is not available on hire or otherwise.
- (ix) The cost of petrol and maintenance charges should be kept down to the lowest.

CHAPTER XXII
INSTRUCTIONS ON ESTABLISHMENT AND OTHER MISCELLANEOUS
MATTERS

22.1. The Punjab Government have allowed daily allowance (if admissible under rule 2.100 of the Travelling Allowance Rules) to Block Development Officers and other officers working under the Community Development Schemes, who have been provided with Government Transport. The daily allowance is admissible subject to following conditions:—

- | | |
|---|-----------------------|
| (i) If the absence from Headquarters does not exceed eight hours. | Nil |
| (ii) If the absence from headquarters exceeds eight hours | Half daily allowance. |
| (iii) If the absence from headquarters involves one night. | Full daily allowance. |

The officer will be considered to have spent the night out provided his absence from headquarters exceeds six hours during the night, i.e., three hours before and three hours after mid-night. The Officer proceeding in a Government owned vehicle on tour at 7 A.M. on the 10th of a month and returning to his headquarters on the next day, i.e., 11th at 4 P.M. will be entitled to daily allowance for one day only as he will spend only one night away from his headquarters. Daily allowance under the normal rules, viz., Rule 2.105 of the Travelling Allowance Rules has not been allowed to these officers, as stated above as they have been supplied Government Transport on a liberal scale. The above scale of Daily Allowance will be applicable to all Government servants working in the Community Development Organization and who are supplied with means of conveyance (such as jeeps, horses, etc.).

22.2. (i) The Gram Sevaks are allowed Rs. 4-8-0 per mensem as Cycle allowance. In the blocks located in the hilly areas, the Gram Sevaks have been sanctioned a fixed travelling allowance of Rs. 8-0-0 only per mensem in lieu of the cycle allowance of Rs. 4-8-0.

(ii) The travelling allowance of the Gram Sevaks for journeys beyond their sphere of duty should be regulated under rule 2.10 of the Travelling Allowance Rules.

(iii) A reduction at the rate of 1/30th for each day for which daily allowance/road mileage is drawn is not to be made in the case of Gram Sevaks who are in receipt of cycle allowance of Rs. 4-8-0 per month as the conveyance (cycle) allowance drawn by them has been sanctioned for the upkeep of an ordinary bicycle.

(iv) A Gram Sevak who is in receipt of fixed travelling allowance (a) will not get any mileage allowance or daily allowance for attending staff meetings in the block office if his headquarters is situated at a distance of 10 miles from the block

headquarters. (b) will get mileage allowance for 8 miles only (14 miles plus 14 miles to 20 miles) irrespective of the fact whether he returns to his headquarters on the same day or the next day if his headquarters is at a distance of 14 miles from the block headquarters (c) will not get any daily allowance for his journeys beyond the sphere of duty under rule 2.10 of the Travelling Allowance rules.

22.3. (i) The drivers remaining on duty out of headquarters may be allowed daily allowance under rule 2.103 of the Travelling Allowance Rules, provided their absence from headquarters exceeds six hours during the night, i.e., three hours before and three hours after midnight.

Travelling and Extra duty allowance to Drivers.

(ii) The driver of a Government vehicle, when proceeding on duty at 7 A.M. on the 10th of a month and returning to his headquarters at 4 P.M. on the 11th of the same month, will be entitled to daily allowance, under rule 2.103 of the Travelling Allowance Rules, for one day only as he will spend only one night away from his headquarters.

(iii) The drivers of Government vehicles when on tour are not entitled to any overtime allowance as they get daily allowance. When, however, they are not entitled to daily allowance on tours, not involving absence of one night from headquarters, they will be entitled to overtime allowance, under the Rules regulating the use of Government owned vehicles as in the Annexure LXX.

22.4. It has been observed that the Travelling Allowance bills of the block staff are generally not being disposed of promptly by the Block Development Officers. The result is that these bills become time-barred and sanction to the investigation of each belated claim by Accountant-General, Punjab, under rule 2.25(b) of Punjab Financial Rules, Volume I, has to be accorded very frequently by the Planning and Development Commissioner, Punjab. To check this growing tendency the Block Development Officers and other drawing and disbursing officers working in the Community Development Organization should ensure that all Travelling Allowance bills are prepared and drawn in time and claims are not allowed to become time-barred. Belated claims requiring prior investigation by audit should not be entertained unless there is reasonable cause, which should be indicated while forwarding all such cases together with the person at fault and the action taken or proposed to be taken against him. If the official/officer concerned has materially delayed presentation of his case, sanction to investigation of the claim should normally not be granted.

Pre-audit of time-barred T.A. Bills.

22.5. The Deputy Commissioners and Commissioners have been delegated the powers of the Development Commissioner to sanction the absence beyond jurisdiction of the personnel working in the National Extension Service/Community Development Areas in their Districts/Divisions as detailed below:—

Deputy Commissioners—Up to a maximum of seven days at one time.

Commissioners—Up to a maximum of fourteen days at one time.

This delegation is, however, subject to the condition that the absence beyond jurisdiction is sanctioned for reasons of a public nature which should invariably be stated in the sanction. In this connection, reference may be made to the powers of the heads of departments under Section No. 5 of Rule 15.1 of Civil Services Rules, Punjab, Volume I, Part I. To keep the Development Commissioner, Punjab, in touch with all the sanctions to be conveyed, a copy thereof should invariably be endorsed to him for information.

22.6. The Deputy Commissioners have been authorised to make transfers among the members of the staff of following categories from one Block to another Block in their districts:—

Delegation of powers to Deputy Commissioner to transfer personnel working under the Community Development Organization.

- (1) Social Education Organizers.
- (2) Village Level Workers.
- (3) Overseers.
- (4) Head Clerks.
- (5) Accountant-cum-Storekeepers.
- (6) Steno-typists.
- (7) Stenographers.
- (8) Drivers.
- (9) Class IV Government Servants.

Copies of the orders whenever passed by them in any case may also be endorsed to Development Department (Community Projects) for information and record. The Deputy Commissioners, however, are not competent to appoint or transfer officials from the offices of Community Development/National Extension Service Blocks and *vice versa* without the prior approval of the Planning and Development Commissioner. It is true that due to non-availability of trained staff, the vacancies in the Community Development Organization have sometimes been filled up by drawing officials from the Deputy Commissioner's office establishment, but it should be clearly understood that the staff working in the Community Development Organization is under the administrative control of the Planning and Development Commissioner, Punjab. In case the Deputy Commissioners want to withdraw the lent official of their office establishment from the Community Development Organization, they will have to get the sanction of the Planning and Development Commissioner.

22.7. The policy in regard to the posting of officers/officials of the Community Development Organization in or near their home districts and the **Policy in regard to the posting of the staff.** normal period of posting at a single place has been considered by Government, in the light of the policy laid down by the Ministry of Community Development, Government of India.

It has been decided that the following procedure should be followed in future:—

(1) *Officers (Mostly B.D.Os)*

They will not be posted in their home districts and will usually not be transferred for at least three years but not kept in the same place for more than five years.

(2) *Social Education Organizers (Male)*

They will generally be posted outside their home districts and will be kept at the same place for three years.

(3) *Lady Social Education Organizers and Gram Sevikas*

They will be posted, as far as possible in their home districts and may also be posted in the areas where their actual home is located. They will normally not be transferred for at least three years. In the case of married personnel, as far as practicable, they will be posted in the same place, where their husbands or parents live

(4) *Clerical Staff*

This staff will be posted in their home districts, as far as possible, and normally will not be transferred.

(5) *Overseers*

They will generally not be posted in their home district and will normally not be transferred for three years.

(6) *Drivers*

They may be posted in their home districts but not in their home tehsils and will not be transferred except in very rare cases.

(7) *Gram Sevaks*

The Gram Sevaks will normally be posted in their home districts but not in the circle where the Gram Sevaks home is actually situated. Normally a Gram Sevak will not be transferred for five years.

(8) *Grade IV Servants*

They will be posted in their home districts and need not be transferred except in very rare cases.

(3) The above decisions will be subject to the following considerations and exceptions:—

- (i) Owing to uneven distribution regarding recruitment as between one district and another, exceptions will have to be made in posting people outside their home districts whenever that is necessary.
- (ii) It will be open to Government to make variations in policy for other reasons which may occur from time to time. In other words, Government while laying down the above policy makes it clear that no employee can claim posting as indicated above as a matter of right.
- (iii) It will be open to Government to make exceptions in individual cases, particularly where work or conduct of the official concerned has been or is unsatisfactory or even of doubtful nature.

22.8. It has been observed that the transfer orders of Gram Sevaks are not being carried out as promptly as they should have been and some of the Gram Sevaks try to get these orders cancelled under one pretext or the other. This sort of indiscipline should be viewed seriously and if it is not checked and curbed it is likely to create certain complications in the matter of disbursement of pay. etc. To meet the situation in this regard, the following instructions should invariably be observed by the Block Development Officers:—

Instructions regarding the posting and transfer of Gram Sevaks.

- (1) Orders of transfer once issued should be implemented without any exception by the officers concerned.
- (2) The Government servant under orders of transfer should first comply with the orders and then prefer an appeal if he so desires.
- (3) If a Government servant is found to avoid serving an order of transfer on him or delays handing over the charge of his post to his successor, strict disciplinary action will be taken against him. He should be penalized to the extent that he should not be paid for the period between the serving of an order and his actually joining his new post if his fault is established. Non-payment of his dues as a punishment would result in a break in his service, which would have a recurring adverse effect on his official career. All cases arising under this clause should invariably be referred to the Development Department for further action.

22.9. It has been decided after careful consideration that no Gram Sevaks should be allowed to have his Headquarters at the same place, where Block Headquarters is located. The Block Development Officer should also not use Gram Sevaks for work other than field work. A serious view will be taken at State Headquarters for non-compliance of these instructions.

22.10. The senior most Extension Officer (which includes a male Social Education Organizer) will carry on the normal routine work of a Block Development Officer during his absence on leave or training. For instance if Agricultural Inspector is senior to the Social Education Organizer (Male) or a Co-operative Inspector is senior to both Agricultural Inspector and Social Education Organizer, the Agricultural Inspector/Co-operative Inspector will hold the charge of the Block and not the Social Education Organizer. In case the Male Social Education Organizer is the senior most official, based on the period of posting in a particular block, he shall hold charge of a block and not the Agricultural Inspector/Co-operative Inspector. The Extension Officer exclusively working in a Block should only be considered for holding the charge of a block under this arrangement.

22.11. (i) All officers/officials who are imparted training in Community Development work at Government expense are bound to serve Community Development Organization, for a stipulated period. In future, the applications of Block Development Officers, Social Education Organizers, Gram Sevaks and Block Level Extension Officers, will not be forwarded to any other Government/State Departments/Punjab

Submission of applications for appointment in other Departments. Public Service Commission/Subordinate Services Selection Board, Punjab unless the period specified in the bond or at least two years service is completed under the Community Development Organization.

(ii) In the case of Clerical Staff/Overseers/Drivers they will have to serve the Community Development Organization for a period of at least one year.

(iii) The applications of Extension Officers working under the Community Development Organization will, however, be forwarded to their parent Departments for consideration.

(iv) In case of Departmental promotions in the Community Development Organization, however, these restrictions will not apply.

(v) While forwarding applications, the merit of the applicants should be carefully assessed. The applications of deserving candidates who fulfil the requisite qualifications prescribed for the post applied for should be forwarded well in time.

22.12. According to the policy subordinate officers should always address higher authorities/Government through their superiors and anybody infringing this rule and writing either to higher authorities or attempting in other ways to bring his wishes to the notice of Government will be liable to disciplinary action. Instances have come to the notice of Government where these instructions have not been observed by Government servants. This tendency shows indiscipline on the part of Government servants and is required to be firmly curbed. It is, therefore, necessary that all Government servants working in the Community Development Organization should not write or otherwise approach the higher authorities or Government except through proper channel, viz., Block Development Officers/Deputy Commissioners/Development Commissioner, etc., as the case may be. Any Government servant infringing this rule will render himself liable to disciplinary action.

22.13. (i) It has been observed that there is a tendency on the part of Block Development Officers to correspond directly with the Development Commissioner even on subjects which can, in view of delegations ordered in Punjab Government letters reproduced in Annexures XXVI—A-J and in terms of Administrative re-organization laid down in Chief Secretary's letter No. 8781-G-54/25631, dated the 9th September, 1954, as reproduced in Annexure I-A, can be disposed of by the Deputy Commissioners. Even the schemes to which financial sanction can be accorded by the Deputy Commissioners and Commissioners have been submitted to the Development Commissioner. This practice not only occasions delay in the implementation of programmes but also entails unnecessary correspondence. In future while submitting schemes to the Development Commissioner's Office it should be clearly stated that they are to be sanctioned by Development Commissioner under delegation in force. Also no communication should be addressed to Development Commissioner on any matter which can be settled and on which orders can be obtained from the Deputy Commissioner or from the Commissioner of the Division through the Deputy Commissioner concerned.

(ii) It has also been considered necessary that a channel of correspondence indicating which cases should be referred to Development Commissioner direct and which cases through the Deputy Commissioners should be laid down.

(iii) Normally all correspondence should be addressed to the Development Commissioner through the Deputy Commissioner except in case of urgency where invariably a copy should be endorsed to the Deputy Commissioner. No scheme should be submitted to Development Commissioner direct. Unless previous approval verbal or otherwise of the Deputy Commissioner has been obtained, even in that case, a copy of the scheme must be endorsed to the Deputy Commissioner. Except in routine matters where approval or sanction of the Development Commissioner is needed as Head of the Department or where some queries have to be answered or routine information called for by the Development Commissioner's Office is to be

supplied, in all other cases the correspondence is to be addressed to the Development Commissioner through the Deputy Commissioner.

(iv) All matters relating to Gram Sevaks except their appointment and dismissal, including their transfers within the Block and change of their Headquarters, can be settled by the Deputy Commissioners without any reference to the Development Commissioner's Office. Cases relating to disciplinary action against and dismissal of Gram Sevaks should, however, be addressed to Development Commissioner but through the Deputy Commissioner and not direct. These instructions will equally apply to the ministerial staff of the Block. All reports and representations against the action of the Extension Officers or other field staff of the Development Departments should be addressed to the Deputy Commissioner who would, if considered necessary, move the Development Commissioner for such action as he may deem fit.

(v) If in any case action is to be taken in anticipation of the sanction of the Development Commissioner the sanction should be obtained from the Deputy Commissioner. Direct correspondence in such cases should not be resorted to.

22.14. The Community Development Organization of the State Government have evolved detailed proceedings and *proformas* as reproduced in Annexures LXXI for writing the annual confidential reports on the work and conduct of gazetted as well as non-gazetted staff working in the Community Development Organization. While recording their remarks, the Officers concerned should bear in mind the value and importance of such reports in making or adversely affecting the careers of officers/officials reported upon. While the superior officers have the fullest freedom and the right to record their opinion about the work and conduct of their subordinates, in doing so they should be guided solely by considerations of merit, justice and fair play. No personal considerations, approaches or sifarish of any kind should be allowed to weigh and their conscience alone should be their guide in this matter.

22.15. The following scale of touring has been laid down for different categories of officers to visit Community Development/National Extension Service Blocks in the State:—
Scale of touring in the Community Development areas by Heads of Departments, Deputy Commissioners etc.

(1) *Headquarters officers of Community Development Organization.*— Officers of the Development Department, viz., the Planning and Development Commissioner, Deputy Secretaries, Under Secretaries, Deputy Director, Evaluation, Assistant Director Young Farmers and Village Leaders will tour for about 7 days in a month to see the working of the Blocks while Under-Secretary (Planning) and the Planning Officer will also tour for three days in a month. The aim is to ensure that each block is visited twice a year by a Headquarter's Officer. Normally, Deputy

Secretaries and Under-Secretaries and other officers will visit these blocks which have been allotted to them but in order to ensure that no block is left out during the course of the year they may also visit other blocks.

(2) *Commissioners.*—The Commissioner may visit as many blocks located in a district as possible during his tour to that district. He should endeavour to visit at least one block in each Tehsil once a year.

(3) *Deputy Commissioners.*—The Deputy Commissioner is directly responsible for implementing the Community Development Programme at the district level. He should, therefore, keep in close touch with the working of each block by touring the block areas frequently. In the districts having less than six blocks, the Deputy Commissioners should visit each block at least once a quarter and in the District which have more than six Blocks the Deputy Commissioner should endeavour to visit each Block at least once in every six months. A quarterly report about the tours conducted by the Deputy Commissioners should be sent to Development Commissioner in the following *pro forma*:—

Name of the block visited	Date of Visit	Villages visited	Remarks (brief general assessment of work)
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(4) *Sub-Divisional Officers.*—The Sub-Divisional Officers should invariably visit the blocks in their respective jurisdiction twice a quarter.

(5) *Heads of Departments.*—The Heads of the following departments are responsible for planning and implementing programmes relating to their Departments in the Community Development areas:—

- (i) Agriculture.
- (ii) Health.
- (iii) Co-operative.
- (iv) Panchayats.
- (v) Education.
- (vi) Public Relations.
- (vii) Industries.
- (viii) Forests.
- (ix) P.W.D. (B & R).
- (x) Electricity, and
- (xi) Irrigation.

It does not seem necessary to lay down specific period of touring for Heads of Departments, but as far as possible each Head of the Development Department should visit at least two blocks per month. He should endeavour also to spread out his touring in such a way so as to get a representative idea of the Community Development work throughout the State.

(6) *Divisional Officers of Development Departments.*—Divisional Officers of the following departments should undertake tours of the block areas for not less than seven days in a month and should visit at least three Development blocks:—

- (a) Agriculture.
- (b) Animal Husbandry.
- (c) Co-operative.
- (d) Health.
- (e) Education.
- (f) Forests.

(7) *District Officers of Development Departments.*—Districts Officers of the following Development Departments should visit each block in the district at least once a quarter:—

- (1) Agriculture.
- (2) Animal Husbandry.
- (3) Co-operative.
- (4) Panchayats.
- (5) Health.
- (6) Industries.
- (7) Public Relations.
- (8) P.W.D. (B & R).
- (9) Education.
- (10) Forests.

Similarly officers of the Electricity and Irrigation Departments may visit the blocks areas as frequently as possible.

In order to provide an interchange of experience, it is absolutely necessary that all officers from Headquarters, Commissioners, Deputy Commissioners, Sub-Divisional Officers, Heads of Departments, Divisional and District Officers of development departments may record their tour notes and circulate to all concerned for guidance and further action.

The Commissioners, Deputy Commissioners and Heads of Departments should always endorse a copy of their tour notes to the Development Commissioner.

22.16. As in the case of other services, the Block Development Officers are also required to pass a Departmental Examination. The procedure for this examination as well as the details of the prescribed syllabus are given in the Annexure LXXII.

Departmental Examination for Block Development Officers.

CHAPTER XXIII

SANCTION OF LEAVE TO GOVERNMENT SERVANTS

23.1. Government servants are entitled to get casual leave subject to the conditions laid down at Appendix 17 of the Civil Services Rules, Volume I, Part II, **Rules regarding casual leave.** which are reproduced below for the guidance of Block Development Officers.

- (i) It must in no case exceed at a time 15 days, or such longer period as may be fixed by general or special order of the Deputy Commissioner.
- (ii) Leave exceeding four days may not be granted on more than two occasions during the calendar year unless a third period is allowed in special circumstances by the Deputy Commissioner.

(iii) Government servants should not be allowed to leave station without prior approval.

(iv) In reckoning the period of 15 days spell one Sunday either at the beginning or end of the leave may be excluded but other holidays should be included. Holidays, however, will not be counted as casual leave enjoyed, whether the period of leave taken is up to the maximum permitted or for shorter period.

23.2. It is, however, pointed out that the maximum casual leave that may be granted in any individual case throughout the year must not exceed the limits as prescribed below:—

Maximum Casual leave admissible.

Length of service at credit	CASUAL LEAVE ADMISSIBLE AT A TIME		MAXIMUM CASUAL LEAVE PERMISSIBLE THROUGHOUT THE YEAR	
	To Government servants of Class I, II and III	To Government servants Class IV	Government servants Class I, II and III	Government servants Class IV
1	2	3	4	5
With over 2 years service ..	10 days ..	6 days ..	20 days ..	15 days
With over 18 months service ..	10 days ..	6 days ..	15 days ..	12 days
With over 12 months service ..	5 days ..	4 days ..	12 days ..	9 days
With over 6 months service ..	3 days ..	2 days ..	9 days ..	6 days
Less than 6 months service ..	..	..	5 days ..	3 days

23.3. Block Development Officers are empowered to grant casual leave up to four days to the staff working under them. Leave beyond this period may be got sanctioned on their recommendations from the Deputy Commissioner concerned or any other authority empowered by him.

23.4. Leave other than casual leave may be granted in accordance with the instructions contained in Rule 8.23 of Punjab Civil Services Rules, Volume I, Part I, and under serial No. 2 of Appendix 12 of Punjab Civil Services Rules, Volume I, Part II.

23.5. Leave to permanent Government servants may be sanctioned in accordance with the instructions contained in Rule 8.116 of Punjab Civil Services Rules, volume I, Part I. Leave to Government servants who are not in permanent employ may be sanctioned according to the provisions made in Rules 8.133 and 8.137 of the Punjab Civil Services Rules, Volume I, Part I.

23.6. Powers to grant casual leave to Block Development Officers/Community Project Officers (Industries), Principals of Extension Training Centres have been delegated to Commissioners and Deputy Commissioners, who are to exercise these powers in accordance with the instructions contained in Serial No. 2 of Appendix 17 of the Punjab Civil Services Rules, Volume I, Part II (First Edition) and as indicated below:—

Authority empowered to grant casual leave	To whom	Extent
1. Deputy Commissioner ..	Block Development Officers/Community Project Officers (Industries) Principal of Extension Training Centres	Up to 4 days at one time provided that the Commissioner of Division is informed of the total amount of casual leave taken previously in the calendar year when application for leave in excess of 4 days is made to him
2. Commissioner of Division ..	Ditto	.. Full powers under the rules i.e. casual leave in excess of 4 days

23.7. The Block Development Officers have been authorised to sanction casual leave up to four days in the case of Extension Officers. All cases of leave to Extension Officers beyond four days may be referred by them to the District Officer of the Development Department concerned, i.e., Assistant Registrar Co-operative Societies in the case of Co-operative Inspectors District Agricultural Officer in the case of Extension Officer, Agriculture (Agricultural Inspector) and so on.

23.8. While sanctioning leave to Extension Officers, the Block Development Officer should keep in view the following instructions:—

Important instructions to be kept in view.

- (i) According to the existing instructions of the Co-operative Department, no leave is to be sanctioned to an officer of that Department, during the period when annual statements are being prepared or when a Campaign for the recovery of Co-operative loans is going on. Similarly in the case of other Departments, the Block Development Officer should find out if the Departments concerned have not placed any restrictions for the grant of leave to its officers during a particular period. The Block Development Officer should not grant any leave to Extension Officers concerned during the period except with the approval of the District Officer of the Development Department concerned. The Block Development Officers are advised to get in touch with the District Officers of the Development Departments to know the details of the executive instructions issued by the Departments concerned placing restrictions for the grant of casual leave during a particular period.
- (ii) In a number of blocks, whole-time Extension Officers are not available and the Extension Officers are also responsible for the non-Block areas. In such cases, the leave of Extension Officers concerned will continue to be sanctioned by the District Officer of the Development Department concerned.

CHAPTER XXIV

GENERAL INSTRUCTIONS FOR THE GUIDANCE OF GOVERNMENT SERVANTS

24.1. Punctuality in attendance in offices should be strictly observed. All Government servants should attend offices punctually. In this sphere improvement should be immediate and there should be no ground for complaint. Surprise visits, made occasionally can go a long way to get the administration rid of this visibly small but deep-rooted evil. Defaulters should be severely dealt with.

24.2. In all dealings the interest of the people and the State must be paramount. Personal convenience should be subordinated to the interest of the people as a whole and the State.

24.3. Perfect discipline in personal conduct and in the conduct of Government affairs is necessary. Government servants should set up high standards of conduct, which should be an example for others to follow. Immoderate indulgence in alcoholic drinks which directly affects both physical and mental processes of the human system are ultimately bound to produce deleterious effect on despatch and efficiency of officials. Completely eschewing the use of liquors, in areas of Prohibition should be the basic policy to be followed very strictly. Another evil, i.e., playing of cards at high stakes generally depletes the financial assets of the officers, who are compelled to have a recourse to corrupt and low means and practices to make good their losses.

24.4. Efficiency and speed but not haste in the conduct of business of Government and avoidance of delays, and so-called "red-tapism" should be watchword of Government servants. "Justice delayed is justice denied" Where delay is the result of lassitude, procrastination and inefficiency, it is the cause of corruption and avoidable harassment to public. Delay in the disposal of Government business should be avoided at all costs. Delay has been a very sore point with the public. There is no remedy for delays except attention to details, proper planning and proper distribution of work. Haste and hustle should yield place to speed and efficiency.

24.5. Corruption is a blot on the administrative set-up. Its complete eradication and not merely elimination should be the first slogan of the entire administration from top to bottom. Corrupt officials should immediately meet the fate they deserve and preference should be shown to those who are known to be strictly honest.

24.6. The Government servants should not be influenced by approaches or sifarishes from whatever quarter they emanate. No consideration—personal, party, political or communal—should have any play, whatsoever, particularly in administrative fields, e.g.—

(a) Appointments.

(b) Promotions.

(c) Postings.

(d) Issue of Permits; Quotas and Licences.

(e) Nomination/removal of members from local bodies/Block Advisory Committee, etc.

Impartiality, fairplay and general integrity should be the watch-word of administrative conduct in spheres referred to above. Under no circumstances should Government servants be deflected from deciding cases strictly in accordance with merit in the light of instructions issued by Government from time to time. Any sign, whether visible or hidden, of nepotism, communalism, regionalism and favouritism should be nipped in the bud and those guilty should be made conscious of the dire consequences of the narrow outlook, which militates against the broad-based national solidarity.

24.7. All complaints should be promptly and effectively dealt with—Officers should be accessible to members of the public; they should treat them with courtesy, hear them patiently and do their best to redress their complaints and grievances. Instructions regarding complaints and complaint boxes should be carefully carried out and when the B.D.O. is unable to deal with the complaints on a particular day, his next senior officer should deal with them. Women visitors should be given priority and their work attended to promptly with due courtesy.

24.8. Touring should always, be planned. The Block Development Officers and other officers should meet the people on tour, hear them and do their best to remove their difficulties and complaints on the spot. While on tour, the subordinate officials, who are found or reported to be not working properly should be pulled up. There is distinction between supervision and inspection. Inspection is *ad hoc*, but supervision is continuous and, therefore, greater attention should be paid to supervision and inspection should as far as possible, be in the nature of supervision.

24.9. The need for economy in all branches of administration cannot be over-emphasised. For instances unnecessary telephonic calls/telegrams when an express letter can very well serve the purpose, can be easily avoided.

24.10. The relations between the various officers in the District/Tehsil/Block should be good, cordial, and constructive. It is the duty of the Deputy Commissioner to see that such relations amongst the officers of a District are inculcated and maintained. They should also train and guide young officers and take personal interest in them to develop a habit of team work.

24.11. All important incidents in the block should be immediately reported to Government. It sometimes reflects great discredit on the field officers, that **Report of im- portant incidents to Government.** Government should come to know incidents through the medium of the daily press, or by hearsay, and have no information from the field.

24.12. Instances have occurred where official secrets have leaked out from Government Officers to the extent that in several instances members of the **Public Leakage of official information and papers.** including M.L.As., have been known to be in possession of copies of notings and orders on official files to which ordinarily they should have had no access. This shows gross misconduct on the part of certain Government officials as well as complete want of discipline in Government Offices. Where a particular noting or an order leaks out or copies are available to outsiders, including M.L.As., the inference should be that the officer or official who had to gain by the leakage of such information is, *Prima facie*, responsible for such leakage. It will be the duty of the Controlling Officer to keep a watch on the activities of their subordinates and if they suspect any particular individual, it will be their duty to report him to the Head of the Department concerned for immediate action against him. Government servants should refrain from indulging in loose talk which lead to the leakage of official information.

24.13. The Government servants are not permitted except with the previous sanction of Government and subject to certain minor explanations, to receive any complimentary or valedictory address or to accept any testimonial or to attend any meeting or entertainment held in their honour or in honour of any other Government servant. **Public Demonstrations in honour of Government servants.** Government servants should not also accept invitations to declare private buildings, etc., open or to lay the foundation stones of new buildings owned by individuals or to allow roads, bridges, buildings, parks, or public institutions such as hospitals, schools or colleges to be named after them. To act in the manner set forth above will not only be in appropriate, but also inconsistent with the role of detached impartiality legitimately expected of Government servants, and that would generally have an unwholesome effect. In the case of remote areas, however, the Government servants may participate in such functions which have a cultural or sociological significance.

24.14. Some important DO's and Don'ts for the guidance of officials in Punjab Government offices are pointed out as below:—

Some important Do's and Don'ts.

DO'S

- (1) Be punctual.
- (2) Be honest.
- (3) Be courteous.

- (4) Acknowledge the receipt of letters from the public and also those received from higher authorities where it is essential to do so.
- (5) Maintain a chart of the reports and returns due to or from you in respect of the subjects entrusted to you.
- (6) Attach a calendar of dates of disposal on each case.
- (7) Keep a note of all urgent and immediate cases assigned to you and see that these are submitted on the due dates.
- (8) Switch off fans and lights when no longer required.
- (9) Keep confidential and secret papers under lock and key.
- (10) Keep your desk clear.
- (11) Keep your personal convenience subordinate to the interests of the people and the State.
- (12) Keep your reference books up-to-date.

DON'TS

- (1) Do not leak out official information.
- (2) Do not waste articles of stationery supplied to you.
- (3) Do not waste your time. It is precious.
- (4) Do not smoke in the record room.
- (5) Do not approach members of the Legislature or other public men for the redress of your grievances.
- (6) Do not take part in or associate with parties interested in political activities.
- (7) Do not do repetitive noting if the PUC is self-explanatory and no precedent or policy is to be discussed.
- (8) Do not entertain outsiders without permission.
- (9) Do not take office files home unless permitted to do so.
- (10) Do not use urgent and immediate slips indiscriminately.
- (11) Do not utilise Government stationery for private purposes.
- (12) Do not listen to "approaches" or "Sifarish" from whatever quarters they may emanate. All Government business should be conducted on sole consideration of merit, justice and fairplay and in accordance with Government rules and instructions.

24.15. Government attach the greatest importance to the instructions and DO'S and DON'TS as explained above and expect these to be followed in both letter and spirit. These are based on the instructions issued by Government from time to time and should, therefore, be brought to the personal notice of all Government employees working in the Blocks for careful note and scrupulous compliance.

CHAPTER XXV

PUBLIC RELATIONS IN RELATION TO COMMUNITY DEVELOPMENT

25.1. The Block Development Officer, the Extension Officers and the Gram Sevaks should also be good Public Relations men and for that matter well conversant with publicity techniques. Broadly speaking, Public Relations is an art of making friends and of promoting by personal contacts the sympathetic understanding of an issue. Publicity, on the other hand is the art of making things known. It is persuasion by description, discussion, demonstration and the like on the basis of facts. In view of this, it will be a mistake to assume that Publicity and Public Relations in the Community Development areas should be left entirely to publicity experts. All Extension Workers, should, therefore, be as much concerned with publicity as the District Public Relations Officers and the Publicity Workers are with it. An intensive publicity should be carried on in the countryside according to a definite programme to educate the people about the objectives of the Community Development Programme and the need for their active participation in the execution of various schemes taken up under the programme.

25.2. Experience has shown that only truth and sincerity can guarantee success in publicity. The Public Relations man should not only possess a capacity to talk well in the language of the people, but should also have a full knowledge of the subject of his talk and of the suitability or otherwise of the conditions of the locality and of the people for the application of that knowledge. He must talk with force and conviction and in very clear terms. He should also possess the temperament to live with the people in the villages and to share their joys and sorrows. In one word, by his words and deeds, he must prove himself as one of them.

25.3. As regards the method of publicity, it takes many forms such as celebration of campaigns and drives through the radio, films, dramas, songs, pamphlets, posters, exhibitions, melas and the Information Centres. The following methods are most important and should therefore be adopted by the Block staff:—

(i) Rural Development work will receive considerable impetus if it is carried on in the form of campaigns, and drives. A definite period should be set for each campaign. In organizing campaigns and drives, the objectives should be carefully laid out, e.g., how many trees are to be planted, how many manure pits are to be dug, etc. This should be followed by intensive publicity to generate enthusiasm among the people and for the purpose all media of publicity, e.g., poster, films, radio, songs and dramas should be used. The results of the campaign, which should include both quality as well as quantity should be widely published in newspapers, broadcast by radio, and spot lighted in prominent places. The officials as well as non-

officials who put in conspicuous good work in the campaign should be suitably rewarded with letters of appreciation, commendation certificates, etc.

The following campaigns and drives are recommended for adoption:—

(1) *Pohli eradication*.—Pohli is an obnoxious weed which causes considerable loss to foodgrains. Unless steps are taken to eradicate this weed on a State-wise basis, no results will be achieved. Besides, Pohli should be eradicated before its seed matures. Pohli eradication campaign, should, therefore, be spread over two periods: the first, during December-January when Pohli weeds are raw and second, from 21st March to 1st May when weeds ripen. In this work there is need of participation of every one. School and college boys particularly can play an effective role. The entire staff of Revenue and Development Departments as well as Education Department should be mobilised. The Block Development Officer, accordingly advised to prepare a plan of work well in advance and assign a reasonable number of villages to each officer in their block for this work.

(2) *Campaign for distribution of fertilizers*.—Ammonium Sulphate and Super-phosphate can be distributed for Kharif crops in the months of May and June and for Rabi crops in September and October. This work should also be done in the form of a drive and a report should be submitted to the Development Commissioner in the first week of July and in the first week of November so that the comparative results be assessed.

(3) *Tree planting campaign*.—The tree plantation can only be done in the rainy months of July and August. Results should be assessed, in the month of September and reported to Development Commissioner.

(4) *Campaigns for road making, construction of bunds and digging of drains*.—This type of work can only be undertaken when the farmers are free from their normal duties. As such, it can be carried out in the months of December to February and again in June.

(5) *Ancient Festivals and Weeks*.—It will worthwhile to co-ordinate some of the campaigns with religious festivals. The sanitation week campaign may coincide with Dewali, when people whitewash their houses, Cultural festivals may coincide with Holi and so on.

(ii) Radio and cinema are perhaps the two best means of mass instruction in the villages. In about 4 or 5 years time every village in the State will have a radio set of its own. Already a substantial number of villages possess a radio set, which has been either subsidized out of the Block budgets or the Community Listening Scheme of the Public Relations Department. For the purpose of distributing radio sets purchased out of the Community Listening Scheme, a Distribution Committee at District level consisting of the District Panchayat Officer, District Inspector of Schools, the Block

Development Officers and the District Public Relation Officer as Convenor has been set up.

(iii) Like the radio, the films are also an important media of publicity. Even people who are averse to attending any kind of meetings will go to see a film. Films can be used to arouse interest in village people and change their attitudes, to present facts in an interesting way, to bring new practices in a village in a short time and to teach illiterate as well as literate people. As a general rule, the Extension Worker particularly the Social Education Organizer should give a short talk explaining the purpose of the meeting and of the picture before it is shown. After the picture the villagers may be encouraged to discuss and to ask questions. Punjab Government have issued certain instructions regarding the use of Film Projectors, grouping of blocks, etc., which are reproduced in Annexure LXXIII—A and B.

(iv) The village people have a great fascination for folk songs and dances. For that reason, an extension worker will find songs and dances good for conveying information on better ways of living. In every village there will be someone who is good in folk songs and dances. Such persons will provide entertainment and will help break the monotony of discussions of a serious nature. The extension worker should approach such persons to compose songs on subjects which he wants to popularise.

(v) The drama is also a source of entertainment and education and it is well attended by the villagers. In actual practice it has been found that the extension worker is unable to get together the artists required for staging a drama from one single village. He should therefore get the artists by picking them from different villages. Efforts should be made to organize at least one good drama party in each Block. In this work, the extension worker should seek the help of the village school teachers. They will be of great help in selecting and training the actors as well as providing the necessary material for the stage. It may not be necessary to have a properly built stage. Any open space, well located with a little raised ground or platform will do. The drama should be staged at a time when the villagers can come conveniently. It is best to give a performance on the moonlit night.

(vi) Melas and fairs are traditional in India. In the past, religious festivals have provided the usual motive force for such gatherings. For the Community Development Programme, melas and fairs have more than ordinary importance. As a means of mass communication, mela is one of the most important media. It is in these gatherings that the villagers will come to know how the programme is bringing about a new transformation in their own area. They also have an opportunity to compare notes with their counterparts in the adjacent villages and blocks. Along with these melas, an exhibition of local products, Village Arts and Crafts and Cottage Industries

may also be arranged. The Development Departments like Agriculture, Animal Husbandry, Public Health, Co-operation, and Industries should take an advantage of such gatherings by setting up exhibition stalls and also to explain to the village people both by practical demonstration and lectures the various measures that can help to ameliorate their economic and social conditions.

(vii) The Block Information Centre, which is to be opened in each Development Block will be an important means of educating and informing the village people about all aspects of the nation's progress including the progress of work in the Development Block in which they are resident. **Block Information Centre.** The scope of this centre will be larger than a mere Information Centre. These Centres can, if effectively organized and serviced, become the hub of Community life in a Development Block through which all Social Education activities of the block will radiate. The Punjab Government have issued detailed instructions regarding the setting up of Information Centres, which are reproduced in Annexure LXXIV.

(viii) Apart from Information Centres at Block Headquarters, there should be good Community and Information Centres at the Headquarters of selected Gram Sevaks. These Centres should display comparative information of what various villages in a Gram Sevak's circle will have achieved in different spheres of development activity. **Information and Community Centres at Village Level.**

25.4. (i) The Block Development Officers should draw up a co-ordinated programme with the District Public Relations Officer/Field Publicity Officer of the Government of India concerned so that maximum advantage of mobile film units maintained by the Block Development Officers, the District Public Relations Officers and the Field Publicity Officer may be taken. **Co-ordination with the Public Relations Department.**

(ii) The District Public Relations Officers/Field Publicity Officers, Government of India, when on tour in the Development Blocks or nearby must make it a point to visit Block Information Centres. They should make an objective report to the Director, Public Relations, Punjab/Regional Officer, Five-Year Plan Publicity about the working of these Centres, who would in turn keep the Community Development Organization informed about their views and suggestions of the District Public Relations Officers/Field Publicity Officers to improve the working of the Information Centres. The Block Development Officers are advised to co-operate with the District Public Relations Officers/Field Publicity Officers in the matter.

(iii) The services of Cinema Operators and Mechanics of the Public Relations Department/Five-Year Plan Publicity Unit may be made use of for the repairs of Cinema Projectors in the Blocks when they are on tour on that side. The tour programmes of these officials would be conveyed to the Block Development Officers well in advance so that they can be contacted in time of need.

CHAPTER XXVI

VILLAGE PANCHAYATS AND COMMUNITY DEVELOPMENT

Importance of Village Panchayats. 26.1. The system of Panchayats is based on the principle of decentralisation of power, which is an essential aspect of democracy. The Panchayats in India have been recognized as living units of democracy throughout the ages; and their existence is a clear indication of the fact that our civilization is firmly rooted in democracy. Mahatma Gandhi, the father of our nation, drew pointed attention to the necessity of re-establishing village Panchayats as the basic units of local self-government. He said "India's independence must begin at the bottom. Thus every village will be a republic or a Panchayat having full powers. In this structure composed of innumerable villages, there will be ever-widening, ever-ascending circles. Life will not be a pyramid with the apex sustained by the bottom. But it will be an oceanic circle, whose centre will be the individual always ready to perish for the village". Gandhiji was of the definite opinion that the village Panchayats should constitute an integral part of our Constitution, if our Independence is to reflect the people's voice. The greater the power of the Panchayats, the better for the people.

Necessity of Village Panchayats recognised. 26.2. The necessity of establishing village Panchayats was fully recognized after Independence, and it is laid down in Article 40 of the Constitution as a directive principle of State policy that the State shall take steps to organize village Panchayats, and endow them with such powers and authority as may be necessary to enable them to function as units of self-government.

Panchayats—a part of the Administrative Machinery. 26.3. The system of Panchayats has now been firmly established as a part of the administrative machinery in our State. Within the village, the Panchayat is responsible for assessing and administering the common needs of the village community. The basis, of course, is to secure the direct participation of every adult in the village in the task of administration, first, by assessing the felt needs of the village community, secondly, by determining priorities in relation to such needs, and finally for the formulation and implementation of the programme to meet those needs.

Administrative and Municipal Functions of Panchayats. 26.4. The administrative and municipal functions of the Panchayats, area covered by each Panchayat, sources of revenue, etc., are given as in the Annexure LXXV. The administrative and municipal functions cover all important matters relating to municipal and development works in the village; and also encouragement of village industries for improving the economic position of the village.

26.5. It is thus clear that the jurisdiction of the Panchayats covers almost all aspects of village life. The Panchayats have to function as the focal points of all development works in the villages. They are the agencies for the execution of all development plans of various beneficent Departments for the good of the village community and every effort has to be made to build them up into efficient units of administration, so that losses due to waste of effort and misuse of public funds are reduced to the minimum.

**Panchayats—
focal points of
development
work.**

26.6. In the general plan of development works through community effort, Panchayats have to be used as the main agency for planning and also for the execution of the works. The Panchayats are thus the instruments with which the Development staff will be increasingly associated for the execution of the programmes within the scope of the Panchayats and their success will be in direct proportion to their efficiency.

**Panchayats ins-
truments of
Community De-
velopment.**

A sound and efficient Panchayat is thus a pre-requisite for successful community development work in the village. The Block staff must, therefore, pay special attention to the training of the members of the Panchayat, and strengthening of the village Panchayats, help to remove any difficulty in their working and do all that is necessary to build up their prestige and influence in the village. Village factions are a common feature of our rural life at present but it is also certain that by continuous and sincere effort it is possible to minimise their effect on village life and induce the villagers to bury the hatchet and function with a common purpose for the common welfare of the village. By helping the Panchayats in this way the Block staff will also be achieving the object of mobilising and enlisting the co-operation of the villagers in their schemes.

26.7. The key to the success of development programmes under the Community Development and National Extension Service programmes is that this movement must be essentially a people's movement, i.e., a movement in which the main initiative is in the hands of the people themselves, in which the schemes are planned by the people themselves after considering the local needs, determining the priorities in relation to those needs and devising methods for meeting the needs, a programme in which the main resources for accomplishing, the works are also provided by the people themselves. The movement is essentially one of self-help, self-reliance and co-operation. The administrative machinery provided by the State is intended only to encourage and guide and provide the technical know-how, and while the State provides part of the finance, the people themselves have to provide the rest of the requirements for carrying out the works, i.e., land, money and labour.

26.8. Since the movement is essentially a people's movement, the main resources as well as the initiative for providing the resources should also come from

**Strength and ef-
ficiency of Pan-
chayats—Key to
Village Pro-
blems.**

the people themselves. How is this going to be achieved? Through the people's institutions, the Panchayats and Co-operatives. The key to all these problems is the strength and efficiency of the Panchayats. Besides ensuring public enthusiasm and co-operation in the planning and execution of development works under the

programme, the Panchayat as an administrative body invested with legal powers, has the authority to muster the local resources by use of the legal machinery placed by the State in its hand. These are the powers given to the Panchayats to levy taxes for raising finance and also specially the power to levy labour tax, i.e., compulsory labour by all able-bodied persons in the village for a specified period to carry out works of benefit to the community. In our State the Panchayat is empowered to levy a special tax under Section 87 of the Gram Panchayat Act, for carrying out special works of importance. This tax is payable by all the adult male residents of the Panchayat area with the condition that those who do not wish to pay in cash may contribute in the form of labour for equivalent amount. In this way, the Panchayat can provide finance as well as labour as a part of the normal village administration. In Punjab common lands in the village have been vested in the Panchayats. Such lands can be utilized by the Panchayat for any object of common benefit. At the same time the Panchayat can make available such help from private sources of the villagers by reason of its moral and legal authority in the village. This is possible only when the Panchayat is functioning as a strong, united and efficient body, capable of carrying the whole or the bulk of the village community with it. In certain places Village Development Councils in the place of Panchayats have been set up for carrying out the functions relating to development works. These Development Councils are allowed to be set up where a Panchayat does not exist or is ineffective. The setting up of Development Councils should, however, be avoided as far as possible. When, however, the Panchayat is not functioning well on account of party factions or other causes and is not capable of mobilising and enlisting public co-operation for the progress of development works, the question of setting up another popular body like Development Council composed of men, who command respect and influence in the village has to be considered. It is to be realized, however, that the setting of a separate Village Development Council in these circumstances amounts to a virtual supersession of the Panchayats. This step is to be taken with great care and after carefully examining all the aspects and circumstances of the case. Every effort must be made first to reform, strengthen and vitalize the Panchayat. For this purpose the Officers of the Panchayat Department have to assume special responsibility. If possible the members of the Panchayat may be changed through a process of mutual consultation and common consent of the villagers, and in exceptional circumstances where all efforts for reforming the Panchayat have failed, the extreme step of supersession of the Panchayat will be taken by the Panchayat Department. It is very necessary that the Block Development Officer has very close consultation with officers of the Panchayat Department before taking the drastic step of setting up a separate Village Development Council in the village and as has been emphasized above, this step should be taken only after all other possible means have been exhausted.

26.9. The task of the Development staff is to guide and encourage the Panchayats in the right direction, giving them information regarding the various schemes, new methods of development and progress, availability of funds, supplies and services and the means necessary for executing their plans, while exercising close supervision over the expenditure of public funds by them. Officers of all the Development

Role of Development Staff in relation to Panchayats.

Departments have to put their shoulders to the wheel and co-operate in helping the village communities through Panchayats, to move forward to a more prosperous and happier life, rich and full in human values. The duties of the Panchayat and Development staff in particular are to look after the administration of Panchayats, bringing all serious flaws and instances of corruption and mal-administration to the notice of Government so that these can be wiped out as quickly as possible. Considering the very large number of Panchayats, which are spread throughout the 21,580 villages in the State, and the fact that various undesirable elements succeeded in getting into the Panchayat through elections which were held in 1953, the task which the staff has to perform is truly stupendous. They have to keep a careful watch day in and day out, over the activities of the members of Panchayats try to redress public grievances arising out of the functioning of the Panchayats, wherever necessary, pacify disputes and factions in the villages which seriously hinder the working of Panchayats, checking their accounts of expenditure and income to ensure that no money out of the public funds placed in the hands of Panchayats is wasted or misused, and generally to enthuse the villagers to work as a corporate body for rebuilding the social and economic structure of new India. Community Development staff have to work hand in hand with the Panchayat staff; for the object they have in view is common to both, and leaves no scope for conflict in anyway. Consistently with this policy, Panchayat Officer is immediately made an Extension Officer to look after Panchayats in the National Extension Service Block as soon as one is set up. Within the frame work of the Community Development/National Extension Service Blocks the Panchayat staff have, however, to function as a specialised agency for building up the Panchayats as efficient units of basic administration and local self-government in the villages. It is the policy of Government to have a type of composite administration in the Block so that the staff of all the beneficent Departments employed in the area work as a united team for the common task of uplift of the rural masses. The object of this policy is to make the machinery of administration move with the greatest speed, avoiding methods which involve waste and overlapping of efforts on the part of officers responsible for carrying out the plans of development.

26.10. The Block Development Officers should keep in view the following points while dealing with Village Panchayats:—

**Important points
to be kept in
view.**

- (1) The grants should be given to the Panchayats in the beginning of the financial year. Attempts may be made to distribute the grants by October at the latest so that the works may be completed in time. The grant in each case may be given before the work is started but it should be ensured that the Panchayat concerned has raised its share of the contributions and deposited in the Post Office Saving Account or in a Co-operative Bank. The corresponding amount of grant-in-aid from the Development Block Budget should also be deposited in the Bank in the account of the Panchayat concerned.

- (2) Grants should be given in cash and deposited in the Bank in the account of Panchayat concerned. Grants should not be given in the shape of material.
- (3) Plans and estimates for the works should be prepared by the Block overseer in consultation with the Panches, before the work is started.
- (4) Grants should be distributed on the basis of the reports of Panchayat Officers. If a move in the matter is made by the Gram Sevak it should come to the Block Development Officer through the Panchayat Officer. Gram Sevaks should not handle cash or cash books of Panchayats.
- (5) Information about the details of grants sanctioned to a Panchayat should be sent to the Panchayat Officer and District Panchayat Officer concerned. Receipts of expenditure should not be removed before the secretary or the Sarpanch has made necessary entries in the cash book and completed other formalities in this connection. Under the latest instructions the original payee's receipts are to be retained by the Panchayats; but they are required to send the original receipts to the Block Development Officer for preparing attested copies for his own record.
- (6) During consolidation of land holdings, some land is earmarked for village Panchayats out of the common pool. The Block Development Officers should ensure that proper use of this land is made by the Panchayats concerned.
- (7) The village ponds; which do not go dry in any part of the year, should be used for the development of fish culture by the Panchayats concerned. The Block Development Officers should get into touch with the Assistant Warden of Fisheries of their Districts, who may be asked to draw up plans for the purpose.

CHAPTER XXVII

AGRICULTURE AND COMMUNITY DEVELOPMENT

27.1. Agriculture plays a vital role in our economy. It provides employment to the majority of our people, and contributes nearly 50 per cent to our national income. Most of our important industries, e.g., sugar industry, textiles industry, directly depend on agriculture for raw materials. The rural welfare activities whether they relate to health of human beings or cattle, education or culture of rural masses, co-operation or Panchayats, are intimately dependent on the progress of agriculture. In case agriculture suffers, no amount of effort to introduce education, health or co-operation would succeed. The success of any plan for our economic, social or cultural development depends primarily on the success of agriculture. This was one of the cardinal facts on which the First Five-Year Plan was based. The Second Plan also takes due cognizance of this fact, and subsequent plans cannot neglect it in the least.

Importance of agricultural development.

27.2. The National Extension Service has been accepted as an instrument of great potentiality for developing agriculture. Our people who are becoming familiar with the achievements of China in the field of agriculture, have built up high expectations in the matter of agricultural development in the National Extension Service and Community Development areas. Development of agriculture should, therefore, receive the topmost attention of the Block Development Officer, his team of Extension Workers and Gram Sevaks. For that matter, apart from other things, it is necessary that funds provided for agriculture, minor irrigation and animal husbandry in the schematic budgets of National Extension Service Blocks are used only for these purposes and are on no account diverted to other heads of expenditure. A copy of Development Department circular on the subject has been reproduced in Annexure LXXVI. The Prime Minister also feels that 70 to 80 per cent of the time of Gram Sevaks should be devoted to agriculture.

National Extension Service—an instrument for developing agriculture.

27.3. The National Extension Service as an agency for extension is to secure people's participation in the task of agricultural production. An endeavour should be made to reach every family and mobilise local manurial resources and enthusiasm for increasing production and raising living standards. Panchayats and multipurpose co-operative societies in the villages should be utilized for seeing that every family has an integrated plan for the use of improved seeds, fertilizers, organic manures and is associated with short-term credit for carrying through its plan.

Every family to have an integrated programme of agriculture.

27.4. It is to be realized and understood by each Extension Worker that agricultural extension should educate every farmer and benefit every acre of land.

Agricultural Extension to educate every farmer.

The quantities of improved seeds, fertilizers and improved implements should be related to the area cultivated and every acre under cultivation should be covered with improved seeds, manures, and fertilizers and new techniques so that real gains in production are

registered. This can be achieved only if village agricultural leaders play their full role.

27.5. The agricultural plans of a village should include the following items:—

**Agricultural
plan for each
village.**

- (a) Reclamation of waste land.
- (b) Provision of irrigation through the construction of new minor irrigation works.
- (c) Extension of irrigation from the existing sources by proper and economical utilization of irrigation water.
- (d) Increasing the intensity of cropping by—
 - (i) reduction in the area under fallow either by raising cash crops or by growing green-manures.
 - (ii) increase in double and triple cropping by adjusting rotations, introduction of new or early maturing crops, preparation of the land for sowing.
- (e) Introduction of improved techniques of crop production, e.g.—
 - (i) increase in the area under green-manures,
 - (ii) increase in the production of compost,
 - (iii) increase in the consumption of fertilizers,
 - (iv) increase in the area under improved seeds,
 - (v) increase in the area under better cultural methods,
 - (vi) adoption of plant protection measures,
- (f) Replacement of low production crops by high production crops.

27.6. *Proforma* have been prescribed by the Director of Agriculture, Punjab, as in Annexure LXXVII to draw the agricultural production plan of each village **Proforma for** in a block. The District Agricultural Officer will arrange **Village Agricultural Plans.** monstrational meetings in one village in each block where the block staff, including Gram Sevaks, progressive farmers and members of Panchayats will assemble and understand the procedure of drawing up the village agricultural production plan as explained to them by the District Agricultural Officer.

27.7. A beginning is also to be made with regard to the planning of agricultural production programme on family-farm basis. It has been decided to select, at least, two villages in each Gram Sevak's circle and draw up agricultural production programmes of each farming family in these villages. Each farmer may be asked to state the improvements which he proposes to carry out in agriculture and a record of each farmer's plans should also be kept by the leader of each group of farmers. Individual farmers may choose the leaders under whose guidance they prefer to work. A village may have 8 or 9 such group leaders who would act as captains of the groups of farmers. The Gram Sevaks should keep in close contact with the captains and their teams of farmers and should review the progress of the team at least once in six months. The captains may hold monthly meetings of the farmers to discuss the achievements of the group and future plans. The Deputy Commissioners and the Headquarters Officers during their tours should contact these farm leaders, so that they are made to feel that they play an important role in the development of the community. The functioning of such farm leaders may be made a crucial test of effective agricultural extension.

27.8. The farm leaders of each Gram Sevak's circle may be assembled at a convenient place in the circle and the Agricultural Extension Officer may arrange for a week's training to these leaders. If the farm leaders are properly trained and utilized, there will be nearly 200 to 300 honorary Extension Workers devoted to the cause of agriculture in each block.

27.9. The village Panchayat can help in the implementation of the agricultural plan by—

How the village panchayat can help.

- (a) making arrangements for the control of stray cattle which damage the crops;
- (b) organizing campaigns for the eradication of weeds, killing of rats, etc.
- (c) organizing campaign for control of pests and diseases.
- (d) organizing campaigns for composting of village waste material and farmyard manure and nightsoil;
- (e) arranging in the village the multiplication of improved seeds,
- (f) arranging repairs of minor irrigation works like kuhls and by ensuring the rotational, supply of water to the farmers; managing sets of improved agricultural implements, spray pumps; etc.

- (g) settling the boundary disputes in time;
- (h) prescribing certain minimum standards of cultivation which must be adopted in the village so that disparities in yields are reduced;

27.10. With a view to integrate National Extension Service and Agricultural Department Staff at the field level, the following arrangements have been Co-ordination agreed upon:—
with the Agri-
culture Depart-
ment Staff.

- (i) Agricultural programme is to receive top-priority in the National Extension Service and Community Development areas. The Block Development Officer in the Block and the Deputy Commissioner at the District level along with the Agricultural staff in the block and the district is responsible for achieving these targets.
- (ii) The Block Development Officer is responsible for the achievement of agricultural targets for the Block along with the Agricultural targets for the Block alongwith the Agricultural Inspector under the technical control of the District Agricultural Officer.
- (iii) The Deputy Commissioner along with the District Agricultural Officer is responsible at the District level under the technical control of Director of Agriculture.
- (iv) Agriculture and Co-operative Inspectors and Panchayat Officers will work under the control and direction of the Block Development Officer.

There shall be a separate para regarding agricultural work in the Confidential Reports of:—

- (a) the Gram Sevak by the Block Development Officer;
- (b) the Block Development Officer by the Deputy Commissioner.

The confidential report of the Block Development Officer about the Gram Sevak shall be based upon the report of the Agricultural Inspector regarding agricultural work of the Gram Sevak.

- (v) The Deputy Commissioner's report about the Block Development Officer with regard to agricultural work shall be based on the report of the District Agricultural Officer.
- (vi) The Block Development Officer and the Agricultural Inspector should take an account of the agricultural work done in a Gram Sevak's circle from the Gram Sevak himself. The Deputy Commissioner and District Agricultural Officer will take such an account of the work in the block from the Block Development Officer. The Development Commissioner and the Director of Agriculture will take such account from the Deputy Commissioner and the District Agricultural Officer concerned.

CHAPTER XXVIII

DEVELOPMENT OF CO-OPERATION AND COMMUNITY DEVELOPMENT PROGRAMME

28.1. The development of Co-operation is a vital and integral part of the Community Development Programme. The following observations are pertinent in this connection:—

- Co-operation in-
tegral part of
Community De-
velopment.**
- (a) Co-operation and Community Development have substantially common principles and objectives. Both aim at generating and preserving a spirit of self-respect, self-help and collective action. About the National Extension Service movement, the Planning Commission have observed that—"Self-help and Co-operation are above all, is the corner stone of co-operative ideology. In this the principles on which the movement rests". Similarly, self-help, broad context, Co-operation and Community Development are allied movements and have been rightly described as "the twin causes" and "two faces of the same coin".
 - (b) The benefit of Community Development Programme or any financial assistance rendered under it are likely to last only if it is carried through the agency of co-operative institutions. To use the words of Professor D. G. Karve: "Community action has necessarily to be co-operative action, and if this action is not to be haphazard and disjointed, it must be institutionalized. A co-operative society thus becomes an indispensable medium of community action." The Programme Evaluation Report, April, 1955, has also observed to the same effect—"The spirit of self-help and corporate action which is intended to be developed by the community and extension scheme is properly institutionalized in co-operative societies."
 - (c) "The individual items of reformation and development included in a programme which the extension organization is helping people to adopt have a significance for development only if the co-operative efforts of the people themselves are active enough to use this assistance as free and understanding agents. Without the integrated and organic frame work of co-operative institutions, extension will not succeed in promoting healthy community development Any attempt at emphasizing extension to the neglect of community development and co-operation is to support, the revival of a bureaucratic regime Greater and greater reliance on co-operative action at various levels will initiate a new revolution in the life of the common men, the farmers, artisans and workers Extension service

is only an agency for co-operative action. We should more and more concentrate on the latter if the hopes of a silent and orderly revolution of our national life are to be realized. (*Professor D. G. Karve*).

28.2. Apart from understanding the ideological link between the Co-operation and Community Development Programmes, every Block Development Officer must equip himself with necessary knowledge and information relating to Co-operative movement. A Block Development Officer cannot be expected to be a specialist in Co-operation. However, in order to lead his team of Block level specialists, including the Co-operative Extension Officer, he must have the basic grounding in co-operative principles and practices. For this purpose, he must acquaint himself with the following minimum literature:—

Knowledge and information regarding Co-operation.

- (i) The Punjab Co-operative Societies Act, 1954.
- (ii) The Punjab Co-operative Societies Rules, 1956.
- (iii) The model by-laws of important kinds of co-operative institutions, such as, credit, marketing, industries, housing, etc.
- (iv) Summary of the All-India Rural Credit Survey Report.
- (v) A Handbook of Circulars of the Co-operative Department.
- (vi) Development of Co-operation in Punjab under the First and Second Five-Year Plans—A self-contained publication on the subject is being brought out by the Punjab Co-operative Union.
- (vii) Punjab Co-operative Journals.

The material at item Nos. (i) to (iii) is in a consolidated form in the Punjab Co-operative Manual, which is available from the Punjab Co-operative Union, Jullundur City. The library of each Block Development Officer should be equipped with the above literature which should be carefully studied by the Block Development Officer, and, to a certain extent, by the various categories of staff including Gram Sevaks.

28.3. In order to plan out a programme of co-operative development in block, a proper assessment of the level of co-operative development must be made out at the inception of each block. Among other things, this assessment of Co-operative Development should cover the following points:—

Assessment of Co-operative Development.

- (a) Total number of societies of all kinds at the commencement of the Block.

- (b) Total membership of societies of all kinds at the commencement of the Block.
- (c) Total owned funds and working capital of societies of all kinds.
- (d) Classification of societies into A, B, etc., (according to their working as laid down by the circulars of the Department).
- (e) Broad functional break-up of various kinds of societies, i.e., credit, marketing, processing, supply, industries, labour and construction, farming, irrigation, etc.
- (f) Total number and percentage of inhabited villages covered by all kinds of societies.
- (g) Total population and percentage of population covered by all kinds of societies.

Besides assessment of all kinds of co-operative institutions at the inception of the Block on the above lines, every Block Development Officer should also acquaint himself with the level of co-operative development in greater detail in the following spheres:—

- (a) Agricultural credit.
- (b) Marketing and Marketing-cum-Processing.
- (c) Village industries.

An assessment should be made regarding various kinds of societies, their membership, working capital and performance, etc., at the time of inception of the Block.

28.4. Keeping in view the level of development at the inception of the Block, suitable targets for further co-operative development should be prepared by each Block Development Officer in consultation with the Co-operative Extension Officer of the block and the Assistant Registrar, Co-operative Societies of the District concerned. In particular, these targets should cover the following points:—

Targets for co-operative development.

- (a) Number of villages to be brought within the fold of Co-operative Movement.
- (b) Number of additional inhabited villages to be brought within the fold of co-operative credit.
- (c) Number of primary rural credit societies to be set up.

- (d) Number of large-sized credit societies to be set up.
- (e) Number of marketing and marketing-cum-processing societies to be set up.
- (f) Number of new industrial societies to be set up.
- (g) Number of Co-operative Farming Societies to be set up.
- (h) Number of members to be increased in the primary rural credit societies.
- (i) Increase in the deposits held by rural credit societies.

The targets on the above lines should be drawn up for the entire Block period. In addition, annual targets should be prepared in respect of the following items:—

- (a) Improvement in the working of societies.
- (b) Improvement in recoveries of loans.
- (c) Expansion in the marketing operations of agricultural marketing co-operatives.
- (d) Expansion in the credit facilities provided by credit co-operatives.

28.5. Besides achieving physical targets by organizational efforts the Block staff should make earnest efforts to improve the qualitative functioning of the Co-operative institutions in the block. In particular, it should be ensured that there is no emphasis on multiplication on paper of societies. Utmost importance should be given to the spread of knowledge of co-operative principles and practices amongst the official and non-official workers engaged in the Community Development Programme so that a sense of identification and responsible participation in the work of co-operative institutions is brought about. In this connection, the following observation of the Programme Evaluation Report (April, 1957) deserves serious and constant notice:—

“It must be recognized that co-operation is not just a technique of economic organization. On the contrary, co-operation is a way of life, embodying a philosophy that requires both understanding, acceptance and positive action on the part of its individual membership. It is in this sense that co-operation goes together with democracy and gives vitality and permanence to the latter in the economic sphere. Promotion of co-operation in this sense takes time and prolonged effort. It cannot just be rushed nor translated in terms of target numbers of co-operative societies. Analogies of vast and rapid extensions of co-operatives drawn from countries with radically differing political systems are not really relevant in the Indian context. Enduring progress in a democratic society has to base itself essentially on voluntary efforts. Once this is understood, the Community Development staff can play a great and valuable role in promoting the growth of the co-operative movement. They will then set themselves to the task not only of increasing the number of co-operative societies in the block areas, but also of creating those conditions of popular education, popular initiative and popular responsibility with which alone the co-operative movement can have an enduring progress.”

CHAPTER XXIX

DEVELOPMENT OF RURAL INDUSTRIES

29.1. The important role of village industries and handicrafts in the economy of a State like Punjab, whose population is mainly agricultural needs no emphasis. But unfortunately due to various factors, the development under this sphere has been the weakest spot in our programme of Community Development. The Block Development Officers should therefore, pay special attention in the matter and to this end should take steps for:—

Important role of Village Industries.

- (i) Carrying out a rapid survey in each Block to find out the possibilities of the development of specific industries.
- (ii) Arranging training in co-ordination with the Industries Department for improvement of existing technical skills and introduction of new ones in consonance with the findings of (i) above.
- (iii) Co-ordination of cottage and village industries.

29.2. Co-ordination of cottage and village industries programmes taken up by the Community Development Organization, the State Department of Industries and the various All-India Boards, like the Handloom Board, Khadi and Village Industries Commission is very important. Efforts should be made to pool funds, personnel, agencies of supervision and inspection and marketing arrangements. The Khadi and Village Industries Commission provides financial assistance in the shape of grants and loans for the Development of Khadi, Village Oil Industry, Hand-Pounding of Rice, Plam Gur Industry, Gur and Khandsari, Bee-Keeping, Hand-made Paper, Village Leather Industry, Cottage Match Industry, Soap-making with non-edible oils, etc. For details of the schemes and the financial assistance available for each scheme, the Block Development Officers are advised to get in touch with the Chief Executive Officer of the Khadi and Village Industries Commission, Mistry Bhawan, Post Box 482, Bombay-1, or the State Khadi and Village Industries Board, Chandigarh. Similarly State Department of Industries has its plans for the development of village and cottage industries. The Block Development Officers should contact the Joint Director of Village and Cottage Industries, stationed at Jullundur and also District Industries Officers concerned for the purpose.

29.3. Creation of the necessary skill for new industries and improvement of the existing skills is one of the basic problems, to which attention should be paid before any appreciable success in the field of Village Industries can be achieved. For this reason, provision for various schemes for training in various crafts like shoe-making tanning Ambar Charka, dyeing and weaving, ban-making, etc., can be made in the budgets of the Development Blocks under the sub-head "Rural Arts and Crafts".

Training of workers.

The training course in different crafts like shoe-making and tanning should be of one year's duration, otherwise the trainees will not acquire the required proficiency in the trade. The trainees who would offer themselves for training will be of two categories: (i) Those who are entirely new to the trade, (ii) Those who have been in the trade for a number of years. There should, therefore, be different courses of training for the two categories of trainees. Those who had been in a trade for a number of years will need a short and orientation course, while for others a fuller course should be arranged. The District Industries Officer concerned should be consulted in the matter while drawing up training schemes.

29.4. In consultation with the State Department of Industries, ways and means of securing better technical assistance for schemes of industrial development **Procedure for implementation of Industrial Schemes.** in rural areas and also for implementing them in an efficient manner have been devised. These are detailed below:—

(A) *Industrial Pilot Projects at Malerkotla and Batala*

(i) These Pilot Projects under the previous administrative arrangements were not supervised or guided by the Department of Industries to the desired extent. The Department of Industries will henceforth arrange for all necessary technical guidance and supervision of these Projects, as well as for their periodical inspection.

(ii) Hitherto schemes formulated by the Community Project Officers (Industries), Batala and Malerkotla, have been forwarded directly to the Development Commissioner. In future, all such schemes will be submitted by the Community Project Officers (1) to the Director of Industries, who will check and scrutinize these schemes and obtain the concurrence of the Ministry concerned in the Government of India. Thereafter, if the sanction of the State Government is required a self-contained proposal will be made by the Director of Industries, Punjab, to the Development Commissioner, who will issue the requisite sanction in consultation with the Finance Department.

(iii) The Development Department (C.P.), will continue to function as the Administrative Department for both these Pilot Projects. The Director of Industries, Punjab, will be the Controlling Officer for the head, "43—Industries—A—Industries—5—Industrial Development (5) Miscellaneous (72)—Pilot Areas—Batala and Malerkotla" and Head of Department for the schemes to be implemented in these Projects.

(B) *Industrial Schemes in the Community Development Areas*

The industrial schemes in National Extension Service/Community Development areas, which were financed from the sub-head "Rural Arts, Crafts and Industries" in the Block budgets did not have the benefit of any technical scrutiny in the past before they were sanctioned. This applied particularly to National

Extension Service areas, where there were no Block level Extension Officers (Industries). Now all such schemes will be submitted by the Block Development Officers direct to the Joint Director of Village Industries, Jullundur, who will, after amending them if necessary, recommend them to the Development Commissioner, for sanction.

(C) Industrial Schemes under the Khadi and Village Industries Commission for N.E.S./C.D. areas

Under the previous arrangements, the Development Commissioner used to receive special allocations of funds from the Khadi and Village Industries Commission for utilization in National Extension Service/Community Development areas only. In order to prevent lapse of such funds and to ensure that they are utilized under proper technical guidance, it has been decided that they will be credited to the Punjab Khadi and Village Industries Board, Chandigarh, for utilization in National Extension Service/Community Development areas, in accordance with the instructions of the Development Commissioner. Further, the actual schemes will be forwarded to the Joint Director, Village Industries, Punjab, Jullundur, who, in consultation with the Board and its Technical Advisers, and after making necessary enquiries from various Blocks, will recommend to the Development Commissioner the areas where such schemes should be implemented. The Development Commissioner will, thereafter, allot the necessary funds in accordance with the conditions specified for each scheme. The Punjab Khadi and Village Industries Board will be responsible to keep regular accounts of such funds, while the Joint Director Village Industries will send progress reports to the authorities concerned under intimation to the Development Commissioner. All correspondence on the subject of these industries will take place directly between the Block Development Officers concerned and the Joint Director of Village Industries.

29.5. In the Community Development areas, loans are also advanced for village arts and crafts and village industries by the Industries Department. These loans are advanced according to the provisions of the Punjab State Aid to Industries Act, 1953, and rules framed thereunder which are available from District Industries Officers concerned. The disbursement and recovery of loans is also to be effected by the Industries Department. Loans under this Act will carry an interest of 3 per cent per annum and would be repayable in a period of seven years as provided in rule 13 of the Punjab Aid to Industries Rules, 1936. In the case of co-operative institutions the rate of interest has been further reduced from 3 per cent to 2½ per cent per annum. The repayment of loans would generally start one year after their drawal by the loanees. Under the existing rules of the Punjab State Aid to Industries Act, 1935, loans for village industries are permissible up to a maximum of Rs 2,000 under liberalised conditions, i.e., against the security of their assets, including book-debts, stocks, stores, shares, premises, machinery existing and also which is to be purchased, supported with the personal

Loans for Village Arts and Crafts and Village Industries.

security of two solvent sureties, who give their consent in writing to stand as sureties. It should be understood that all applicants who will be advanced loans up to Rs 2,000 will be cottage workers, as defined in the Act, otherwise they will have to offer the security of immovable property, either owned by them or their surety/sureties, if any, of a value equal to the amount of loan, and in the case of loans exceeding Rs 2,000 of a value equal to $1\frac{1}{2}$ times the amount of the loan. Under the Act, all loans up to Rs. 2,000 are to be sanctioned by the District Industries Officer in consultation with a Committee consisting of Block Development Officer in the district and certain M.L.A.s and M.L.C.s. Loans exceeding the amount of Rs 2,000 and up to Rs 5,000 are to be submitted to the Director of Industries for sanction. The application form for the grant of loans prescribed under the said Act is enclosed as in the Annexure LXXVIII.

CHAPTER XXX

HEALTH AND SANITATION

30.1. The objective of the Community Development Programme is to exterminate the triple enemies—poverty, disease and ignorance from the countryside. Measures for the removal of poverty and ignorance cannot be effectively taken without creating conditions conducive to the promotion of positive health. The success of the Community Development Programme will, therefore, necessarily depend upon the satisfactory maintenance of the health of the Community.

30.2. The villagers have been living under conditions which can be characterised as primitive in so far as environmental sanitation and health services are concerned. There is, therefore, an urgent need for improving the environmental sanitation in the rural areas to promote health, welfare and comfort of villagers, without which much of the agricultural and economic interest we have been concerned with, will soon depreciate.

30.3. The Health Programme in a Development Block should mainly consist of:—

Content of the Health and Sanitation Programme.

- (i) Medical relief.
- (ii) Maternity and Child Welfare.
- (iii) Control of Communicable disease with priority for malaria.
- (iv) Improvement of environmental hygienic and sanitation.
- (v) Health Education.
- (vi) Family Planning.

The District Medical Officer of Health and the Executive Engineer, Public Health Branch of the Circle in which the block is located must be consulted in the planning and execution of health schemes.

This is supplied by starting primary health centres to which are also attached three sub-centres which cater to the needs of groups of about 20 villages and which are placed in charge of midwives who attend to maternal and child welfare work. Detailed instructions regarding the establishment of primary health centres have been issued by the Community Development Organization of Punjab State which are reproduced at Annexure LXXIX.

Medical Relief and Maternity and Child Welfare.

A brief account of some of the common infection diseases and methods of control is given in the Manual of Health published by the Ministry of Community Development (Pages 36—62). The Block staff are advised to study the relevant portion of the Manual thoroughly and educate the village people about the preventive and curative measures needed to control these diseases.

The programme of environmental hygiene and sanitation includes provision of improved water-supply, construction of latrines, soakage pits and drains, cattlesheds, pavement of streets, construction of model houses and renovation of existing houses with smokeless chulhas and ventilators.

This programme has been most popular in villages whose primary need for the supply of drinking water had been completely neglected so far. Popular contributions have been received in an ample measure for meeting this long-felt need. Mere supply of drinking water is, however, not enough. What is important is the supply of safe and clean drinking water. This can only be done—

- (i) by construction of sanitary wells, and remodelling of existing wells according to sanitary standards;
- (ii) through piped water-supply.

Wells form the most common source of water-supply in our villages. Most wells are, however, of shallow or surface type, which tap the sub-soil water and are, therefore, liable to easy contamination.

The Block staff should be familiar with the requirements of a good well which are indicated below:—

Requirements of a good well.

- (1) It should be located at a high ground and at a distance of at least 30 yards from habitation.
- (2) It should have a cement concrete lining inside to prevent percolation from a neighbouring area.
- (3) It should have a cemented parapet about 3 feet above ground level to prevent surface washing entering into it.
- (4) It should have a cemented platform about 6 feet in width all around with a gentle slope to prevent stagnation of water around the well. The slope should end in a shallow channel all around, emptying itself in a drain which will carry the water away. The drain should be at least 30 yards long and terminate into a soakage pit or may be disposed of into a field.

- (5) No cess pool, open drain or manure pit should be within a radius of 80 to 100 yards of the well. Bathing, washing of clothes, utensils or animals should not be permitted near the well.
- (6) It should have a suitable cover and to facilitate cleaning, climbing hooks should be fixed in the well during construction. Suitable cover will also prevent breeding of mosquitoes in wells.
- (7) To prevent people from using their individual utensils and ropes for drawing water and which may be dirty, the well as far as possible should be fitted with two or three hand-pumps.

Piped water-supply in rural areas is to be thought of where drinking water is not locally available or where the water available is not potable. Both **Piped Water-supply** these types of activities should be accelerated not only by the utilization of funds provided in the Block budget but also by taking advantage of grants provided by the State as well as the Centre under the National Water-supply and Sanitation Programme of the Central Government. Immediately a Block is opened, it should be the principal concern of the Block staff to see that this primary necessity of life is made available in the Block area on a contributory basis where such a facility does not exist. The Executive Engineer, Public Health of the Circle in which the Block is situated may be consulted before a scheme for supply of water is drawn up.

Some important suggestions regarding the construction of latrines are given in the Manual of Health published by the Ministry of Community Development—**Construction of latrines.** Pages 31—37.

Community Development Organization, Punjab, had issued certain instructions under this sub-head and which are reproduced at Annexure LXXX—A-C for the guidance of the Block staff.

Pavement of Streets and construction of drains.

The creation and maintenance of a healthy environment is essential in the houses of the village people. The house should be so constructed that there is plenty of light and air in all the rooms. Arrangements must be made for separate room for animals. It is essential to construct smokeless chulha or provide an effective smokeflue so that the house is always kept clear of smoke which is irritant to the eyes and darkness and discolours the inside of the house. Arrangements should also be made for the storage of foodgrains in such a way that it is free from damage by rodents and vermins. For some more detailed information regarding housing, the Block staff may refer to pages 11-12 of the Manual of Health.

Improved Housing.

Any successful implementation of Health and Sanitation programme requires concerted measures to give effect to suggestions made in the preceding paragraphs.

Health Educa- tion. The Medical Officer in charge of rural health centre as well as the staff of sub-centres assisted by Social Education Organizers should undertake this programme by educating the people in personal and community hygiene by intensive propaganda and audio-visual aids. A pilot project in this connection should be started in at least one village in the circle of a Gram Sevak by selecting certain items of personal and environmental hygiene as well as rural sanitation which require emphasis in that particular locality. Community action and group method should be tried by making best use of village panchayats in implementing this programme, Social Education Organizers and Gram Sevaks should enlist the help of local agencies like young farmers' clubs and 'Istri Sabhas' and concentrate on selected items of personal hygiene and community sanitation.

30.4. The Block Team is charged with the responsibilities to teach and train village people to keep their health and homes clean and to create conditions which would completely root out all preventable diseases from the countryside. The Gram Sevaks, the Social Education Organizers and Sanitary Inspectors and other staff working in the development blocks are given training in principles of healthful living in the improvement of environmental sanitation and prevention of diseases. To educate the villagers and to instil in them the desire for healthful living, it is absolutely essential that the block team must set an example by their personal habits and methods of living. In fact every member of the block team should be a "Model" for villagers to look up to and follow his example. It will be unfair on the part of the Block staff to ask the villagers to construct and use latrines, when they themselves continue to use the village fields. Similarly it will have a little effect on the villagers if they are asked to have a smokeless chulha when the Block staff prefer to use an open oven which gives plenty of smoke. As such it is essential that the Block staff must practise all they want others to practise. The homes of every one of the Block staff must act as demonstration centres for the rest of the villagers so far as improvement of environmental sanitation is concerned.

CHAPTER XXXI

COMMUNICATIONS

31.1. Improvement in communications is one of the most keenly felt needs of the rural people and development programmes in this field will naturally be most popular and effective. The main activities to be taken up under these programmes are (i) construction of Katcha roads with land and labour for earthwork being provided by the people themselves and the block providing technical guidance and undertaking construction of culverts, etc., and (ii) construction of metalled roads. In the case of the latter, either the people should provide land and do the earthwork and the block should undertake the metalling or the estimated cost of the entire work should be proportionately shared between the people and the block. The Block Development Officers should follow the following instructions with regard to road construction programme in the development blocks—

(a) The alignment of the roads should be straight as far as possible even though the roads may not pass through or very close to a village habitation. The alignment may be done by the Consolidation Officers in consultation with the P.W.D. and Block Development Officers and it should be ensured that a proper system of communications develops in the rural areas which fits in with the over all plan of the State. In view of increase in traffic in future, the roads should be kept quite wide at the time of alignment; the main roads being 60 feet wide and link roads 30 feet wide.

(b) In hilly areas alignment of bridle paths may be done in consultation with the local P.W.D. officers so that these paths could ultimately be developed into jeepable roads.

31.2. During the second stage of the Development Block, the activities should be confined to the construction and improvement of Katcha roads as the funds at the disposal during Stage II Block are very meagre and will not permit taking up the construction of any programme of pucca roads. In Stage I Blocks, however, provision for the construction of metalled roads may be made subject to the requirements of the area concerned.

31.3. On the Katcha roads where earthwork is done by the people on voluntary basis, the Block should provide causeways and culverts, etc. on a sharing basis with the people; the share of the people being 25 per cent of the total cost and Government contributing 75 per cent of the cost. But where a Katcha road already exists and on earthwork has been done by the people, the rate of Government assistance for the construction of culverts on such roads should be 50 per cent of the cost and not 75 per cent.

In the case of a hilly or regions, the financial assistance for the construction of a culvert or causeway on the road, for which earthwork has been done by the people may be given up to 90 per cent of the total cost. The remaining 10 per cent may be contributed by the people in the shape of cash, material, labour, transportation charges, etc.

31.4. When the work regarding the construction of Katcha roads, culverts, and causeways, etc., is completed out of the funds available in the National Extension Budget, then a programme of constructing pucca link roads of 1-2 furlongs in length should be taken up on a contributory basis with the people. Subject to the availability of funds pucca approach roads of small lengths, which may cover a number of villages, may also be taken up on a contributory basis with the people.

31.5. Expenditure on the construction of pucca link or approach roads to be taken up in National Extension Service Blocks should be shared as under.—

Sharing of expenditure.

- (1) People's contribution ... Fifty per cent of the cost taking into consideration the price of land and labour.
- (2) Government's assistance ... Fifty per cent of the cost taking into consideration the price of land and labour.

31.6. Assistance for the construction of pucca link roads should be given only to a Panchayat or a group of Panchayats or District Board who undertake to maintain it in proper condition without any grant-in-aid from the Government, for the purpose.

Grant-in-aid to be given to Panchayats only.

31.7. After a road has been constructed its ownership should be decided immediately. It should be transferred to the appropriate local body if it is to be maintained by it. If it is to be maintained by P.W.D., its ownership may be got transferred to that Department. Before a road is constructed which is ultimately to be transferred to P.W.D., the matter should be decided with that Department and their consent to taking it over obtained in writing.

Responsibility for maintenance of roads.

31.8. When a particular road has been constructed, the Forest Department may be approached for planting trees on its sides. Trees can also be planted on village approach and link roads out of block funds. The Block Development Officers while drawing out such schemes of tree plantation, should, however, ensure that the Panchayat/District Board as the case may be has accepted responsibility for the future maintenance of trees.

Trees on either sides of the roads.

31.9. The Village Road Development Scheme is under the charge of the P.W.D., B. & R. Branch, and is quite different from the schemes taken up under the National Extension Service funds. Under this **Village Road Development Scheme.** scheme 1/3rd share of the cost of a road is contributed by the State Government together with similar contribution from the Centre which is also to be collected by the P.W.D., B. & R. Branch. The remaining 1/3rd is to be contributed by the villagers. The Block Development Officer should get into touch with the officers of the P.W.D. B. & R. Branch, and submit proposals to that Department, after arranging 1/3rd share of the expenditure involved from the people. The block funds should not be used for financing 1/3 share of the expenditure that has to be contributed by the Punjab State for the purpose of this scheme.

31.10. The Chief Engineer, B. & R., has suggested that drains must be provided on either side of that portion of the road, which passes through the village. This is necessary in view of the fact that water from wells or ponds is likely to damage these roads. The approximate cost of the drains will be to about Rs. 5.25 per square feet. A section of the drain and analysis is given at Annexure LXXXI for guidance.

Provision of drains on either side of the roads.

31.11. Technical sanction for the construction of culverts, roads, etc., may be obtained from the Sub-Divisional Officer or the Executive Engineer, B. & R. Branch as the case may be.

Technical Sanction.

31.12. In consultation with the Chief Engineer (B. & R.) it has been decided that each block overseer may be provided with the following equipment so that he could do his job well:—

Equipment for Block Overseers.

Serial No.	Name of Article	Dimension	Quality	Estimated price
1	2	3	4	5
1	"T" Square ..	24"	Wooden	Rs A. P. 28 0 0
2	Prismatic Compass with stand ..	4½"	..	375 9 0
3	Drawing Board ..	18"x24"	Wooden	40 0 0
4	Parallel Ruler ..	1"	Brass	122 8 0
5	Plumb Bob 4 oz. complete with hook, ring and card	4 oz	..	27 0 0

Serial No.	Name of Article	Dimension	Quality	Estimated price
1	2	3	4	5
6	Plane Table with stand and aledaide ..	30"x24"	Wooden	Rs. A. P. 290 0 0
7	Set Square 45° ..	10'	Celluloid	14 0 0
8	Set Square 60° ..	10'	Do	14 0 0
9	Scale Box Wooden of 6 scale with Off sets scale	..	Wooden	90 0 0
10	Chain with 10 arrows ..	100'	Wire	120 0 0
11	Measuring Tape (Metallic) ..	50'	..	25 0 0
12	Card Board Ivory finish scale ..	(A to H) one set	Card Board	5 0 0
13	Protector ..	..	Celluloid	2 0 0
14	Drawing Box complete ..	..	..	150 0 0
15	Levelling staves-Roorkee Pattern ..	10'	Wooden	125 0 0

In addition to the above one Dumpy level over stand and one Theodolite may be provided for common use of all the overseers working in a district. This may be kept in a centrally located block. Expenditure on account of the purchase of the above equipment may be met out of the Head, "H—Communication Contingencies—Non-recurring". The Block Development Officers may take necessary steps for the purchase of the above instruments with the sanction of the competent authority.

CHAPTER XXXII

RECORDS, REPORTS AND EVALUATION

32.1. For a planned Community Programme, it is necessary that records and reports are carefully attended to. Appropriate forms have been devised and they have to be maintained regularly and in proper order. The Block Development Officer and other workers are sometimes apt to over-look the essential need for records and to feel impatient and consequently indifferent about it. It is therefore, necessary to create an objective sense of responsibility in the matter of maintaining records and of compiling reports. To help the farmers of developmental policy and to assess the achievements made and failures suffered under development schemes, these records and reports are indispensable. In that sense they are an integral part of the work that all connected with developmental activity are expected to do.

Elementary requirement of planned economy.

32.2. The following procedure of reporting and maintenance of records is suggested for workers at all levels:

The Gram Sevak should maintain a Handbook of Information on the prescribed *proforma* as given in Annexure LXXXII. This Handbook of Information, besides containing useful information for the Gram Sevak and space for their daily notes, contains village-wise targets and achievements for each month in respect of each individual item, and each Block Development Officer and other supervisory staff can find out the exact, complete and up-to-date position under each head.

Hand Book of Information for Gram Sevaks.

32.3. The Gram Sevak shall also maintain the following registers:—

Maintenance of Registers by the Gram Sevak.

(i) *Reference Register.*—The *proforma* of the Reference Register as at Annexure LXXXIII-A will serve as an index to the various registers maintained by the Gram Sevak.

(ii) *Family Register.*—In the Family Register as at Annexure LXXXIII-B the Gram Sevak shall record (a) Name of each household in a village, (b) Census house No., (c) Principal occupation of the family, (d) No. of family members, (e) Size of family holdings—owned and cultivated area to be shown separately, (f) Specifications about membership (of any family member) in a Co-operative Society, Panchayat and *ad hoc* Body.

(iii) *Programme Register (A)*.—This Register as at Annexure LXXXIII-C will mainly contain information about (a) The Variety and Quantity of Improved Seeds distributed to each cultivator (b) Area brought under improved varieties of Seeds. (c) Type and quantity of Fertilizers/ Manures distributed to each cultivator. (d) Crop Area covered by Fertilizers/ Manures.

(iv) *Programme Register (B)*.—This Register as at Annexure LXXXIII-D has been devised to maintain the record about Public contribution on family basis. In this Register the Gram Sevak will record (a) The name of the household (b) Contribution made by each family in the form of (i) Materials, (ii) Free labour, (iii) Labour at reduced wages and (iv) Type of work for which contribution has been given by a household.

32.4. At the Block Level, each Block Level Extension Officer should maintain a similar Handbook of Information giving details of each item treating the Gram Sevak Circle as a unit. This handbook will also contain the basic data and his own notes and he should use it for his monthly analysis.

Handbook of Information for Extension Officers.

32.5. At the District level a similar Hand book of Information should be maintained by District Officers of the Development Departments and should serve the same purpose, with the only difference that the unit will be a Block.

Handbook of Information for District Level Officers.

32.6. Likewise, at the Divisional level, the Divisional Officers should maintain a similar Handbook of Information giving details district-wise, treating the district as a unit.

Hand Book of Information for Divisional Officers.

32.7. The Gram Sevak should submit the report in three parts, namely, Progress Report, People's Contribution Report and Programme and Tour Reports, in the *proforma* given in Annexure LXXXIV-A, B, C, respectively.

Reports by Gram Sevaks. The Progress Reports should be divided into two sections, namely, statistical and analytical. The former should show the monthly, and the progressive achievements against the targets for the corresponding periods during the current as well as the previous years, while the latter should contain information about significant experiences, successes and suggestions for improvement in work, failures, their causes and difficulties.

32.8. The Reports to be prepared by Extension Officers at the Block level should also be in two sections, namely, statistical and analytical. The statistical **Report by Ex-tension Officers.** report should be in the form of an item-wise tabulation sheet (*vide* Annexure LXXXV), treating the Gram Sevak's circle as a unit. Its analysis should give the following comparisons:—

- (1) Achievement in different Gram Sevak circles.
- (2) Achievement against targets for the period under report as well as cumulative achievements and targets.
- (3) Achievement during the current month under report of the year as compared with the corresponding period of previous year.
- (4) Total achievements since the starting of the Block as percentage of the possibilities of development of each item or totality of the problem or programme in the Block, in order to indicate how much of the work that can possibly be done has already been completed and how much remains to be done under each item.
- (5) Achievement as percentage of the targets in order to provide a uniform base for inter-comparison in different Blocks.

Each Extension Officer should also prepare at the close of each month his programme of work and touring for the next month, in the *proforma* contained in Annexure LXXXVI, in consultation with the Block Development Officer and Village Level Workers and in the light of instructions from the District Development Officer concerned and submit his execution report to both in the same *proforma* at the end of the month.

32.9. The Block Development Officer should prepare only an analytical report in respect of each Extension Officer's sector as well as for the programme as a whole, describing (i) significant successes and failures, (ii) difficulties, (iii) suggestions for improvements, (iv) extent of **Report by Block Development Officers.** team-work, (v) people's response, and (vi) review of other important items. Copies of this report should be submitted to the Deputy Commissioner with relevant extracts to District Officer of the Development Department concerned together with the corresponding reports of the Extension Officers in the blocks. One copy of the Block Development Officer's report should be supplied to each Extension Officer. The Block Development Officers are also required to submit quarterly reports to State Headquarters in the *proformas* given in the Annexure LXXXVII. Detailed instructions regarding the filling of these reports are given in the Annexure LXXXVIII.

32.10. The District Officers of the various Development Departments should consolidate the reports pertaining to their respective Departments received from the Block Level Extension Officers, treating the Block as a **Reports by District Officers.** unit (in the *proformas* as at Annexure LXXXIX) and should prepare their own analytical report on monthly basis and send one copy each to their respective Heads of Departments and Divisional Officers, and one copy to the Deputy Commissioner of the District.

32.11. Each District Development Officer should prepare a quarterly analytical review, sectorwise as well as a whole as per instructions at Annexure LXXXX and the relevant extracts should be sent to the Heads of Departments and their Divisional Officers and complete copies should be sent to the Commissioners, the Development Commissioner, and the Officer-in-charge of Administrative Intelligence Unit at State Headquarters.

Analytical Review of progress Sector-wise.

32.12. The District Officers and Heads of Development Departments should analyse the report and work out the comparisons indicated in paragraph above with the only difference that the unit of comparison should vary according to the jurisdiction of each worker. The Divisional Officers and the Heads of Developments should send copies of their quarterly analytical report to the Development Commissioner. The officer-in-charge of the Administrative Unit will then prepare a comprehensive review of the entire programme, and bring out significant points and comparisons. Heads of Development Departments or other authorities may add additional information if any, in the above review.

Significant points and comparisons.

32.13. The emphasis in the statistical as well as the analytical reports should be not merely on the starting of activities, but on their maintenance, growth and quality. In other words, it should not only indicate, for instance, how many community centres have been set up or how many acres of land were planted with trees, but also should clearly show how many of them are surviving, and how many were properly maintained.

Significant Features.

32.14. A critical analysis of the weak and strong points and recommendations as to improvements and new methods should be done by each worker once a year. It should be an annual analytical review and contain recommendations for improvements at each level. This should be in addition to the quarterly or monthly review of different activities at the close of each year.

Annual Review.

32.15. It is suggested that the monthly reports of the Gram Sevak, together with charts and diagrams of more significant items of activity may be displayed on the black board of the Village Panchayats and at the Information Centres. Similar steps should be taken at the Block, and District levels. This is already being done at State level. This will, if properly organized, not only instil a sense of better participation among the people, but will also serve as an effective and quick check on the correctness of the reports at each level, and will further promote a closer link with the people themselves.

Display of Reports by Gram Sevaks.

32.16. The Gram Sevak should submit his monthly progress report to the Panchayats in his circle with a positive request for scrutiny and for bringing mistakes, if any, to the notice of the Gram Sevak as well as the Block Development Officer at the time of the meeting of the Block Advisory Committee. Similar step is to be taken at the block level, and the progress of the block should be reviewed in the meetings of the Block Advisory Committee.

Monthly Report of Gram Sevaks to be submitted to Panchayats.

32.17. It is neither desirable nor possible to specify separately the achievement from the Community Development budget and other sources. The co-ordinated programme of work will cover both in an indistinguishable manner. The statement of expenditure alone should be separate for the Community Development and the non-Community Development in-puts.

Community Development versus Non-Community Development Achievement.

32.18. Progress reports will help those preparing the reports to assess their own work in terms of the objectives they have set out to accomplish. Systematic critical analysis of one's own activities in relation to specific objectives is a useful method of making future efforts more effective. Preparation of a report can aid significantly this process of self-evaluation. A good report can be of greater value to the person preparing it than those who study it for information only if he approaches the task as a learning process rather than as a matter merely of duty.

Self-criticism and evaluation.

32.19. The reports will also provide the basis for a systematic exchange of experience among different blocks. For the Community Development Programme, to achieve its objectives rapidly and efficiently, it is essential that full advantage be taken of the experience gained in the process. Many problems will be common or similar in most blocks. By combining our efforts, we may be able to find practicable solutions more quickly than by each person or block working in isolation. If some one has found a better way of doing some thing, this can be adopted advantageously in other blocks. Periodic reports thus provide an efficient medium for effecting an exchange of experience in an organized manner.

Exchange of experience.

32.20. The reports will also provide a basis for keeping the public informed on the progress of development work. The Community Development programme can succeed only if it can stimulate and maintain active public participation in phases of planning and execution. Faith in the programme will depend largely upon the proof that progress is actually being made. Progress reports received from the Blocks will serve this need.

Keeping the people informed.

32.21. It is essential that the progress reports should be accurate, objective and comprehensive. Padded reports of accomplishments invariably do more harm than good to the overall programme and more so to those who produce them. Wilful misrepresentation of facts, when it comes to light—and it almost always does—irreparably endangers public faith in the programme. It also shakes the confidence of the Headquarter Officers in the Block Development Officer. There is no virtue in trying to hide our weaknesses and mistakes. Mistakes may occur and progress may lag behind in spite of the best efforts, but one has got to reckon with many unforeseen circumstances which retard the progress of work. Whatever the circumstances may be, as pointed out earlier, the progress reports must be accurate and objective, and very serious notice will be taken of abuse in this matter.

32.22. It has been observed that the quarterly progress reports received from the Block Development Officers contained a large number of discrepancies. In order to provide technical guidance to the Block Development Officers in the matter, it has been decided to associate District Statistical Officers in the compilation of the Quarterly Progress Reports. Instructions issued in this respect are reproduced at Annexure LXXXXI.

CHAPTER XXXIII

PEOPLE'S CONTRIBUTION

33.1. The National Extension Service and Community Development Schemes if they are to succeed must develop increasingly into a people's movement.

The importance of the people's contribution. From the very start schemes are to be drawn up and implemented by the people, depending in large measure on their own contributions of money, labour, land and buildings. The Government agency is there to provide credit facilities, technical guidance and some share of the expenditure. Inevitably the success or failure of the development schemes in a particular area must be judged by the extent to which public contributions have been forthcoming.

33.2. It is, therefore, essential that an accurate record of people's contributions is kept by the Block Development Officer. He is also required to submit a **Record of contributions to be kept.** statement showing people's contribution in the Block area every quarter to the Development Commissioner and Deputy Commissioner of the district. The statement is to be prepared in the form reproduced below and it should be submitted by the 15th of the month following the quarter to which it relates:—

People's contributions up to _____

Serial No.		VALUE OF CONTRIBUTIONS	
		During the quarter	Total to date
		Rs	Rs
1	Value of land given for roads and buildings ..	..	..
2	Value of earthwork done by the people ..	..	..
3	Value of land given for dispensaries, hospitals or school buildings ..	..	..
4	Value of land given for other Community works ..	..	..
5	Value of voluntary labour for Community works ..	..	..
6	Cash contributions ..	..	..
7	Value of materials given for Community works and other donations ..	..	..
	Total ..	..	..

33.3. While preparing figures of public contributions, the following points should be kept in view.—

Cautions to be observed.

- (1) The peoples participation should be assessed for works of common benefit only. For example a well built by an individual for his own use or that of his family is not to be included, but a well built for the village or for Harijans will be included.
- (2) Contribution in the form of labour should be measured by the value of work done, estimated according to the Public Works Department's rates or the authorised rates of the District Board, whichever are lower.
- (3) Contribution in kind and value of land should be assessed at the prevailing market rates.
- (4) Facilities already existing in a village, e.g., Community Centres, school buildings, dispensaries, etc., before the Community Development or National Extension Service Programme started should not be included in the people's contribution, but any additions to these contributed since the block is established may be included.
- (5) When Government property such as lands, buildings, etc., are utilized for a common purpose, the value of such property should not be counted as a part of the people's participation.
- (6) Contributions out of funds collected by the Panchayats or Village Development Councils from the villagers could be counted as people's contribution, but not the grants made out of funds received by the Panchayats or Development Councils from the Government.

33.4. Policy instructions issued to Block Development Officers regarding people's contributions are reproduced at Annexures LXXXXII.

Policy instructions.

CHAPTER XXXIV

Submission of various statements and returns

Various statements and returns are to be submitted to Government, the *pro formas* of which have been given in the Annexures. A statement showing the titles of such returns and the date on which each return is due in the State headquarters is reproduced below. To serve as a constant reminder one copy each of the statement should be pasted on a file board and put on the table of the Block Development Officer and that of the Accountant/Head Clerk. The Accountant/Head Clerk should be held personally responsible for all delays in the submission of the returns on prescribed dates.

STATEMENT SHOWING RETURNS AND STATEMENTS DUE WITH THE DEVELOPMENT COMMISSIONER'S OFFICE

Serial No.	Name of return of statement	Date on which due
1	Monthly expenditure statement under each sub-head separately. (Send 2 copies of B.M. 26 showing number of vouchers).	By 10th of each month
2	Certified half yearly expenditure statement and the forecast for next half year, for submission to Community Projects Administration (in duplicate) in the forms enclosed in the Annexure _____, _____ and _____ for Community Projects Blocks, N.E.S. Blocks and Stage II Blocks respectively.	By 15th of April/October for the half year ended
3	Quarterly statement showing the progress of expenditure under the head "Loans to Municipalities and Advances to Cultivators etc." (see para 12.6 of the Punjab Budget Manual, 4th Edition).	By 15th of the month following the quarter.
4	Supplementary Estimates (1st Instalment) (B.M. 35)	By the 1st August every year.
5	Schedules and Memoranda of New Expenditure (with five spare copies) along with lists of New Schemes in the form prescribed in para 2 (b) Finance Departments letter No. 3933-B-53/5625, dated the 24th June, 1953 (B.M. 16).	By 1st of July every year.
6	Estimates of receipts, if any.	By 15th of September each year.

Serial No.	Name of return of statement	Date on which due
7	Statement of Excesses and Surrenders (only one statement in a year) under each sub-head with explanatory Memorandum (B. M. 32)	By 15th of November each year.
8	Requests for regrants of anticipated savings, in provisions under each sub-head of current year's budget, for passing into the ordinary estimates of the following years.	By 15th of November each year.
9	Supplementary Demands (2nd Instalment) ..	By 30th December each year.
10	Statement of Public contributions ..	By 15th of month following the quarter.
11	Quarterly Progress Report ..	By 15th of the month following the quarter.

PART II
ANNEXURES

ANNEXURE I-A

No. 8781-G-54/25631

FROM NAWAB SINGH, Esq., I.C.S.,
Chief Secretary to Government, Punjab.

TO

- (1) THE DEVELOPMENT COMMISSIONER, PUNJAB,
- (2) COMMISSIONERS, AMBALA AND JULLUNDUR DIVISIONS,
- (3) ALL HEADS OF DEPARTMENTS, AND
- (4) ALL DEPUTY COMMISSIONERS

Dated Chandigarh, the 9th September, 1954.

Subject.—Administrative organisation for implementation of Community Development/National Extension Service Projects.

SIR,

I am directed to address you on the subject noted above and to say that Government have for some time past been considering steps necessary for expeditious and effective implementation of Community Development and National Extension Service Projects in the State—in particular, the administrative set-up which would enable the different development departments, the Commissioners and the Deputy Commissioners to play their respective roles in the planning and execution of the programme. They have taken certain important decisions on the subject which are communicated below for your guidance and immediate necessary action.

2. The fundamental idea that all officers of Government have to grasp is that 'Community Project' is not a Department but a Project in which officers of all Departments who are directly interested in the welfare of our rural people will find a welcome opportunity to put forth their co-ordinated efforts to achieve their common end. The Community Development and National Extension Service Programme is a programme of all the Welfare Departments and not of a single Department. The administrative organisations set up at the State, district and project levels for the implementation of the programme are not intended to work as or develop into a separate Department. Government would therefore, wish to emphasise that the Heads of Departments concerned with rural development are as much concerned with the carrying out of their normal departmental activities in the areas of Community Development and National Extension Service Blocks as they were before the introduction of such projects.

3. As the National Extension Service is envisaged to be a permanent pattern of administration, there will be henceforth in such areas which are covered by the Scheme, only the agency of Gram Sewaks for execution of development programmes at the village level. He will be a common agent, under the Block Development Officer/Project Executive Officer, of all Development Departments whose activities will be co-ordinated at Block/Project, Sub-Divisional and District level through Block Development Officers/Project Executive Officers,

Sub-Divisional Officers (wherever such officers are available), and Deputy Commissioners who will work as head of the team constituted by representatives of Development Departments at the district level. This co-ordination is to be effected by a single line organization consisting of the Development Secretary (Development Commissioner) on behalf of Government, Commissioners, Deputy Commissioner, Sub-Divisional Officer who will normally also be the Project Executive Officer, Project Executive Officer/Block Development Officer and lastly Gram Sewak. The only structural change which will take place will be the addition of missing links at the end of the chain in the form of Block Development Officer/Project Executive Officer and Village Level Worker who is the multipurpose representative of all Development Departments *vis-a-vis* the village. There is, thus, no intention whatever to establish a new Department or hierarchy which will set up a parallel set of services for work under Agriculture, Animal Husbandry, etc., in the Community Development/National Extension Service Project areas. The basic objective is to transform the existing general administrative services into Development services rather than to create a new Development Department to the exclusion of the existing Departments of Government.

4. In the light of the above, Government of Punjab have decided that with immediate effect, the Heads of the following Departments, viz—

1. Agriculture,
2. Animal Husbandry,
3. Co-operatives,
4. Industries,
5. Panchayats,
6. Medical and Public Health,
7. Publicity,
8. Education,
9. Irrigation,
10. Forests,
11. Public Works Department (Buildings and Roads),
12. Electricity.

will be responsible for drawing up and implementing programmes relating to their respective activities in the Community Development/National Extension Service Project areas.

At the State level, the Development Secretary (Development Commissioner) will co-ordinate the activities of the various Development Departments.

At the Divisional level such co-ordination would be effected by the Divisional Commissioners.

The Deputy Commissioner will, at the district level, be responsible for co-ordinating the activities of the various Departments in order to ensure that implementation of the Projects proceeds effectively and expeditiously. The Project Executive Officer and the Block Development Officer will be responsible for similar co-ordination at the Project/Block level. They will be directly subordinate to the Deputy Commissioner and act as his lieutenants for this work. Subject to the control and guidance of the Deputy Commissioner, a similar set-up will exist in a Sub-Division.

The Deputy Commissioner would be competent to co-ordinate the activities of the District Heads of all the Development Departments. He shall also be in a position to call for advice and assistance from them. He would further be competent to write their annual confidential reports but his remarks would be confined merely to their reputation for honesty and their relationship with the public. The same remarks would apply *mutatis mutandis* to the Commissioner *vis-a-vis* the Divisional Heads of Development Departments. These annual confidential reports on District Officers will be forwarded by the Deputy Commissioner to the Divisional Head concerned and the Divisional Head, in his stead, would forward the reports to the Head of Department through the Commissioner. In this way it will be ensured that at all levels the confidential reports are written both by the Departmental superior officers and the officers of the general administration charged with Development work.

The respective roles that the Development Secretary (Development Commissioner) Divisional Commissioners, the Heads of Development Departments, the Deputy Commissioners and others will be called upon to play in the implementation of the Community Development/National Extension Service Programme are set forth in detail below for the clear guidance of all officers of Government.

Role of the Development Secretary (Development Commissioner)

As stated above the basic function of the Development Secretary (Development Commissioner) will be to co-ordinate the activities of the various Development Departments. This will include—

- (1) discussing and finalising with the Heads of Departments the over-all plan and detailed schemes prepared by those Departments for work in each Community Development/National Extension Service Project area ;
- (2) obtaining and communicating financial sanctions, where necessary, for the above plans and schemes with the least possible delay ;
- (3) obtaining and issuing orders of Government on all points so as to ensure that work in the Project areas proceeds expeditiously along the lines indicated in the over-all plan for each Project. This will include—
 - (i) ensuring adequacy of duly qualified staff of all categories and, where this does not exist, planning for and initiating training of such staff ;
 - (ii) ensuring that the supply lines are maintained and, where this is not so, planning for and arranging prompt supply of seeds, fertilizers, G. I. sheets steel, slack coal, cement, etc.
 - (iii) smoothening out inter-departmental friction or lack of effective co-operation ;
 - (iv) removing the difficulties which stand in the way of the various Departments functioning effectively ;
 - (v) injecting a sense of urgency and high priority in staff at all levels.

Role of Divisional Commissioners

- (1) Inspecting during frequent tours the manner in which the schemes are being implemented by the different agencies ;
- (2) Supervising the development work in Community Development/National Extension Service Project areas—
 - (a) annual review of the progress of schemes at the Project Headquarters in collaboration with the Project Advisory Committee.
 - (b) annual review of progress of schemes in National Extension Service Development Blocks at the Headquarters of a Block.
 - (c) smoothening out inter-departmental friction or lack of effective co-operation at Divisional level.

Role of the Heads of Development Departments

Heads of the Development Departments will be responsible for execution of the various development programmes in the Community Development/National Extension Service Project areas. This will mean—

- (1) the Heads of Departments or their Deputies will tour the Project areas sufficiently frequently to acquaint themselves with the requirements and possibilities of development of the areas, to inspect the progress of work and to inspire and guide the staff of their Departments engaged on work in the Projects ;
- (2) the existing facility by way of staff, supplies and services available normally under the Department will be maintained and intensified by making available in the Project areas facilities under special departmental schemes (such as G. M. F. Schemes, Irrigation Schemes, Reclamation Schemes, Anti-Malaria Schemes, etc.) ;
- (3) such facilities as are provided under the Community Development Programme will be considered as in addition to such maintenance and intensification of the facilities normally available under the different Development Departments;
- (4) there should be no tendency on the part of Development Department or other agencies such as the Local Boards, Panchayats, etc., to spend on areas covered by Community Development/National Extension Projects less than they used to do normally on services of public utility. The officers of various Departments connected with the Development work in all fields should not only continue their normal activities in these areas but have an obligation arising out of the opportunities offered, to intensify them with the additional funds and resources available, through and with the help of the extension personnel.

The technical personnel employed on the project staff is under the administrative control of Block Development Officer/Project Executive Officer/Sub-Divisional Officer/Deputy Commissioner, but the Heads of Departments have a concurrent jurisdiction over such personnel in respect of their performance in technical matters. The Heads of Departments are, therefore, requested to issue necessary instructions to the officers and technical experts under them to keep closely in constant touch with the co-ordinating officers, study the programmes of work approved for these areas, examine the possibilities of further enlarging and intensifying the activities of their Departments and prepare concrete schemes in respect thereof in consultation with the Deputy Commissioner, the Project Officer, the Block Development Officer of the National Extension Service area as the case may be, and the Project Advisory Committee. The Deputy Commissioner should wherever necessary, arrange to obtain Government approval to such schemes. In the actual execution of these schemes also, the responsibility of the District Officers is not by any means reduced, so far as their technical side is concerned. They should, therefore, closely supervise and guide the execution of these schemes through the Project staff and bring to the notice of the Deputy Commissioner any delay or difficulties in their execution and suggest to the Deputy Commissioner remedies to overcome them. He will then take necessary action to set the matters right. The Heads of Departments are, therefore, requested to explain this position clearly to the District Officers and Technical Experts under them and also to ensure that they carry out their duties in the manner indicated above. They are also requested to report to Government every six months through their respective administrative Departments that they have personally satisfied themselves that the District Officers under them have properly discharged their duties in these areas. They are also requested to take prompt action against the defaulters and report to Government the action so taken. First such six monthly report should reach Government in the Development Department by 1st December, 1954.

Role of the Deputy Commissioner in the Project areas

In the district the Deputy Commissioner will be the co-ordinating officer and will be in over all in charge of the implementation of Community Development Programme in all the Community Development/National Extension Service areas. This he will ensure by—

- (1) frequent tours of the villages in Projects and Blocks according to a well-arranged and systematically drawn programme and inspecting the manner in which the schemes are being implemented;
- (2) a six-monthly review of the progress of schemes at the Headquarters of the Community Project in collaboration with the Project Advisory Committee ;
- (3) an annual review of the progress of schemes at the Headquarters of the National Extension Service Block in collaboration with the Block Advisory Committee.

District Development Officers and the District Development Association.

In the districts where National Extension Service Blocks are taken up., there will be an *ex-officio* District Development Officer under the Deputy Commissioner to assist him in

discharging his functions relating to the development programme. He will be the Revenue Assistant or in his absence the General Assistant. The Deputy Commissioner and the District Development Officer will function as Chairman and Secretary respectively of the District Development Association that will meet periodically to evolve a co-ordinated programme of Development, review the progress of work and take steps for resolving bottlenecks and difficulties.

Role of Project Executive Officer/Block Development Officer and Staff in the Project area

There will be, at the Project/Block level, technical officers belonging to the various Development Departments as well as those specially appointed under the Project. The relations between such officials shall be regulated as follows :—

- (1) All officials (including those who belong to the Development Departments but work in the Project/Block area exclusively or in addition to work in other area), will be subject to the control of the Project Executive Officer/Block Development Officer concerned.
- (2) Officials specially appointed under the project, e.g., Project Agricultural Officer, Extension Officer, Gram Sewaks will be administratively under the Project Executive Officer-Block Development Officer, but shall, for purposes of technical work, be under the control and guidance of the District Heads of the Departments concerned. They will be deemed to be and treated as a part and parcel of the offices of the Department which they represent and will exercise all powers and discharge functions which they normally do as officials of the Department.
- (3) The relations between the officials of a Development Department and those specially appointed under the Project should be such that every one of them should consider himself under the control and guidance of all officers higher to him in rank in both the above hierarchies.
- (4) At the village level, the Gram Sewak is to be considered more as a part of the general District Administration than as that of a particular Department.

Government have decided that in future the technical officers for Project work will, to the extent possible, be selected from the existing Development Departments. They may be named Extension Officers but will continue to belong to, and be borne on the cadre of, the parent Departments. The various Departments should, to the extent possible offer their competent and experienced officers for work in the Project areas : the resultant vacancies in the Departments concerned should be filled up in the usual manner. Only when the above is not possible should direct recruitment be resorted to.

Mode of implementation of Community Development/National Extension Projects

As regards the mode of implementation of Community Development/National Extension Service Projects, especially the mechanics of co-ordination at the District/Project level, the following procedure is suggested for the guidance of all concerned :—

- (1) Each District Head of the Development Department concerned will, in collaboration with the Project Executive Officer and the staff concerned, undertake a survey of the needs of the Project area.
- (2) Simultaneously the Gram sewaks and other staff will, in consultation with the Village Development Committee, ascertain the needs and resources of the villages and prepare draft Village Plans for the Project period.
- (3) Based on these Village Plans and the results of the survey, an over-all plan for the project period taking into consideration the existing facilities and normal activities of the Department, will be prepared by each District Head of Development Department which will be discussed at the appropriate stage with the Deputy Commissioner and Project Executive Officer.
- (4) The over-all plan thus prepared by all District Development Officers for the Project period with its financial implications and the targets set will then be converted into an over-all Project Budget accompanied by a programme of work indicating amounts of funds allotted for, and targets set under, each item of work. The Project Budget will be placed before the Project Advisory Committee and its general approval obtained.
- (5) The Project Budget should be supported by detailed schemes drawn up by the District Heads of Departments concerned within the provisions of the approved over-all Project Budget. This will also be broken down into annual budgets showing the amounts proposed to be spent in each financial year and the targets proposed to be achieved.
- (6) The Deputy Commissioners in consultation with District Development Committees should forward the detailed schemes and yearly budget simultaneously to Head of Department concerned and to the Development Commissioner. The Head of Department will forward to Development Commissioner his comments ; if any, on the schemes within a specified period.
- (7) Each detailed scheme prepared by a District Head of a Development Department will take into account—
 - (i) the resources which will be available from the normal budget of his department for the area covered by the Community Development/National Extension Service Project, and
 - (ii) the resources made available in addition under the Community Development/National Extension Service Scheme, and will exhibit these under the two separate heads.
- (8) After the financial sanctions to detailed schemes are obtained and communicated by Development Commissioner to Project Executive Officer/Block Development Officer, Head of Department concerned and to the District Head of Development Department, they will be implemented in the Project by the

District Head of the Department concerned through the Extension Officers attached to the Project. Project Executive Officer will be in the same position to the Extension Officers as Deputy Commissioner is to the Heads of District Development Departments. The Project Executive Officer/Block Development Officer will supervise and co-ordinate the day-to-day activities of the Extension Officers and will guide the implementation of the programmes.

- (9) Apart from the above work and that of co-ordinating the activities of the various Development Departments in the Project area, the all-important function of arousing and sustaining people's enthusiasm and co-operation will be that of the Project Executive Officer as well as that of every Officer in the Project area.
- (10) Freed to the extent possible from office work, the Project Executive Officer should tour the Project area co-ordinating, guiding and assisting the work of all officers in the Project so that each of them, under the technical guidance of the District Head of his Department, is enabled to pay his full part in the successful implementation of the Project. Planning ahead the requirements of the different departments in the matter of supplies and arranging these promptly and regularly will be one of the important functions of the Project Executive Officer.
- (11) It is of great importance that all Heads of Departments and their District Development Officers should regard Village Level Worker as the last link in the chain of the departmental agency within the limitations of his knowledge of extension methods and multipurpose training especially given to the Gram Sewak, his services should be utilised in the formulation and implementation of all programmes. It is necessary, therefore, that all Heads of Departments and their District Officers should familiarise themselves with the training imparted to him. At the fortnightly or monthly meetings held at the Block Headquarters, the Extension Officers should particularly discuss and review the progress of work and plan of action in respect of each village with the Gram Sewak and in relation to the immediate problems impart more practical knowledge for the solution of the problems. It would be the responsibility of Project Executive Officer/Block Development Officer to ensure that Gram Sewak's services are utilised on these lines.

5. Government desire that you bring the above decisions and suggestions to the pointed attention of all officials under you so that they may take an enlightened interest in the work of the Community Development and National Extension Projects in the State and contribute, as members of a team, to the permanent development of our rural areas.

Yours faithfully,

NAWAB SINGH,

Chief Secretary to Government, Punjab.

No. 8781-G-54/25632, dated Chandigarh, the 9th September, 1954.

Copy forwarded, for information and guidance, to :—

- (1) all Sub-Divisional Officers.
- (2) all Project Executive Officers, Assistant Project Officers and Block Development Officers.

By order,
J. S. BASUR,
DEPUTY SECRETARY, POLITICAL,
for Chief Secretary to Government, Punjab.

Copy forwarded to all Administrative Secretaries to Government, Punjab, for informa-

on.

2. [*For Development Secretary only*]. His office papers are returned.

J. S. BASUR,
DEPUTY SECRETARY, POLITICAL,
for Chief Secretary to Government, Punjab.

All Administrative Secretaries to Government, Punjab.
U. O. No. 8781-G-54, dated the 9th September, 1954.

ANNEXURE I-B

FROM

SHRI R. S. RANDHAWA, I.A.S.,
Planning and Development Commissioner, Punjab.

TO

ALL THE DEPUTY COMMISSIONERS IN THE STATE, EXCEPT SIMLA.

No. PPO-58/6109,

Chandigarh, dated the 20th February, 1958

Subject :—Evaluation of work done in the Blocks.

Reference :—Punjab Government letter No. 8781-G-54/25631, dated the 9th September, 1957.

Memorandum

In accordance with Chief Secretary to Government, Punjab's letter referred to above all Deputy Commissioners and Heads of Departments are required to send to Planning and Development Commissioner, Punjab, a six-monthly and annual review of the progress made in the Blocks. Requests were received from some of the Deputy Commissioners that a suitable *pro forma* may be devised for the submission of such reports. Accordingly a Questionnaire is attached. You are requested to kindly send half-yearly reports in the light of the enclosed Questionnaire in respect of each Block in your district.

2. The first review may be sent to this Department in the month of May and the second in the month of December, each year.

B. B. VOHRA,

DEPUTY SECRETARY TO GOVERNMENT (P),
for Planning and Development Commissioner.

No. PPO-58/6110, Chandigarh, dated the 20th February, 1958.

A copy, alongwith a copy of Questionnaire, is forwarded to all the Block Development Officers in the State, for information.

B. B. VOHRA,

DEPUTY SECRETARY TO GOVERNMENT (P),
for Planning and Development Commissioner.

I. STAFF

(1) Whether all the posts sanctioned in the Block are filled up ? If there is any short-fall it may be indicated with recommendations, if any ?

(2) Whether there is co-ordination between the Block Development Officer and the Extension Officers and smooth working is going on ?

(3) Whether a working relationship between the Block team and the district officers has been established ?

(4) Whether the Block Development Officer and Extension Officers tour together in suitable batches and systematically.

(5) Whether district officers of the Development Departments have toured the Block systematically.

(6) Whether the Block Development Officers and Extension Officers utilise the jeep jointly and make night halts in the villages ?

(7) Whether the Block has been toured by the :—

(Please indicate against each the number of visits)

(i) Deputy Commissioner	..
(ii) District Agriculture Officer	..
(iii) District Animal Husbandry Officer	..
(iv) District Panchayat Officer	..
(v) Assistant Registrar, Co-operative Societies.	..
(vi) District Social Education Officer	..
(vii) District Inspector of Schools	..
(viii) District Statistical Officer	..
(ix) District Industries Officer	..
(x) District Public Relations Officer	..
(xi) Divisional Forest Officer	..
(xii) P.W.D. Officers	..

Indicate the number of days.

(8) What steps have been taken to construct the Block building including acquisition of land, preparation of estimates, etc.

(9) How far the Gram Sewak is being treated as common representative of all Development Departments at village level.

II. AGRICULTURE

(1) Have the agriculture targets for the Block been fixed and broken Gram Sewak circle-wise and village-wise ?

(2) Have the agriculture production plans been formulated and whether the District Agricultural Officer participated in their formulation ?

(3) Targets—

	<i>Target</i>	<i>Achievement</i>
(i) Seed (mention varieties)—		
(i) Wheat	..	
(ii) Hybrid maize	..	
(iii) Sugarcane	..	
(iv) Cotton	..	
(v) Green manure	..	
(vi) Japanese method of rice cultivation Block-wise	..	
(vii) Fruit Plant	..	
(viii) Vegetables	..	
(ii) Fertilizers	..	
(iii) Demonstration plots	..	
(iv) Irrigation wells, pumping sets and tube-wells, etc.	..	
(v) Compost	..	

(4) Is composting systematically done ? If not, what are the difficulties and what steps have been taken to overcome the same ?

(5) Has seed farm been established ?

(6) Has consolidation been completed in the area and land for individual families earmarked for compost pits ?

(7) Are the supplies of seeds, fertilizers adequate and timely in the depots for each Gram Sewak Circle.

III. ANIMAL HUSBANDRY

	<i>Targets</i>	<i>Achievement</i>
(1) Distribution of poultry birds	..	
(2) Pedigree bulls distributed	..	
(3) Fisheries	..	

Give a brief report on the progress of Artificial Insemination Centres, if any ?

IV. HEALTH AND SANITATION

	<i>Target</i>	<i>Achievement</i>
(1) Pavement of streets, and side drains	..	
(2) Drinking wells sanitated	..	
(3) Latrines	..	
(4) Soakage pits		
(5) Smokeless Chuhlas	..	

(Please indicate whether dispensary for upgrading into a Health Centre has been selected and the progress made to establish the Health Centre including the construction of building).

V. EDUCATION

	<i>Target</i>	<i>Achievement</i>
(1) School buildings constructed	..	
(2) Schools converted into basic type	..	
(3) Middle schools established	..	
(4) Balwaris established	..	

VI. SOCIAL EDUCATION

	<i>Targets</i>	<i>Achievement</i>
(1) Young Farmers' Clubs	..	
(2) Village Leaders' Camps organised	..	
(3) Number of cinema and other shows arranged..		
(4) Number of rural libraries	..	
(5) Number of Women Craft Centres	..	
(6) Study tours of village leaders	..	

Indicate in brief the following :—

- (i) Enthusiasm created ..
- (ii) Is the Block Development Officer and his team looking to the follow-up work to utilise the village leaders
- (iii) The impact of the programme on the people

- (iv) Are the Young Farmers' Clubs functioning properly on the basis of the projects ?
Do the Young Farmers keep their records and are given advice by the Extension Officers regularly ? ..
- (v) Social programme for women and children..

VII. COMMUNICATIONS

	<i>Targets</i>	<i>Achievements</i>
(1) Katcha roads ..		
(2) Pacca roads ..		
(3) Culverts constructed ..		

VIII. RURAL ARTS AND CRAFTS

1. Please indicate the schemes started and whether these are working properly
2. Whether any Demonstration Centres for the training of Village Artisans has been started

IX. RURAL HOUSING

Please indicate in brief the progress made ..

X. BLOCK ADVISORY COMMITTEE

- (1) Has the Block Advisory Committee been constituted ? ..
- (2) How far the members are taking interest in formulation and execution of schemes ?
- (3) Were all the Sarpanches associated with the annual planning of the Block ? ..

X. EXPENDITURE POSITION

Head	3 years budget provision	Targets for the period under review	Actual targets/ short- fall
	Rs.	Rs.	Rs.
(1) Agriculture and Animal Husbandry ..			
(2) Irrigation and Reclamation ..			
(3) Health and Sanitation ..			

Head	3 years budget provision	Targets for the period under review	Actual targets/ short- fall
	Rs.	Rs.	Rs.
(4) Education ..			
(5) Social Education ..			
(6) Communications ..			
(7) Rural Arts and Crafts ..			
(8) Rural Housing ..			

XI. PROGRAMME PLANNING

- (1) Have the Departmental schemes for the district been split up Block-wise ?
- (2) Is the implementation of departmental schemes going on according to the split up approved by the Deputy Commissioner and the District Officers ?
- (3) Have you personally taken account from the District Officers and the Block Development Officers regarding the implementation of the Departmental schemes in the Block areas according to the approved programme ?
- (4) Other interesting points and difficulties, if any ?

ANNEXURE I-C

No. 15697, Chandigarh, dated the 11th November, 1957

FROM

SHRI E. N. MANGAT RAI, I. C. S.,
Planning and Development Commissioner,
Punjab.

TO

- (1) ALL HEADS OF DEVELOPMENT DEPARTMENTS.
- (2) ALL DEPUTY COMMISSIONERS IN THE STATE.
- (3) ALL BLOCK DEVELOPMENT OFFICERS IN THE STATE.

Subject.—Establishment of sound working relationship between officers of N. E. S. and other Development Departments.

Memorandum

I am directed to invite your attention to Punjab Government policy letter No. 8781-G-54/25631, dated the 9th September, 1954, wherein detailed instructions regarding administrative organisation for implementation of Community Development/National Extension Service development schemes were indicated. But the general experience of the past few years' working of these schemes has been that these instructions were not implemented to the extent it was necessary particularly at the block level.

In the letter referred to above, it was laid down that all technical officials belonging to various development departments and working in the block areas, will be subject to the control of the Block Development Officer concerned. But in practice these officials have been under the administrative control of district level officers of development departments who controlled their movements and also exercised technical control over them. The Block Development Officers had in fact, no control over them, though they were supposed to get work out of them in the block areas. There was a distinct feeling among the Block Development Officers that in some cases these officials were available to them with difficulty for technical guidance and also for supervising the work of Gram Sewaks. This was an unfortunate situation indeed as without the integrated efforts of all the development departments officials, it was difficult to tackle the rural problems effectively particularly with regard to achieving increased agricultural production envisaged in the Second Five-Year Plan.

In this background and in view of the fact that National Extension Service has been recognised as the agency for rural development through which officers of all development departments will find a welcome opportunity to put forth their co-ordinated efforts, the State Development Committee which met on 17th September, 1957, under the Chairmanship of the Chief Minister, Punjab has taken certain important decisions which are indicated below for your guidance and immediate implementation:—

- (1) At the block level, the inspector level officers of the Departments of Agriculture, Co-operative, Panchayats, Health (Sanitary Inspectors), Industries and Animal Husbandry (Veterinary Assistant Surgeon) will work under the administrative control of the Block Development Officer. The Block Development Officer inter alia will approve their monthly tour and work programmes and, sanction casual leave up to 4 days and initiate their annual confidential reports. Applications for earned leave will also be submitted by them through the Block Development Officer to the District Officers concerned.
- (2) Subject to the availability of personnel, the jurisdiction of inspector level officials should not extend to more than one block and the area of their operations should be made co-terminus, with the boundaries of block by reduction of their area or adjustment of jurisdiction.
- (3) The Block Development Officer should be the common channel of communication between the District Level Officers of the development departments and the technical staff at the block level and he should be kept fully in the picture as an essential link to the departmental set-up.
- (4) The Block is to be treated as the administrative unit in respect of all development departments. The Block Development Officer should be the common representative of the Development Departments concerned at the block level. He should, therefore, be responsible to the District Level Officers of the aforementioned development departments for the execution of the schemes pertaining to the departments and achievements of targets in his area. The targets in respect of each item will also be fixed in consultation with the District Level Officer of the development department concerned, who will assess the Block Development Officer's work on the basis of the achievements of targets by him. The Deputy Commissioner of the District concerned will take into consideration the assessment reports on the work of the Block Development Officer by the District Level Officers of Development Departments, concerned at the time of writing the annual confidential report of the Block Development Officer.
- (5) The District Level Officers of the Development Departments will tour the block areas frequently to acquaint themselves with the requirements and possibilities of development of the areas, to give technical advice and to ensure supplies and other services according to the requirements of the areas. Dates of touring by the District Officers in the block areas should be fixed and intimated to the Block Development Officer concerned well in time.
- (6) The confidential report of the Village Level Worker will be written by the Block Development Officer after taking into consideration the assessment reports on his work by the Extension Officers of various departments working at block level.

These instructions may please be communicated to all the District Officers and Inspector Level Officials of the Departments concerned under advice to this Department so that the State Development Committee may be informed in its next meeting that the instructions have since been implemented by the departments concerned. It is hoped that the arrangements suggested above will help in creating the required unity of outlook, integrated and team work among the officers concerned with rural development. This will also do away with excessive departmentalisation which have led in the past to overlapping, duplication and in some cases inefficiency, mutual jealousy and frittering away of the limited resources of the State.

E. N. MANGAT RAI,

Planning and Development Commissioner,
Punjab.

A copy is forwarded to all Secretaries to Government, Punjab, for information.

(Sd.).....

Planning and Development Commissioner,
Punjab.

To

All Secretaries to Government, Punjab,

U.O. No. BDP (CP) 57/15698, dated Chandigarh, the 11th November, 1957.

FROM

SHRI R. S. RANDHAWA, I. A. S.,
 Planning and Development Commissioner, and
 Secretary to Government, Punjab, Chandigarh.

TO

ALL THE BLOCK DEVELOPMENT OFFICERS IN THE PUNJAB STATE.

Memorandum— No. 5261-BDP (CP)-57/4436 dated Chandigarh, the 14th February 1958.

Subject.— Establishment of sound working relationship between officers of National, Extension Service and other Development Departments.

Reference.— This Department Memorandum No. 15697, dated the 11th November, 1957.

The following instructions are issued for compliance by all Block Development Officers:—

- (1) As the leave of the Extension Officers is to be sanctioned by you, regular leave accounts should be maintained. All cases of leave beyond four days may be recommended by you to the District Officers concerned, i.e., Assistant Registrar, Co-operative Societies, in the case of Co-operative Department, District Panchayat Officer in the case of Panchayat Department. District Agricultural Officer in the case of Agriculture Department and so on.
- (2) According to the existing instructions of the Co-operative Department no leave is to be given to an officer of that Department during the period when annual statements are being prepared or when a campaign for the recovery of co-operative loans is going on. Where such restrictions have been placed by any Department, the Block Development Officer concerned will not grant the leave to the Extension Officer during the restricted period except with the approval of the District Officer concerned. You should, therefore, immediately contact District Officers of various Development Departments to know the details of the executive instructions placing restrictions, if any, for the grant of casual leave.
- (3) The Block Development Officer will be the channel of communications between the District Development Officers and Extension Officers only in respect of important policy matters, essential reports and fixation of targets to be achieved in a particular year. Routine papers may be sent by the Extension Officer direct to the District Development Officer.
- (4) There are certain blocks where whole-time Extension Officers are not provided. In such cases, generally an Inspector deals with a Block and some non-block area in addition. If the headquarters of such an Extension Officer are located at the Block headquarters, then he should sit in the Block office so that cons-

tant contact should be maintained between him, Village Level Workers and other block staff. In the monthly meetings the Extension Officer could settle his tour programme for the portion of the month which falls to the share of the Block area. The Block Development Officer will sanction his tour programme for the days to be spent in his Block while for the remaining period of the month the tour will be approved by the District Officer concerned. The leave etc. of such Extension Officers who are working partly in the Block area and partly in non-block areas will continue to be sanctioned by the District Officer concerned.

B. B. VOHRA,

DEPUTY SECRETARY TO GOVERNMENT, PUNJAB,
for Planning and Development Commissioner, Punjab.

No. 5261-BDP-(CP)-57/4437, dated Chandigarh, the 14th February, 1958

A copy is forwarded to the Registrar, Co-operative Societies, Punjab, Jullundur, for D. O. No. 5468-CPA/Cs. information, with reference to his communication noted in the dated 9th December, margin.
1957

B. B. VOHRA,

DEPUTY SECRETARY TO GOVERNMENT, PUNJAB,
for Planning and Development Commissioner, Punjab.

No. 5261-BDP (CP)-57/4438, dated Chandigarh, the 14th February, 1958

A copy is forwarded to all Heads of Development Departments for information, in continuation of this Department memorandum No. 15697, dated the 11th November, 1957.

B. B. VOHRA,

DEPUTY SECRETARY TO GOVERNMENT, PUNJAB
for Planning and Development Commissioner, Punjab.

ANNEXURE I-D

D. O. No. 7784, dated Chandigarh, the 13th August, 1957.

Subject.—Role of Deputy Commissioners/Commissioners in the implementing of the Community Development Programme.

DEAR DEPUTY COMMISSIONER,

FROM the discussions that took place in the recent Conference of Deputy Commissioners and Block Development Officers, one thing that struck me and Shri S. K. Dey, Central Minister of Community Development, was that Deputy Commissioners in the Punjab, by and large, are not fully aware that community development is not only an integral feature of their new responsibilities, but one of primary and increasing importance. This is an unfortunate situation. I am, therefore, addressing this personal letter to you in order to emphasise once again the great significance of the Community Development Programme and to underline the special responsibility of the Deputy Commissioner, who is the key to successful work in the district.

2. The Prime Minister from time to time has asked the State Governments to give top-priority to this work. As you know, after Independence, there has been a radical change in the main objectives of the State. The administrative machinery concerned before that largely with law and order, the collection of revenues and the maintenance of the *status quo* has to be directed now to establish, as steadily and quickly as possible, the welfare State. Our task to achieve this objective cannot be better defined than in the following words of our Prime Minister of August 15, 1947:—

“The future is not one of ease or resting but of incessant striving so that we might fulfil the pledges we have so often taken and the one we shall take today. The service of India means the service of the millions who suffer. It means the ending of poverty, ignorance, disease and inequality of opportunity. The ambition of the greatest man of our generation has been to wipe every tear from every eye. This may be beyond us but so long as there are tears and suffering, so long our work will not be over.”

Community Development and the National Extension Service Blocks are one of the important means accepted by the country, at all levels of leadership and constitutional organisation to translate into action the ideal stated above.

3. As you are aware a substantial percentage of the States rural population has already been covered by the Community Development Programme. The remaining population will be covered in another four years. The programme, at the rate at which it is expanding, can be adequately supervised only by the Deputy Commissioners. In practice, this will mean that the Deputy Commissioner, instead of functioning substantially as District Magistrate in matters of law and order and Collector relating to land revenue, will have to function in addition as the principal Development Officer in the district. The Deputy Commissioner will, no doubt, have to continue to interest himself in the Police, Magistracy and revenue

agency, but he should increasingly now make planning and development work his main task, to which the best of his energy, intellect and enthusiasm are devoted. The Deputy Commissioner should, therefore, fully understand his role in the new set up, and in future his value will be more and more appreciated in proportion to his ability and interest in development work.

4. With this change in the role of the Deputy Commissioner, it was necessary to give him the wherewithal for effective work. This has been provided by the Community Development/National Extension Service agency, under the charge of Block Development Officers who take up the work at block level just as the Deputy Commissioner does at the district level. It is important to grasp that the National Extension Service agency is there to assist you, and is as much a part of your organisation as the other agencies with which your responsibilities have been traditionally associated. In the Second Plan and in the future more so, the Block will be the unit of development administration. The organisational set-up in the district should be such as to ensure—

- (1) That there is the fullest co-ordination between Block Development Officers and the officers of the various Development Departments in the district ;
- (2) That the administrative and financial procedure for the implementation of Community Development/National Extension Service schemes avoids delay and departmental routine ;
- (3) That the implementing of Community Development/National Extension Service schemes is effective and speedy.

The Deputy Commissioners have already been actively linked with the Community Development Programme and detailed instructions have been issued with the Chief Secretary's memorandum No. 8781-G-54/25631, dated the 9th September, 1954. To enable the Deputy Commissioner to effectively discharge his responsibilities, in respect of the Community Development Programme, he has been vested with powers for administrative approval and expenditure sanctions. The experience of the last two years has been that generally there has been a good deal of inter-departmental co-ordination at the district level, depending very much on the extent Deputy Commissioners have been able to devote time for development work.

But the problem of inter-departmental co-ordination at the block level, which is the effective unit for execution, has yet to be satisfactorily solved. Considerable uncertainty and lack of coordination still exists with regard to the relations between the Inspector Level Technical Officers and the Block Development Officer and his staff. I have no doubt in my mind that a satisfactory answer to the question can be found if Deputy Commissioners shoulder active and continuous responsibility for development work, with the same alacrity, constructive and sensitive adaptability and success which characterise their actions in law and order and other regulatory functions.

5. I would appeal to you earnestly to do your best to fulfil the role assigned to you for the successful implementing of the Community Development Programme. Deputy Commissioners and Commissioners, by and large, are men with pronounced character and capabilities

and by virtue of these qualities and their position in the District and the Division respectively can certainly play a decisive role in our struggle against poverty, ignorance and lack of organisation in the rural areas. As a matter of fact you should be proud of the really big task that you are called to do which is truly the anchor and the base for the successful execution of India's Five-Years Plans.

6. I would like also to say that this is a joint venture between all of us, and if there are defects and difficulties which Government can remove or should attend to, your criticism and suggestions will be most welcome and I will instruct the Departments concerned to ensure adequate and speedy action.

Jai Hind.

Yours sincerely,

PARTAP SINGH KAIRON.

All the Deputy Commissioners in the Punjab (by name).

Copy forwarded by name for guidance to—

- (1) Commissioners of Divisions,
- (2) Administrative Secretaries, and
- (3) Heads of Departments.

By order,

PARTAP SINGH KAIRON,

Chief Minister, Punjab.

ANNEXURE II

PLANNING AND DEVELOPMENT COMMISSIONER,
PUNJAB CIVIL SECRETARIAT,
CHANDIGARH.

Subject.—Community Development Programme and touring of Heads of Departments.

Dear Sir,

In connection with the subject mentioned above, I reproduce copy of para I of D.O.^f letter addressed by the Minister for Planning and Community Development to the Chief Minister, the contents of which the Chief Minister has been pleased to agree with. This is circulated for your guidance and compliance :—

“As you are aware Community Project is not a Department but a Project in which Officers of all Departments who are directly interested in the welfare of our rural people will find a welcome opportunity to put forth their co-ordinated efforts to achieve their common end. The Community Development and National Extension Service programme is, therefore, a programme of the Welfare Departments and not of a single Department and the administrative organisations set up at the State, District and Project levels for the implementation of the programme are not intended to work or develop into a separate Department. Government would, therefore, wish to emphasise that the Heads of all Departments concerned with rural development are as much concerned with the carrying out of their normal departmental activities in the areas of Community Development and National Extension Service Blocks as they were before the introduction of such projects. To achieve this object, it is felt necessary that the Heads of Departments from the State Headquarters should tour the Block areas constantly. This will enable the Block Development Officers to discuss their problems with them at the spot and these problems would be solved more quickly than by correspondence. This will also be an encouragement to the good Block Development Officers and those Block Development Officers, who are inclined to be slack will have to look sharp. Whenever a new technique is to be introduced into the villages, certain obstacles arise in the field which stand in the way of quick introduction of that technique. If advice is available to the field workers to enable them to overcome those obstacles, the new technique will be introduced much earlier. It is the duty of each Head of Department to study first-hand the impact of the introduction of improved techniques in Agriculture, Horticulture, Animal Husbandry, Co-operation, Health, etc.

This is possible only if he keeps in constant touch with the field and the developments there at different stages. It is felt that at present some of the Heads of Departments merely send a description of the new technique to the lower officers leaving it to them to introduce that technique in the field unaided as best as they can. This results in delay in the acceptance of new technique by the villagers. Therefore, it is desired to request that you may please occasionally accompany the Additional Development Commissioner during his tour of the Block areas so that you are kept informed about the problems in the field and the new technique is introduced into the villages by personal discussions at the spot with the field staff".

Yours sincerely,
E. N. MANGAT RAI.

All Heads of Departments concerned (by name).

ANNEXURE III

EXPLANATORY NOTE

Grassroots means the base and a village is the base for agricultural extension work. It is, therefore, essential that every village should have a precise programme of agricultural extension. Such a programme has two aspects :—

First.—What it should include ?

Second.—How it should be carried out ?

We may use the term “Programme” in particular sense for the first and “Plan of work” for the second.

1. *Programme.*—It has to be a statement of *problems, objectives and recommendatory measures*. While developing a programme, it is very important to move on these three steps. There can be no programme, if it does not clearly lay down :—

- (a) What it is going to tackle (Problems).
- (b) Where it is going to lead to (Objectives) ; and
- (c) What measures shall lead to the desired objectives (Recommendations).

At this initial stage of planning, our problems in the field of agricultural extension are generalized and precisely known. At a latter period, they may reflect greater variations from area to area and village to village and thus necessitate varied programmes. It is a matter of common knowledge now, that farming in our country is less productive and low paying due to :—

- (i) dependence of large areas on uncertain monsoons and often uneven distribution of rainfall ;
- (ii) low-level of soil fertility ;
- (iii) use of unimproved seeds ;
- (iv) outmoded farm tools and implements ;
- (v) defective farm techniques ;
- (vi) ravages of pests and diseases ;
- (vii) unsound marketing.

These are the problems almost everywhere. Per acre yields and *per capita* income being low, the country suffers shortages in agricultural production, while the farm community, in general, is subjected to poorer standards of living.

The second step in the programme, i.e., the objectives, should also become clear :—

- (1) raising per acre yields ;
- (2) raising the level of production in every village ;
- (3) making the country self-sufficient in food and other raw materials ;
- (4) getting more income to farmers ;
- (5) assuring them better standards of living ; and
- (6) making life in villages more charming, clean and convenient.

The Second Five-Year Plan.—States the broad agricultural policy as :—

- (a) to provide adequate food to support the increasing population ;
- (b) to provide raw materials required for growing industrial economy ;
- (c) to provide larger exportable surpluses of agricultural commodities to earn foreign exchange ; and
- (d) to prevent any widening of the gap between rural and urban income.

There has been much debate and discussion over the level of production to be achieved during the Second Five-Year Plan. Every State has been given specific targets. The Punjab State is required to step up production of various commodities as below :—

	Production in 1955-56	Production at the end 1960-61	Per cent increase
Foodgrains (000 tons) ..	4,436	5,876	32
Cotton (000 bales) ..	736	1,250	70
Sugarcane (000 tons gur) ..	557	780	40
Oilseeds (000 tons) ..	149	185	24
Fruits (acres) ..	53,000	75,000	41

Agricultural Extension programme for every village, therefore, should recognize more production and more income as the principal objectives.

The third phase in programme development is the *recommendations*. The objectives of more production and increased income can be achieved, if the handicaps responsible for low farm out-turns and small monetary gains are removed. The suggested recommendations which lie in the extensive and intensive fields of farm enterprise are :—

1. *Extensive*—

- (a) More area under cultivation by breaking culturable waste lands and reclaiming waterlogged, saline and alkaline areas.
- (b) Consolidation of holdings to form big compact fields.

2. *Intensive*—

- (a) extension of irrigated areas and timely watering of crops ;
- (b) use of good seed ;
- (c) ample manuring with the use of artificials, green-manures and farmyard compost ;
- (d) adoption of better tillage practices and farming methods ;
- (e) clean cultivation ;
- (f) effective plant protection means.

Irrigation facilities are considerably expanding. There are canal irrigation projects, tube-wells and some other medium irrigation schemes. They intend to carry irrigation to every cropped acre of land. Besides, Government gives substantial aid for minor irrigation works. While these efforts are being made to tap new sources of irrigation supplies, it is also desirable, that there should be a fuller and better use of the means of irrigation, already available. Such practices, as smaller plots for irrigation purposes, lining of water channels, etc., can considerably save wastage in water consumption. In barani areas, dry farming practices like watbandi, deep ploughing before monsoons, repeated harrowings after every rain, inter-cultivation and weeding of crops help in conserving water in the soil.

Good seed.—Introduction of improved varieties of crops is the second important factor in raising per acre yields. Demonstrations, procurement and multiplication and saturation of areas in blocks are the stages of improving the seed factor. The present plan is to set up 25 acres seed farms in every block of 100 villages, where the seed shall be produced. Its further multiplication shall have to be arranged through selected registered growers or Seed-rowing Co-operative Societies.

Manure and fertilizers.—Contribute a good bit in abolishing the poverty of cultivators through abolishing poverty of soils. Our soils are generally deficient in nitrogen organic matter and phosphorus. Accordingly, the use of nitrogenous fertilizers, like ammonium sulphate, ammonium sulphate-nitrate, calcium ammonium nitrate, urea and phosphatic fertilizers, like superphosphate, bone meal, etc., should be encouraged on a large scale. In addition, the organic matter contents of the soil have not to be ignored. An ideal manuring plan includes a judicious combination of organic and artificial fertilizers. Composting of farmyard wastes and green-manuring are the two chief sources of organic matter which should be fully harnessed.

Better tillage practices and clean cultivation are further steps to increase crop outputs. They may include improved methods of preparatory cultivation of fields, sowing, interculture, weeding, etc. It is well-known that deep ploughings after crop harvesting, planting crops in lines, their constant interculture and removal of weeds, give a good stand to the crop and keep the plants well nourished. Apart from this, crop rotations have a vital role to play in the technique of improved farming. There are many points to keep in view, while recommending a particular rotation of crops in a particular tract. The rotations on irrigated lands shall be different from those in barani areas. Another important phase of this problem is to understand the capacity of a given crop to take out or put into the soil organic matter and other soil building elements. A crop rotation should, therefore, be such as will ensure a positive input-output ratio.

Last in the links of improved farming is saving of crops from the ravages of pests and diseases. It is as important as the growing of crops. All labour and resources shall be wasted, if a good crop gets infested with some pest or disease. An awareness has got to be created in the farmers about equipping themselves properly for fighting these pests. The State Plant Protection service shall also supplement their efforts. A useful idea would be to organise pilot plant protection squads in selected villages on the lines of "malaria squads". These parties can operate common equipment and insecticides owned by the panchayats on the fields of individual cultivators. The actual cost of spraying can be collected by the panchayats from the beneficiary farmers.

The existing level of production of crops can certainly be enhanced to a considerable extent by following a systematic programme, which includes all the above items. The extent of increase in yields has been estimated by experts :—

Measure	ADDITIONAL ACREAGE YIELD PER ACRE/TON		
	Foodgrains	Cotton	Sugarcane (cane)
1. Irrigation (per acre) ..	½ ton	..	..
2. Improved seed (per acre) ..	1 md	1 md	2—4 tons
3. Fertilizers—			
(a) Ammonium Sulphate (per ton) ..	2-3 tons	1½ mds, kapas per md, of fertilizer	30 tons
(b) Superphosphate (per ton) ..	1 ton	..	..
(c) Compost (per ton) ..	½ md	..	..
(d) Green-manuring (per acre) ..	2 mds	..	..
(e) Plant protection and other improved methods (per acre) ..	½ md	1/5 md	1 ton

The above table showing responses of different improved practices for higher production gives average figures and is only illustrative. But conditions differ from area to area and crop to crop. It should, therefore, be desirable that this information is collected by each Agricultural Inspector and Extension Worker under the conditions prevailing in his area. Apart from increasing production, the aspect of income has also to be looked into. This implies better marketing medium and co-operation has a useful role to play in this respect. Co-operative marketing societies assure a sound bargaining power for the cultivators.

Suggested procedure for programme building.—Keeping in view the above facts every village should develop a specific programme for Agricultural Extension in consultation with local leaders and after ascertaining the extent of finances available from Government as well as local resources. The following procedure is suggested as a guide to sound planning. It should always be open to extension workers to plan the programme with such local variation as they may feel necessary.

Step (1).—Collect information for studying the prevailing conditions of farm life and agriculture in the village in form I.

Step (2).—State the objectives of the programme clearly as in form II.

Step (3).—State the targets of work for the village in form III.

Step (4).—Evaluate the progress of the programme in form IV.

ANNEXURE IV

FROM

SARDAR SAPURAN SINGH, P.C.S.,
Deputy Secretary to Government, Punjab,
Development Department (C.P.)

To

ALL PROJECT EXECUTIVE OFFICERS/ASSISTANT PROJECT OFFICERS/
BLOCK DEVELOPMENT OFFICERS.

No. CP-56/3372, dated Simla-2, the 13th August, 1956.

Subject.—Maintenance of record of inspection with the Gram Sewak.

Memorandum

It has been decided that each Gram Sewak should keep a Register of Inspection in the form enclosed. The form is self-explanatory. This record of inspection should be maintained village wise for all the villages in the charge of a Gram Sewak. For this purpose a few pages for each village should be opened, in which should be recorded the instructions left by the Extension Officer/Social Education Organiser to be carried out by the Gram Sewak. When the Extension Officer/Social Education Organiser visits a village, he should at the conclusion of his visit, fill in columns 1 to 3 of the form for the village concerned before leaving the circle of the Gram Sewak. The Gram Sewak after carrying out the instructions should record in column 4 the action taken by him against the relevant instructions as stated in column 3. During his subsequent visit to the circle of the Gram Sewak, the Extension Officer/Social Education Organiser should see that his instructions left during his previous visit have been carried out. The Extension Officer/Social Education Organiser should also keep with him a brief summary of the instructions left and action taken on the instructions by the Gram Sewak to ensure that the instructions left by him are properly being carried out.

2. Immediate steps should be taken for the introduction of the aforesaid record. Printed registers will not be supplied. Blank registers should be supplied to all concerned, who should draw up the forms in the registers by hand. One register can suffice for more than one village.

MOTI SINGH,

SUPERINTENDENT,
for Deputy Secretary, Development (C.P.)

No. 10305-CP-56/3372-A, dated the 13th August, 1956.

Copies, with copies of the form, are forwarded to :—

- (1) all Deputy Commissioners in the State except Simla, for information and necessary action ; and

(2) Commissioners, Ambala and Jullundur Divisions, for information.

MOTI SINGH,

SUPERINTENDENT,
for Deputy Secretary, Development (C.P.)

No. 10305-CP-56/3372-B. dated the 13th August, 1956

Copies, with copies of the form, are forwarded to —

- (1) all Superintendents in the Community Project and National Extension Service Organisation at the State Headquarters ;
- (2) Accounts Officer (Community Project), Simla ;
- (3) Planning Officer, Chandigarh ;

for information.

MOTI SINGH,

SUPERINTENDENT,
for Deputy Secretary, Development (C.P.)

Form of Register of Inspection to be kept with the Gram Sewak

Block _____

Village _____

Name of Gram Sewak _____

Date of inspection	Name and designation of Inspecting officer	Instructions given	Action taken on instructions contained in column 3	REMARKS
1	2	3	4	5

ANNEXURE V-A

Touring, Inspection and Supervision*Form of tour report of the S.E.O.*

(To be submitted for each tour)

1. Name of the Social Education Organiser ..
2. Area under charge ..
3. Dates of tour ..
4. Name of villages noted—
 - (a) Where night halts were made and dates of night halts ..
 - (b) Where visit was paid without night halt ..
5. Brief note on each village visited covering the following points—
 - (1) Social Education activities inspected ..
 - (2) Guidance given to the organisers of the activities and to the Gram Sewaks ..
 - (3) Contacts with villagers and village leaders ..
 - (4) Talks delivered and discussions held ..
 - (5) New activities suggested and planned ..
 - (6) Other remarks, if any. ..

Date_____

Place_____

Signature of the Social Education Organiser.

ANNEXURE V-B

Form of Report of Social Education activities

(Separate for every village)

Name of village _____ Block _____

I—Literacy class ; 1st stage or 2nd stage _____

- | | | | | |
|--|----|------------|--------------|--------------|
| 1. Name of the teacher | .. | | | |
| 2. Date of opening the class | .. | | | |
| 3. Number of roll : | | <i>Men</i> | <i>Women</i> | <i>Total</i> |
| 4. Progress of teaching | .. | | | |
| 5. General note on rise and fall of attendance | .. | | | |
| 6. Difficulties of the teacher, if any | .. | | | |

II—Social Education activities—

(A short note giving names of the Organisers, Leader or Secretary, number of participants and other salient features should be given on each)

- | | |
|----------------------------------|----|
| 1. Children's Club or Bal Sabhas | .. |
| 2. Youth Organisation | .. |
| 3. Recreation Centre | .. |
| 4. Radio listening group | .. |
| 5. Library and-reading-room | .. |
| 6. Women's Organisations | .. |
| 7. Physical Welfare activities | .. |
| 8. Cultural activities | .. |
| 9. Community Centre | .. |
| 10. Discussion Groups | .. |
| 11. Follow up activities | .. |
| 12. Other activities, if any | .. |

DATE _____

Signature of the Gram Sewak.

PLACE _____

Note.—Reports received should be filled by the Social Education Organiser in the file to be maintained for each village. They should be compiled for the Block as a whole and submitted to the Block Development Officer/Assistant Project Officer by the 10th of every month. The Block Development Officer/Assistant Project Officer should compile the information for the Block every quarter and send a brief narrative report to the Planning and Development Commissioner, Punjab. Reports should be for the quarters ending March, June, September, and December, and should get to the Planning and Development Commissioner by the end of the month following the end of the quarter to which they relate.

ANNEXURE VI—A

To be substituted for memo No. 364-2CDI/58/3235, dated the 29th January, 1958.

FROM SHRI S.R. VARMA, I.A.S.,
Planning and Development Commissioner
and Secretary to Government, Punjab,
Planning and Development Departments.

TO ALL DEPUTY COMMISSIONERS,
SUB-DIVISIONAL OFFICERS, AND
BLOCK DEVELOPMENT OFFICERS.

Memorandum No. BDO(P)-58/58069-244, Chandigarh, dated the 4th October, 1958

Subject.—Appointment of Arts and Crafts Teacheresses in National Extension/Community Development Blocks.

It has been found that the policy laid down in the Development Department/memorandum No. 364-2CDI-58/3235, dated the 29th January, 1958, has not worked satisfactorily and difficulties have been experienced in a number of blocks in making appointments of Craft Teacheresses. Taking into view the difficulties experienced it has been decided that the following policy should be observed in future while appointing Craft Teacheresses in the Adult Literacy-cum-Industrial Centres started under the block programme :—

- (i) The Block Development Officer should ensure that a Craft Teacheress appointed in the Craft Centre possesses the minimum qualifications as laid down below. The cases of appointment of Craft teacheresses should not be referred to the Development Commissioner because they are not Government servants and are the employees of the Panchayats.
- (ii) The following will be the minimum qualifications of a Craft Teacheress attached in the Blocks :—
 - (a) Middle Pass ;
 - (b) Diploma in Arts and Crafts from an institution recognised by the Government.

However in the case of backward areas of Kangra and Mohindergarh Districts if Diploma Holders are not available the Deputy Commissioner concerned may at his discretion suitably relax the qualifications.

S.C. JAIN,
DEPUTY SECRETARY, DEVELOPMENT,
for Planning and Development Commissioner
and Secretary to Government, Punjab,
Planning and Development Departments.

No. BDO(P)-58/58249 A, Chandigarh, dated 4th October, 1958

A copy is forwarded to the Director of Industries, Punjab, Chandigarh, for information.

S.C. JAIN,
DEPUTY SECRETARY, DEVELOPMENT,
for Planning and Development Commissioner
and Secretary to Government, Punjab,
Planning and Development Departments.

(To be substituted for Development Department memorandum Nos. 5127-BDP (CP) 57/1825, dated the 11th January, 1958, No. 288 (BDP) CP/58/4842, dated 12th February, 1958, No. 438-BDO (CP)58/10782, dated 31st March, 1958 and BDO(P)58/25298, dated 11th June, 1958).

FROM

SHRI S.R. VARMA, I.A.S.,
Planning and Development Commissioner
and Secretary to Government, Punjab,
Planning and Development Departments.

TO

ALL DEPUTY COMMISSIONERS, SUB-DIVISIONAL OFFICERS (CIVIL),
AND BLOCK DEVELOPMENT OFFICERS.

Memorandum No. BDO (P) 58/58954-59125, Chandigarh, dated the 4th October, 1958.

Subject.—Giving of grant-in-aid for construction of school buildings, pavement of streets, drinking water-supply and various items falling under head "Social Education".

The funds in a block are not adequate to meet the actual requirements of all the villages in the block areas. At the same time it has to be ensured that a maximum number of villages are benefitted out of the grant amounts available in the Block budget for various amenities programmes. It is, therefore, necessary that only a minimum grant-in-aid is given and maximum people's contribution enlisted so that as many villages as possible benefit from the funds available for the amenities programmes. With this consideration it has been decided that grants-in-aid may be allowed according to the following rates from 1st April, 1958 :—

A—Education—

- | | | |
|---|----|--|
| (i) Aid for Primary School buildings | .. | 25 per cent subject to a maximum of Rs 2,000. |
| (ii) Extension to Middle Schools | .. | 25 per cent subject to a maximum of Rs 2,000. |
| (iii) Aid to High Schools for apparatus for Science subject to certificate of necessity by District Inspector of Schools | | Upto Rs 500 per school. |
| (iv) Aid to Primary Schools | .. | At Rs 200 per Primary School for equipment and furniture |
| (v) The rate of assistance, for the areas declared as backward by the Government will continue to be 50 per cent of the cost of construction of a new school building and additional accommodation. | | |

However, it may not be possible for the inhabitants of certain villages to contribute 75 per cent of the cost of a school building even in areas other than declared by the Government as Backward. In such exceptional cases the Deputy Commissioners, for reasons to be reported to the Development Department, may relax the conditions and allow grants upto 50 per cent of the total cost of a school building. But, the incidence of such cases is to be kept to the minimum and discretion used only in the case of villages which are hard-hit by floods or water-logging or reasons of similar nature. No such relaxation should be made for the reasons that a village is too small to raise its contribution. In such cases two or more villages should be

persuaded to join together for constructing the school building at a place convenient to all.

B—Rural Arts and Crafts.—

- (i) Industrial-cum-Craft Centres for Women. .. 50 per cent of the pay of the craft teachress or Rs 600, whichever is less. The equipment will be supplied by Government.

C—Social Education—

- (i) Community Centres. .. Rs 300 maximum.
- (ii) Kisan Melas. .. Rs 250 per mela.
- (iii) Adult Classes. .. Rs 15 per mensem for the teacher and Rs 25 for black boards, chalks, etc. per school.
- (iv) Children Parks. .. Up to Rs 250 for equipment such as see-saw, swing, slide, and upto Rs 300 if there is to be an enclosure.
- (v) Young Farmers Clubs. .. Upto Rs 100 per club per annum.

D—Health and Rural Sanitation—

- (i) Pavement of streets and drains. .. 50 per cent of the total cost of the construction of drains and pavement of streets or Rs 20 to Rs 25 per hundred square feet whichever is less on the condition that the drains constructed are according to specification of the Public Health Department. In each case the Block Overseer should prepare the estimate and get it sanctioned from the competent authority before advancing grant-in-aid.
- (ii) Hand pumps. .. Normally not necessary. But if in a particular area the scheme is sanctioned then grant-in-aid may be given up to 50 per cent of the cost of hand pumps.
- (iii) Repairs to drinking wells. .. Rs 200 to Rs 500 per well or 50 per cent of the cost of repair whichever is less.

- (iv) Sanitary wells with bath rooms and other amenities. Rs 500 to Rs 1,000 or 50 per cent of the cost whichever is less.
- (v) In the following areas where the cost of construction of a drinking well is abnormally high, grant-in-aid at the rate of 50 per cent of the total cost of well or Rs 2,000, whichever is less, may be given—
- (a) Gurgaon District except Palwal Sub-Division and canal irrigated areas of the Ferozepur-Jhirka and Nuh.
 - (b) Non-irrigated areas of Hissar District.
 - (c) Mohindergarh District.
 - (d) Other areas where the cost of constructions of a drinking well is more than Rs 5,000.

2. The rate of assistance as laid down in this letter for various items does not apply to Stage II Block in whose case the rate of assistance will be the same as in the corresponding year of the Post-Development Block. However, the question of having a uniform rate of assistance for Stage I and Stage II Blocks is under consideration of the Government and the decision will be communicated to you, separately.

3. The above instructions also do not apply to the Kangra District and Una Tahsil where the rate of assistance will continue to be 75 per cent of the total cost of a development work. Thus the qualifying scale of the people's contribution in Kangra District could be reduced to 25 per cent of the cost of the work.

S.C. JAIN,
DEPUTY SECRETARY DEVELOPMENT (P),
for Planning and Development Commissioner
and Secretary to Government, Punjab,
Planning and Development Departments.

ANNEXURE VI-B

FROM

SHRI R. S. RANDHAWA, I.A.S.,
 Planning and Development Commissioner,
 Punjab,

- (1) ALL DIVISIONAL COMMISSIONERS,
- (2) ALL DEPUTY COMMISSIONERS,
- (3) ALL BLOCK DEVELOPMENT OFFICERS.

No. YW-57/19174 dated Chandigarh, the 12th December, 1957.

Subject.—Young Farmers' Clubs.

Memorandum

Children are the wealth of a Nation. The future citizens must receive the required care and be provided adequate facilities for normal physical, mental and social growth to enable them to shoulder greater responsibilities which await them in free India. The Young Farmers Clubs can go a long way in making a start on the right lines provided they are organised with foresight and thought. The Sixth Development Commissioners Conference fixed the target of such clubs at 2 per Gram Sewak. This recommendation has been accepted and it has been decided to make a start with one club in this year. The second club may be organised in the next year when more practical experience has been gained by every member of the staff. The following instructions are, therefore, issued for the guidance of the field staff :—

(i) *Selection of Young Farmers.*—The initial labour and care put in, in making selection of members of Young Farmers Clubs will amply reflect itself in its ultimate success. A good number may be drawn from farmers' sons, with interest in their ancestral occupation, with a fair sprinkling of artisan's sons. The proportion of school-going children to non school-going children should not exceed 50 per cent.

The consent of the parents permitting their ward to join the clubs is very necessary. It should not be treated just as a formality but should serve to arouse their interest and active co-operation in befitting them out as members and in the running of the club.

Programmes.—Each club should have definite clear cut objectives which may be selected with great care by associating young farmers and their parents. The "project" for each young farmer should be unambiguous so that he can apply himself and is not left in doubt. The project may be improved poultry, fruit trees, vegetable gardening—cult of improved breed, hybrid maize, improved cotton, etc.

The feeling that they belong to an organisation has to be carefully fostered. They must learn to appreciate its value and should mould their conduct, behaviour and social habits. A weekly meeting of which record is kept by each Young Farmer Club, is very essential for this purpose. The parents should help in their meetings. There should be a specified place for meeting. A small room in such place as Dharamsala, etc., will do.

Execution.—The young farmer will be guided and helped in the execution of his project by his father or guardian, Gram Sewak (who must visit once a week) Social Education Organizer (once a month) other Extension Officers and Block Development Officers (once a quarter) and other officers as best as they can. A school-teacher should be the first to own the club and should be made responsible straightaway where available and really interested. A club is to be nurtured as a Young Sapling and unless that amount of labour and personal care are forthcoming, it will not attain proper growth.

The account of his project shall be properly kept by each young farmer to enable objective evaluation and help clubs to strike roots.

Finances.—Each club should be encouraged to take care of itself in the ultimate analysis. In the beginning funds may be needed for subsidizing uniforms, seeds, fertilizers, etc. In each block, 10 clubs may be subsidized to the extent of Rs 1,000 per year. The grant should be on contributory basis and sliding scale so that it may be safely withdrawn after a few years. In other words, it is necessary to have contributions from members for such items as replacement of articles of sports. A set of rules is enclosed which may be followed while making grants.

In blocks, where schematic budgets have been approved suitable modifications may be got approved to accommodate the above expenditure. In the remaining blocks, provisions for Young Farmers Clubs should be made straightaway.

Flag, Insignia, and Uniform.—The flag and insignia will be the same as in the erstwhile Pepsu. These will be supplied from the State Headquarter. The uniform will be olive-green shirt, dark-green turban or cap, khaki shorts and brown canvas shoes.

Record.—Record book of the standard type is also being circulated shortly. The record of the meeting shall be made by the Young Farmers with the help of Gram Sewaks or school teacher. The supervisory officers will check it up on each visit and give guidance after visiting the projects and holding meetings.

A permanent feature.—The Young Farmers Club should be evolved and not forced. The village should own it and should not take it as something alien. It should be woven in the social pattern.

Sports.—The blocks will not give any financial assistance to purely sports clubs which have been misnamed Young Farmers Clubs. The sports in fact should be an item of activities of the Young Farmers Club of the above pattern.

R. S. RANDHAWA,

Planning and Development Commissioner, Punjab.

No. YW-57/19175, Chandigarh, dated the 12th December, 1957

A copy is forwarded to All Heads of Development Departments, for information.

R. S. RANDHAWA,

Planning and Development Commissioner, Punjab

No. YW-57/19176, Chandigarh, dated 12th December, 1957

A copy is forwarded to all the District Heads of Agriculture, Veterinary, Panchayats and District Inspectors of Schools in the State for information and necessary action.

R. S. RANDHAWA,

Planning and Development Commissioner, Punjab.

The branches will please note the above instructions and see that no scheme for grant-in-aid to sports club as such is granted in future and that immediate steps are taken to retain the budgets, if necessary, to accommodate expenditure in the above scheme.

R. S. RANDHAWA,

Planning and Development Commissioner, Punjab.

RULES REGARDING "GRANT-IN-AID" TO YOUNG FARMERS CLUBS

1. The "Grant-in-Aid" shall be sanctioned only to that Young Farmers Club which fulfils the conditions specified below :—

- (a) The club should have recruited a minimum number of 10 boys between the age limits of 12 to 18 years with the consent of their parents.
- (b) The club should have an adult leader attached (may be school-master) to it for guidance of the members in their individual project work.
- (c) Each member should have been allotted specific work project for his vocational training in consultation with his parents or guardian.
- (d) The members should be keeping a record of their activities in the prescribed record book.
- (e) Any club fulfilling the above minimum requisites can be recognised by the Block Development Officer for the purposes of sanctioning grant-in-aid to young farmers.

2. The maximum amount of grant-in-aid to be sanctioned for an individual club shall not exceed Rs 100 in a financial year, by debit to head "Social Education—Recurring".

3. The grant-in-aid shall be sanctioned by the competent authority on the recommendations of Gram Sewak incharge of the club.

4. The grant-in-aid may be sanctioned for the following purposes on the conditions specified under each. In case of grant-in-aid not having been utilised for the purpose for which it was sanctioned the amount will be recoverable for which the responsibility shall be with the club as a whole.

SUPPLY OF FRUIT PLANTS

5. (i) Fruit plants will be supplied to those individual young farmers who undertake to carry out fruit plant projects.

(ii) For each individual member as in (i) above, the maximum number of plants shall not exceed six.

(iii) The grant-in-aid allowed on these plants shall be 50 per cent of their cost.

(iv) The aided plants taken by the Young Farmers shall have to be raised and looked after by them under the proper guidance of the Gram Sewak and the club leader.

(v) The young farmers shall also make entries in their record books as regards the detail of work accomplished by them and Gram Sewak and Extension or Assistant Extension Officers shall check up the books from time to time.

SUPPLY OF FERTILIZER AND SEEDS

6. (i) Fertilizer and seeds will be supplied to those individual Young Farmers who undertake to carry out fruit plants, crop production or vegetable gardening projects.

(ii) The quantity of fertilizer and seeds per Young Farmer shall be determined by the Gram Sewak on the basis of the number of plants raised or area sown with a particular crop or vegetable.

(iii) The grant-in-aid sanctioned shall be to the extent of 50 per cent of the cost of seed and fertilizer to be supplied to the Young Farmer.

(iv) The aided seed and fertilizer taken by any farmer shall have to be used by him according to the recommendations of the extension staff.

(v) The Young Farmer benefiting from this aid shall have to maintain a proper record of the use of seeds and fertilizer in his record book. The Gram Sewaks, Extension or Assistant Extension Officers shall be required to check up the details from time to time.

SUPPLY OF IMPLEMENTS

7. (i) The implements to be supplied at subsidized rates to the Young Farmers shall be a spade, hand hoe (kharpa) a small mould board plough and small gardening tools.

(ii) Only those Young Farmers will be entitled for this aid who undertake to carry out crop farming or vegetable gardening or fruit plant project.

(iii) The young farmers supplied with these implements shall have to keep them strictly for use in their own plots and be required to look after their repairs and proper upkeep.

(iv) The rate of grant-in-aid shall be 50 per cent of the cost of each implement.

EGGS FOR POULTRY PRODUCTION

8. (i) Eggs of improved poultry breeds on subsidised rates will be supplied to those young farmers only who undertake to carry out poultry project work.

(ii) The rate of grant-in-aid will be 50 per cent of the cost of eggs.

(iii) Maximum number of eggs to be supplied per young farmer shall not exceed twelve.

(iv) The young farmers benefiting from this aid shall be required to keep a proper record of the work accomplished with these eggs in prescribed record books. The extension staff shall check up the details off and on.

(v) The young farmers getting the subsidized eggs shall be required to raise birds out of them and attend to their upkeep on the expert advice of the extension staff.

(vi) The young farmers to whom grant-in-aid for eggs is given, shall not keep themselves and allow their other family members to keep birds of inferior breeds at the same place so as to avoid any cross-breeding.

SUPPLY OF UNIFORMS

9. (i) The prescribed uniform of the young farmers (i.e., khaki nickers, olive-green shirt, dark-green turban or cap) shall be supplied on subsidised rates to those individuals only who have become members of a recognised Young Farmers Club and fulfil all the essentials of active membership of the club.

(ii) The rate of this grant-in-aid shall be 50 per cent of the cost of stitched uniform.

(iii) The young farmers supplied with these uniforms shall be required to keep them in good condition and wear them only on formal occasion.

FROM

SHRI B. B. VOHRA, I. A. S.,
Deputy Secretary to Government, Punjab,
Development Department (CP)

To

- (1) ALL DEPUTY COMMISSIONERS,
(2) ALL BLOCK DEVELOPMENT OFFICERS, IN THE STATE

No. 173-YW-57/7339, dated Chandigarh the 7th March, 1958.

Subject.—Organisation of Young Farmers' Clubs—Holding of rallies at the District and State Level.

Memorandum

The importance of the Young Farmers' Clubs for building up of the community has already been stressed a number of times. To organise more Young Farmers' Clubs on sound lines, a special scheme for the grant of subsidy to Young Farmer's Clubs has already been sanctioned.

2. It is hoped that a considerable number of Young Farmer's Clubs will come up shortly. To provide an opportunity to the young farmers' to meet each other ; to exchange ideas and to create a sense of competition among them, it has been decided that one rally of the young farmers may be held in each district once a year. Similarly one rally will be held at the State Level each year. The expenditure in this connection will be made from the blocks' budget by debiting to head "Social Education-Recurring" for which necessary provision should be made in the budget.

District Level Rally.—Each block in the district will contribute Rs 100 for the rally each year.

State Level Rally.—Each block in the State will contribute Rs 50 each year for the State rally.

The detailed instructions regarding holding of these rallies will follow in due course.

B. B. VOHRA,
Deputy Secretary, Development (P.)

FROM

SHRI R. S. RANDHAWA, I.A.S.,
 Planning and Development Commissioner,
 Punjab.

To

ALL THE BLOCK DEVELOPMENT OFFICERS IN THE STATE.

No. 178-YW-58/1719 dated Chandigarh, the 15th/16th January, 1958

Subject.—Organisation of Young Farmers' Clubs—Provision of funds regarding.

Memorandum.

It has been observed that there is no uniformity regarding allocation of funds for organising Young Farmers' Clubs. Most of the Block Development Officers have made no provisions, while others have provided scanty funds. In order to organise Young Farmers' Clubs on sound lines, it is essential that suitable grants may be given to the clubs especially in initial formative stage. I propose that each club may be given a subsidy of Rs. 100 and that at least 20 clubs may be organised in each block, keeping in view the recommendations of the 6th Development Commissioners' Conference. This will require a yearly provision of Rs 2,000 in the block budget which should be kept in view while new budgets are prepared and submitted to Government.

2. In case the budgets have already been submitted, reallocation of funds be made by cutting short other schemes so that you may not lag behind and may be able to fulfil the target laid down.

G. B. S. GOSAL,
 ASSISTANT DIRECTOR, TRAINING,
for Planning and Development Commissioner, Punjab.
 No. 178-YW-58/1720.

A copy is forwarded to all Deputy Secretaries and Under-Secretaries and Accounts Officer for information and necessary action.

G. B. S. GOSAL,
 ASSISTANT DIRECTOR, TRAINING,
for Planning and Development Commissioner, Punjab.
 No. 178-YW-58/1721.

A copy (with five spare copies) is forwarded to all Branches in this office (CP) only, for information and necessary action. They are requested to keep in view these instructions while checking the budgets.

G. B. S. GOSAL,
 ASSISTANT DIRECTOR, TRAINING,
for Planning and Development Commissioner, Punjab.

ANNEXURE VII

FROM

SHRI R. S. RANDHAWA, I.A.S.,
 Planning and Development Commissioner,
 Punjab.

TO

ALL THE BLOCK DEVELOPMENT OFFICERS IN THE PUNJAB
 STATE.

No. YW-58/661, dated Chandigarh, the 6th/7th January, 1958

Subject.—Youth Camps in Blocks

Memorandum

I have had occasion to pay visit to Camps for Girls from City High Schools held in Blocks. On talking to them I found that they had not been given proper orientation training before they were sent out to the villages. It was the duty of the Block Development Officer and Lady Social Education Organiser to do so. On enquiry they told me that they had come to teach the village women cleanliness, how to bathe and wash their children, how to keep the houses clean etc. When I asked whether they had come to learn anything, some of them replied : what had the backward villagers to teach them. This superiority complex was deplorable and was due to the fact that orientation training to the girls had not been given in the Camp before they had been sent out to the villages. The villager, as such, is not an inferior person. He has remained backward only because he/she has not been given facilities for learning things and acquiring education as are available in the cities. It is well-known that before the advent of freedom all facilities like colleges, high schools, child and maternity centres, clinics, hospitals, radio-listening stations, libraries, sports centres, clubs etc., were located in the cities and towns. There were no primary schools even in most of the villages. When these facilities were not available there were no opportunities available to the villager for learning things and thereafter improving his village, his home and himself. In the cities and towns there were Municipalities and Small Town Committees with considerable sources of income to look after the cleanliness of the towns and provide other amenities like schools, clinics, radio-listening stations, maternity centres, libraries, parks, etc. Children of any people (urban or rural), race or caste have the same inborn equipment. But from birth every experience helps to shape the child. In the towns and cities there is much more to see and learn from than in a village. Thus the child in the village starts the race of life with a great handicap.

2. There were no paved streets in the villages and the work had to be done in the kacha houses and dusty fields. Under these conditions as much cleanliness as is in the cities where the streets are paved and men and women have to work in surroundings where there is little dust, was not possible in the villages.

3. Meetings, lectures on various topics, recreation facilities including cinemas, libraries, sports etc., having not been available there was no opportunity for the village child, adolescent or grown up to learn things and then apply them to his life, home and work. These deplorable

conditions resulted in mental stagnation and inertia and backwardness. It is the finding of social scientist that if a child of the most intelligent and advanced parents living in an advanced city were brought up in such an environment he would be as others of his age group in the villages.

4. On the economic side, it was the villager who was the producer. He produced wealth in the country but the system of disposal was such that while the villager could hardly get Rs 2 per maund as profit on his produce, after taking into account the labour put in by him and his family, his animal and capital investment, the merchant in the mandi got Rs 3 to Rs 4 per maund as profit by making some capital investment and providing storage facilities. While one farmer got the benefit of the produce from one farm, the merchant got the benefit of the produce of numerous farms. Thus from the agricultural labour the city merchant got more profit than the villager. No wonder that economically urbanites are much better off than ruralites. The necessities of life had to be purchased by the villager from the cities. This way also the wealth from the villages flowed into the cities. The result was the great economic disparity.

5. It is surprising that in spite of these handicaps the village community survived. It has been known for certain virtues and qualities—hospitality, truthfulness, honesty, physical fitness, lack of complexes regarding doing manual work, good neighbourliness, courage to go out for work in the fields in the dark, looking after the safety of the village without the help of the police, etc. These are well known to us but not to the city girls or young women who go out in these camps. If all these things had been impressed upon the city girls and women participating in these camps, they would have been better prepared for doing social work in the villages and would have been better received. The villagers are our kith and kin and have remained backward because they were not afforded as many opportunities to better themselves as those provided in cities. It is only the person who got the opportunities but did not progress, who is to blame. Where these opportunities have not been given, it is a matter of sympathy. We should, therefore, go to the villages to the assistance of our sisters and brethren with this proper understanding of the background and with the sense that if we are doing a little bit for the villagers we are just doing our duty and no favour to them.

6. Whenever any such camp is held in the future this orientation training should be given by the Block Development Officer and Social Education Organisers and only then the young women and girls from the cities taken to the villages. In the villages where these girls are to go, meetings should be held by the Block Development Officer, Social Education Organiser and Lady Social Education Organiser explaining to the villagers the objects of the camp and the under-lying spirit of fraternity and service on the part of participants. One object is to remove the misconception which prevails among city people about the village people and vice versa and to bring them nearer each other with the object of carrying forward our country. If the city girls get this orientation and understand the problems of villages, they would make good workers tomorrow if they are employed in Government service. Another step should be to let the campers mix with village girls and young women of their own age group, and sing and dance together for two-three days and get thoroughly acquainted with

each other. This will result in friendly feelings towards each other. The campers should then go to the houses of those girls and young women with whom they have got acquainted and friendly. There they would be well received and their efforts to help appreciated. Without this step there would be the usual suspicion of the stranger and resentment on her intruding into the privacies of village homes. Another thing which would be greatly appreciated by villagers would be cultural shows given by the campers.

7. These instructions would apply to camps for young men with necessary changes.

R. S. RANDHAWA,

Planning and Development Commissioner, Punjab.

No. YW-58/662, dated 6th/7th January, 1958

1. A copy (with 5 spare copies) is forwarded to the Organiser, Bharat Sewak Samaj, Chandigarh, for information.

2. A copy is forwarded to the Principal, Extension Training Centres, Batala/Nabha for information.

R. S. RANDHAWA,

Planning and Development Commissioner, Punjab.

ANNEXURE VIII-A

CENTRAL SOCIAL WELFARE BOARD

TELEGRAMS : " Sanghaseva "
New Delhi

1st Floor,
Bombay Mutual Building,
Parliament Street, New Delhi
Dated the 13th September, 1958.

No. CB/Cir(20)/58,

To
The Chairman,
State Social Welfare Advisory Board

Subject.—Five year standard budget for Community Development Welfare Extension Projects.

MADAM,

I am forwarding herewith a standard budget for Welfare Extension Projects of the co-ordinated pattern to be started in Stage I blocks allotted from April, 1958 onwards. Since the duration of stage I blocks has been fixed by the Ministry of Community Development for a period of five years, the co-ordinated projects will also function for the same period. Hence the budget of the Welfare Extension Projects also has been worked out for a period of 5 years.

2. In working out this five years budget, it was found that the provision available for five years would not be in the same proportion as had been made for three years in the previous standard budget. This was partly because the Ministry of Community Development desired that the sum of Rs 40,000 made available from the block budget should be spread over the five years period, and because State Governments could not be expected to make up their share of any additional amount on this account. Keeping all these factors in view, it has been decided to limit the number of centres in a project of the co-ordinated pattern to only ten instead of 14 as allowed earlier.

3. The distribution of staff at these ten centres will be as follows :—

- (i) Six Centres.—One Gramsevika, One part-time balwadi teacher, each
- (ii) Two Centres.—One gramsevika, one dai and one midwife (of the Block) each
- (iii) Two Centres.—One dai and one midwife (of the block) each.

The four centres where the services of the Dais will be provided should be in the same villages where the four indoor maternity centres of the block are proposed to be started. It may be pointed out in this connection that the maternity centres of the blocks very often do not function. The Project Implementing Committees should ensure that these centres start functioning as soon as the blocks are started. The two centres which will have only one Dai (and no Gramsevika) need not be started until the maternity centres of the block actually start functioning and the midwives are posted. As long as these do not start, the two Dais provided for these centres may be attached to any two gram-sevika centres. After the block authorities have started the maternity centres, the Dai should be transferred to them. The provision for the fifth Dai has been omitted in this revised budget.

5. The craft instructors will not be attached to any other centre. They are expected to cover all the eight gramsevika centres in the project. For this purpose four centres may be allotted to each craft instructor and she may be asked to cover these in rotation. It would be better if she stays at each centre for a week every month during which she can give any technical guidance necessary for the craft programme. The day to day craft activities in the centre could be conducted by the gramsevikas.

6. While two centres will exclusively be maternity centres the rest of the eight centres will be multi-purpose, providing craft training, balwadi service, recreational and Social educational activities. Two of these would also provide maternity services.

7. It has been noted that in most of the projects while the full complement of staff is appointed at each centre, very little work is done and the provision made for supplies is hardly spent. It has been observed by the Central Board Office that many Project Implementing Committee members and Project staff are not even aware of the fact that provision for mid-day meals for balwadi children or supply of raw-materials for craft exists in the project budget. Since the progress of a project will depend on the nature and extent of the programme conducted therein, emphasis should be laid on its proper implementation. The provision for supplies in the five years budget has been slightly enhanced under the head medicines, craft materials balwadi and Social education. This will enable the Project Implementing Committee to implement the programme more effectively. Provision under social education includes not only the supply of books and other reading material to adult women while being taught literacy at the centre, but also a provision for the supply of books to neoliterates. The Gramsevikas should, therefore, be instructed to follow up the cases of women who have been made literate in the project centres and ensure that regular supply of reading material is maintained.

8. The Central Social Welfare Board, has provided for rent for both Project Implementing Committee office and project centres in the budget. Please note that the Project Implementing Committee office should be situated at the same place as the block office. In case it is possible to get rent-free accommodation for the purpose, the provision made for a rent may be diverted towards medicines (under supplies). Similarly if rent-free accommodation is available for the centres, or buildings have been constructed from the Board's grant, the provision for rent under this head can also be diverted towards medicines.

9. Out of the total budget of Rs 2,08,000 for a Welfare Extension Project (Community Development) a sum of Rs 24,000 will be directly paid by the Block Development Officers as salaries of the two gramsevikas and the Social Education Organiser. The balance of Rs 1,84,000 will be met from the block budget and by the Central Social Welfare Board and the State Government in the ratio of 5:12:6 as follows :—

		Rs
(1) Block budget	..	40,000
(2) Central Social Welfare Board	..	96,000
(3) State Government	..	48,000

10. Please note that this represents only Part I of the budget and has to be necessarily supplemented by Part II. You are requested, therefore, to work out and sanction a budget for each project as and when it is started. This should be in two parts, Part I being on the lines of what is given in this letter, and furnish both parts of the budget to the Central Board's office.

Yours faithfully,
R. S. KRISHNAN,
Secretary.

Copies to—

- (1) Ministry of Community Development.
- (2) All Development Commissioners.
- (3) All State Government Departments dealing with State Social Welfare Advisory Board.

**Five Year standard budget (Part I) for a Welfare Extension Project (Community Development)
Stage I (on the basis of 10 centres)**

	No. of posts	One year	Five years
		Rs	Rs
*I—Pay and Allowances—			
(a) Centres			
(1) Gram Sevikas, Rs 100 ..	8	9,600	48,000
(2) Dais, Rs 50 ..	4	2,400	12,000
(3) Craft Instructors, Rs 60 ..	2	1,440	7,200
(4) Balwadi teacher, Rs 15 (part-time honorarium) ..	6	1,080	5,400
Total Pay and Allowances of Centres ..		14,520	72,600
(b) Project supervisory staff			
(1) Mukhya Sevika Rs 200 ..	1	2,400	12,000
(2) Social Education Organiser, Rs 200 ..	1	2,400	12,000
Total Pay and Allowances of (b) Project supervisory staff ..		4,800	24,000
(c) Project Implementing Committee staff			
(1) Accountant, Rs 150 ..	1	1,800	9,000
(2) Clerk, Rs 100 ..	1	1,200	6,000
(3) Peon, Rs 50 ..	1	600	3,000
(4) Driver, Rs 100 ..	1	1,200	6,000
Total (c) Project Implementing Committee staff ..		4,800	24,000
I—Other recurring expenditure (supplies)—			
(a) Centres			
(1) For medicines, at Rs 15 per mensem per centre for four centres ..	..	720	3,600
(2) Craft materials at Rs 15 per mensem per centre for eight centres ..	..	1,440	7,200
(3) Balwadi and Recreation Centres at Rs 40 per mensem per Centre for eight centres ..	..	3,840	19,200
(4) Social Education at Rs 20 per mensem per centre for eight centres ..	..	1,920	9,600
(5) Contingencies at Rs 5 per mensem for ten centres ..	..	600	3,000
(6) Rental for centres at Rs 5 per mensem for ten centres ..	..	600	3,000
Total II—Other recurring expenditure (supplies) for (a) Centres ..	..	9,120	45,600

	No. of posts	One year	Five years
		Rs	Rs
<i>(b) Project Implementing Committee's office</i>			
(1) Contingent Allowance to Chairman at Rs 50	600	3,000
(2) Travelling Allowance and Dearness Allowance	800	4,000
(3) P.O.L. and maintenance of jeep at Rs 225 per mensem	2,700	13,500
(4) Rental for P.I.C. office at Rs 20 per mensem	240	1,200
(5) Contingencies at Rs 50 per mensem	600	3,000
Total for (b) Project Implementing Committee's office	4,940	24,700
III.—Non-recurring expenses—			
1. Project Implementing Committee's office	1,500
2. Centres			
(a) First-aid kit sets at Rs 100 per centre for four centres	400	..
(b) Craft equipment at Rs 950 per centre for eight centres	7,600	..
(c) Social Education equipment at Rs 200 per centre for eight centres	1,600	..
(d) Creche and Balwadi equipment at Rs 750 per centre for eight centres	6,000	..
Total III—Non-recurring expenditure	15,600	15,600
<i>Total Five Year Budget</i>			
I—Total Pay and Allowance	1,20,600
II—Other recurring expenses	70,300
III—Non-recurring expenses	17,100
Total	2,08,000

ANNEXURE VIII-B

CENTRAL SOCIAL WELFARE BOARD

QUESTIONNAIRE ON WELFARE EXTENSION PROJECTS

A. Organisational Structures

State Board and the Project Implementing Committee :

(1) Is the contact between the State Board and Project Implementing Committee close and continuous. If so, which of the following methods are followed to ensure this :—

- (a) Communicating instructions regarding the administration of Welfare Extension Projects regularly.
- (b) Distribution of circulars and pamphlets published by Central Social Welfare Board.
- (c) Periodical visits to the Projects.

In regard to the (c) above please indicate the following ;—

- (i) Frequency.
 - (ii) Duration.
 - (iii) Matters discussed, e.g., Financial, Procedural, Programmes and activities Others (Please specify).
- (1) What is the division of work and responsibilities between the Convener and Joint Convener (if any) ?
- (3) How have the responsibilities for project work been shared by the members of the Project Implementing Committee ?

B. Financial Procedure

I. Which of the methods are followed by the State Board for the release of money for project expenditure ?

- (a) Releasing the total amount sanctioned for the project for a year in one instalment after the budget has been approved. .

or

- (b) Releasing the grant in a number of instalments after the budget has been approved. Please indicate the number of instalments per year.

or

- (c) 'On account' payments prior to the approval of the budget.

or

(d) Reimbursing the P.I.C. after the expenditure has been incurred by it.

2. Which of the following methods of sanction of expenditure are followed by the Project Implementing Committee?

(a) Sanction by the Project Implementing Committee as a whole.

or

(b) Sanction by the Convener and the Treasurer.

or

(c) By a sub-committee appointed for the purpose.

3. What can be the maximum amount of petty cash pending with the Convener at a time ?

4. Is the account operated upon, jointly by the Convener and the Treasurer ? If not, what is the method followed ?

C. Staff

1. Are the staff members used to rural work and life ? Have they adjusted themselves to the local community ? What are the factors responsible for it ?

2. Has the local community been able to accept the Project staff ? If so, how is their acceptance manifested ? If not, what are the reasons responsible for it ?

3. What is the nature of interrelationship between the Project staff ?

4. Has continued experience at the Project Centres, shown any improvement in the work of the Project staff ? How ?

5. Has the staff shown any initiative in conducting the centres on better and improved lines ?

6. What are the steps taken by the Project Implementing Committee for the guidance and supervision of the Project staff ?

D. Programmes and activities

1. What are the programmes and activities conducted at the centres ?

2. Do the programmes conducted at the Project Centres meet the felt needs of the community ?

3. Have all the programmes and activities considered necessary been put into operation ? If not, why ? (Tick mark any one or more of the following) :—

(a) Financial stringency.

(b) Lack of trained personnel.

- (c) Lack of voluntary helpers.
- (d) Unfavourable community response.
- (e) Any other reasons (please specify).

4. Are the Project Centres widely known in the surrounding villages ?

5. What is the nature and extent of services rendered to the surrounding villages covered by the Project Centres ?

6. What are the methods followed at the centres for conducting various types of programmes :—

(a) Has a regular syllabus been drawn up for each activity ? If so, a copy of each may be enclosed. If not, what is the procedure followed ?

(b) Have any audio-visual aids been used for the activities ?

7. What is the nature and extent of help extended by the Project Implementing Committee in formulating the programme conducted at the Project Centres.

E. Community Response and Co-ordination

1. How has the community responded to the establishment of the Project Centres ?

(a) What is the help in cash or kind extended by the community to the Welfare Extension Projects ?

(b) What is the nature of voluntary services being rendered by the community ? How and by whom are they organized ?

2. What are the methods adopted by the Project Implementing Committee for preparing Community for the Welfare Extension Project Scheme ?

3. Is there any co-ordination of work between the staff of the N.E.S. Blocks and Community Projects with the staff of the Welfare Extension Projects ? If yes, what is the nature of co-ordination and under what auspices is it being organized ? If not, what are the reasons responsible for the lack of it ?

ANNEXURE IX

FROM

SHRI B. B. VOHRA, I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department

TO

ALL THE BLOCK DEVELOPMENT OFFICERS IN THE STATE.

No. 967-BDO(CP)58/11267 Dated Chandigarh, the 8th April, 1958.

Subject.—Grant-in-aid for Local Development Works given by Bharat Sewak Samaj.

Memorandum

Bharat Sewak Samaj gives grant-in-aid for local Development Works. Such grant-in-aid is normally given in non-Block areas. However, subject to justification in each case, grant-in-aid can also be given in the block areas. You are, therefore, requested to avail of this facility where possible.

2. A copy of the detailed instructions on the subject is enclosed for your information and guidance.

3. Further information if any required, may be had direct from the Pradesh Head Quarters, Bharat Sewak Samaj, Chandigarh.

B. B. VOHRA,
Deputy Secretary, Development (P) I.

TELEGRAMS : "BHARATSEWA"

TELEPHON : 239

BHARAT SEVAK SAMAJ, PUNJAB PRADESH

PRADESH HEADQUARTERS :

CHANDIGARH, THE 6TH JANUARY, 1958.

Reference No. L. O. S. M./6/58.

1. All District Convenors, Bharat Sevak Samaj.
2. The Pradesh Organiser ;
3. The Camp Organiser.

*Subject .—*Local Development Works

In accordance with the decision taken by the Planning Commission, Government of India in connection with the Local Development Works programme, no Provision is likely to be available for Local Development Work for the year 1959-60 onwards. The programme relating to scheme sponsored by the Bharat Sevak Samaj has, therefore, to be phased in such a way that payment of grant beyond 1958-59 is not involved. No scheme in which payment of Central Grant is involved beyond 31st March, 1955 will be sent to the Planning Commission in future. It is, therefore, requested that if we have to take advantage of the Local Development Works Programme under which we get a subsidy of 50 per cent of the cost of the work from the Planning Commission Government of India, we must prepare all schemes within the next three months. It will not be much use of sending any scheme after 31st March, 1958, as these will stand the risk of the grant being refused.

The more common types of "felt needs" in rural areas accepted as entitled for Central Grant and subsidies are the following :—

- (1) Drinking watersupply schemes in villages ;
- (2) Permanent works for the improvement of rural sanitation ;
- (3) Permanent works for the improvement of agriculture ;
- (4) Village roads including small bridges and culverts ;
- (5) Construction or improvement of school and dispensary buildings ;
- (6) Construction of godowns for storage of goods ;
- (7) Children and Public Parks ;
- (8) Playgrounds and open-air theatres ;
- (9) Residential buildings for Doctors in the rural dispensary area or for school teachers in the basic school premises.

In short any scheme which will lead to permanent improvement in the country or benefit the community as a whole would be eligible. You are accordingly requested that every effort should be made to submit proposals in order to spread the benefit of this programme throughout the country and avoid concentration of direct grant works in particular districts or areas.

The following points are brought to your special notice in connection with the preparation of new schemes and may kindly be noted for careful compliance in future as it is necessary that any scheme which we receive must be complete in all its aspects to avoid delay in their sanction by the Planning Commission :—

- (a) The scheme should be one which fulfils the felt need of the Ilaqa. A certificate to this effect is necessary from the Deputy Commissioner of the district concerned under his court seal.
- (b) A plan and estimate should be got prepared by an Overseer in duplicate and got signed by the District Engineer or any other officer of the rank of an Assistant Engineer.
- (c) The attached copy of the *pro forma* should be properly filled and sent in triplicate;
- (d) A resolution, in duplicate, from the Village Panchayat, etc., accepting liability for further maintenance, should be sent in triplicate.
- (e) It should be stated whether the State Government has been approached for financial assistance under the District Development Works Programme.
- (f) In every case 50 per cent of the cost of the work should be collected by the villagers as matching contribution in the form of cash, material and labour and kind. The cost of unskilled labour in the case of building works is usually reckoned as ten per cent of the total estimated cost. Where the skilled labour is also available free of charge the total cost of labour involved should be got apportioned from the District Engineer.
- (g) Normally a scheme costing Rs. 20,000 only is accepted by the Planning Commission. If special reasons are advanced schemes upto Rs. 40,000 can be accepted but in that case the matching contribution to be collected by the villagers will be Rs. 30,000 as the maximum amount of grant which the Planning Commission will give cannot exceed Rs. 10,000.
- (h) The sponsors of the scheme should give a certificate in clear terms that the requisite matching contribution has been collected and will be forthcoming and that the work will not be abandoned later on for want of funds.
- (i) In case where State Government has given any grant from District Development Works Programme, a copy of letter sanctioning the grant should invariably accompany the scheme, attested by a responsible person.

- (j) All papers should be sent in duplicate.
- (k) The scheme should normally be such which is not covered by National Extension Service Block Community Project Area. In any case the fact whether it is so, must be stated when forwarding the scheme.
- (l) The intention is to extend the benefit of the Local Works Programme to as wide an area as possible. Each area or village should, therefore, have normally only one grant subject to a maximum of Rs. 10,000.
- (m) No grant is admissible for a work taken in hand or completed without the prior specific approval of the Planning Commission.
- (n) Each scheme should be sent under a separate forwarding letter.

In the case of school buildings the following additional information should always be furnished :—

- (1) Name of the school and whether it is Private/District Board/High School and in the case of private school whether it is a recognised one.
- (2) How many classes are there and number of students.
- (3) Is the school already functioning at present in any shape or form ; if so ; what is its strength and how it is run at present and what is its present accommodation.
- (4) Whether the Central Grant asked for is for a building for a new school, or for an extension to the existing school and in the latter case the number of students and size of the building.
- (5) Whether the scheme has been included in the State Government's Education Department's Programme or not.
- (6) Whether the area comes under the compulsory education scheme of the State Government.

The information regarding 5 and 6 may kindly be obtained from the Education Department of the State Government and sent in original.

Regarding the schemes already sanctioned it is stated that as soon as a scheme is approved by the Planning Commission, every effort should be made to complete as quickly as possible, the work approved so far including these in the previous year and still remaining incomplete so that the grants committed on them is paid well before the close of the financial year 1958-59.

Another point worthy of being brought to notice is the question of advance payments both initially and while the works are in progress in the case of sanctioned schemes requested

for such payments can be made to the State Government in terms of para 8 of the Planning Commission letter No. PC/PR/I/57, dated 15th May, 1957, which reads as under :—

“It has also been brought to the notice of the Planning Commission that there are delays in approval of works and now payments and advances on approved programme by the State Government. It is, therefore, requested that the procedure of approval of works may be simplified and requests for payments of advances both initially and while the works are in progress, considered favourably. Such advances may be recouped from the Centre by a specific inclusion in the quarterly statement of expenditure from that period”.

In case of any difficulties the Pradesh Convener should be approached for necessary assistance in the matter which will then be taken up by the Pradesh Office with the State Government on the basis of the above letter.

In conclusion it is again emphasized that as no payment of grant for Local Development Scheme will be possible after 31st March, 1958, every effort should be made to send the schemes duly completed in the light of the foregoing remarks as early as possible and in any case before 15th March, 1958. It is again emphasized that the District Convener should make all efforts to take the advantage of the facility offered by the Planning Commission, Government of India, to the rural area to a fuller extent.

Yours in-seva,
(Sd.) . . .
Honorary Secretary.

No. , dated 6th January, 1958

Copy forwarded to Shri R.S.C. Mittal, Ex-Speaker, Pepsu Vidhan Sabha, and Regional Conveners (Southern Region), B.S.S., Narnaul, Mohindergarh District, for information.

(Sd.) D. D. THAPAR,
Honorary Secretary.

**PRO FORMA TO ACCOMPANY LOCAL DEVELOPMENT WORKS SCHEMES,
SPONSORED BY BHARAT SEVAK SAMAJ**

1. Location ..
 - Village ..
 - Tehsil (or Taluka) ..
 - District ..
 - Pradesh ..
2. Population of village ..
3. Particulars of the Scheme ..
4. How will the scheme benefit the Community ?
5. Is the scheme located in a Community Project or National Extension Area. If so, full justification should be given.
6. Have any of the following been consulted in formulating the scheme—
 - (a) District Collector, or Deputy Commissioner,
 - (b) District Development Officer,
 - (c) Community Project or N.E.S. Officer.

Note.—A certificate to the effect that the scheme fulfils Community's felt need and is necessary should be obtained from (a) above and enclosed.

7. Has the scheme been submitted to any of the officers listed in item 6 for having it included in the District Development Works Programme ? If so, with what result ? ..
8. Total estimated cost ..
9. Local Contributions—
 - (1) State Government (cash), if any ..
 - (2) Local Body (cash), if any ..
 - (3) Public—
 - (a) Cash ..
 - (b) Material (approximate value) ..
 - (c) Voluntary labour (Approximate value)

Note.—In case of offer of financial assistance by State Government or Local Body, please attach copy of their letter making the offer.

10. Has the land for the scheme been bought or gifted ?

Note.—Value of land should not be included in the estimate for the Scheme.

11. Plans and estimates :—

- (1) Who has prepared plans and estimates ?
- (2) Have the plans and estimate been examined and signed by—
 - (a) A registered Architect.
 - (b) An Engineer of the State P.W.D.
 - (c) An Engineer of the District Board.

Note.—Plans and estimates duly signed to be attached in duplicate.

12. Who will supervise execution of the works ?

13. Who will maintain the works after completion

Note.—Please attach a copy of the undertaking in writing of the Agency that will maintain the works after completion.

14. What arrangements have been made to collect the local cash contributions and making them available for execution of the work

Note.—While forwarding proposals for local works grants relating to the construction of new schools or for additions to the existing schools, please also furnish the following information :—

- (a) Whether the scheme has been included in the State Government Education Department Programme or not ?
- (b) Whether the area comes under the Compulsory Primary Education Scheme of the State Government ?

The above information should be obtained from the Education Department and sent in original.

Signature—

Designation—

It has been decided by the Planning Commission that the certificate of the Collector accompanying the local works proposals received in this office from time to time should also contain information regarding (i) the number of local works sanctioned in the village under consideration, and (ii) the total amount of Central grant committed at that place under the Local Development Works Programme. In the case of school building the District Collector should also certify that the school is an institution recognised by the State Government, if not, the fact should be so stated. If the scheme is situated within the Community Project or N.E.S. Block, special justification should be given.

It is, therefore, requested that the information required may kindly be furnished in all proposals to be sent to this office in future by the Pradesh Convenors for submission to the Planning Commission.

ANNEXURE IX—A

Copy of letter No. 6640-TC, dated the 29th December, 1954, from the Deputy Director, Traffic, Railway Board, Government of India, Ministry of Railways, New Delhi to the General Secretary, Indian Railway Conference Association, New Delhi.

Subject.—Rail concession to Voluntary Workers in National Extension Service.

[^] The Railway Board have decided that with immediate effect, the persons taking part in voluntary work in National Extension Service be granted the same concession as is admissible to students under Serial No. 5 of Annexure to Rule No. 114 of I.R.C.A. Coaching Tariff (No. 16) on production of a certificate to the effect that the persons concerned are undertaking a journey to the National Extension Service for taking part in voluntary service or returning home after undertaking such service. The certificate should be issued by the Officer-in-Charge of the National Extension Service or when no specific officer has been placed incharge of a National Extension Service, Civil Officers of the area concerned not below the rank of District Magistrate, may issue certificates. The voluntary workers can travel individually and not necessarily in parties.

2. Necessary correction slip to the I.R.C.A. Coaching Tariff (No. 16) may be issued at an early date.

No. 6640-TC., New Delhi, dated the 29th December, 1954.

Copy forwarded to the Planning Commission (Community Projects Administration), New Delhi, for information.

D.R. SURI,

Deputy Director, Traffic,
Railway Board.

ANNEXURE IX—B

Copy of letter No. CPA/608/54-(Bud), dated the 2nd April, 1955, from the Under-Secretary to Government of India, Community Projects Administration, New Delhi, to the Deputy Secretary to the Government of Punjab, Development Department (C.P), Chandigarh.

Subject.—Exemption from income tax of voluntary contributions made in connection with the Community Project Programme.

Please refer to your letter No. 10177-CP-54/4342, dated the 8th October, 1954, on the above subject. The view taken by the Government of India is that the Government of a State is an institution, and a Welfare State like India, one of whose directive principles is the promotion of common benefit and welfare of the people, is a charitable institution. Further, as the voluntary cash contributions made by the people in connection with the Community Development and National Extension Service programme are directed towards a common cause, i.e., for general public utility, such contributions are considered as charitable for income-tax purposes. In this context, all the conditions laid down in section 15 B (2) of the Indian Income-tax Act 1922 (as amended) are satisfied. Such contributions or donations may, therefore, be considered as exempt from income-tax in the hands of the donor within the mandatory limit prescribed by section 15 B (1) of the Income Tax Act.

2. The question of exemption of such contributions under the Estate Duty Act, 1953, is under consideration and a separate communication on the subject will be sent later.

Copy of letter No. CPA/608/54-(Bud), dated the 17th May, 1955, from the Under-Secretary to the Government of India, Community Projects Administration, New Delhi, to the Development Commissioners of all State Governments, copy endorsed for information to the Ministry of Finance (Revenue Division).

Subject.—Exemption from income-tax of voluntary contributions made in connection, with the Community Project Programme.

Please refer to paragraph 2 of this Administration's letter of even number, dated the 2nd April, 1955, addressed to the Government of Punjab, on the above subject, a copy of which was endorsed to you.

2. The question of exemption under the Estate Duty Act, 1953, of the voluntary cash contributions made by the people in connection with the Community Development and National Extension Programme, has been examined and in the opinion of the Government of India such contributions should be deemed as gifts for public charitable purposes within the meaning of section 9 (i) of the Act, and would, therefore, be exempt from the Estate Duty, if made more than six months before the donor's death. Further, such gifts made within six months of the death of the donor would also be exempt from duty to the extent of Rs 2,500 under section 33(i) of the Act, but the amount would be taken into account for determining the rate of duty payable in respect of the estate.

3. It may also be stated in this connection that the question of exempting all gifts to a State or Central Government, even if made within the statutory periods irrespective of the quantum of such gifts, is under consideration, and a further communication will be sent after a decision has been reached in the matter.

ANNEXURE X
MINISTRY OF COMMUNITY DEVELOPMENT
Pro forma for Block Survey Report
COMMUNITY DEVELOPMENT AND N.E.S. BLOCKS

1. General—

- (i) Name of the State ..
- (ii) Name of the Block ..
- (iii) Type of Block (C.D. or N.E.S.) ..
- (iv) Year of allotment ..
- (v) Date of commencement of the survey ..
- (vi) Date of completion of the survey ..
- (vii) Location of Blocks : District ..
- Tehsil ..
- (Attach sketch map. scale 1 inch-4 miles)
- (viii) Block Headquarters ..
- (ix) Area of Block (sq. miles) ..
- (x) No. of villages in Block ..

(xi) Population as on 1st April for blocks allotted in October, and as on 1st October for Blocks allotted in April—

Age-group	Males (No.)	Females (No.)	Total (No.)
0—4	..		
5—14	..		
15—59	..		
60 and above	..		
(xii) No. of households in Block	..		
(xiii) Towns with population 5,000 and over—			
<i>Town</i>		<i>Population</i>	
(1)	..		
(2)	..		
(3)	..		

2. Occupational Distribution of Population—**I—Agriculturists :**

- (a) Cultivators of land wholly or mainly owned (owner cultivators) (No.) ..

(b) Cultivators of land wholly or mainly unowned (sub-tenant cultivators) (No.)	..
(c) Cultivating labourers (No.)	..
(i) Agricultural labourers with land (No.)	..
(ii) Agricultural labourers without land (No.)	..
(d) Non-cultivating owners of land and other agricultural rent receivers	..
Total [(a) + (b) + (c) + (d)]	..

II—Non-Agriculturists :

(a) Persons engaged in production other than cultivation (No.)	..
(i) Persons engaged in Arts Crafts and Industries (No.)	..
(ii) Persons engaged in other means of production (No.)	..
(b) Persons engaged in Commerce (No.)	..
(c) Persons engaged in Transport (No.)	..
(d) Persons engaged in services and other miscellaneous services (No.)	..
(i) Persons engaged in professions and services (No.)	..
(ii) Beggars and vagrants (No.)	..
(iii) Others (including non-gainful occupations) (No.)	..
Total [(a)+(b)+(c)+(d)]	..

III—Employment in age-group 15 to 59 years—

(a) No. of unemployed	..
(b) Unemployed as per cent of total population age 15 to 59 (percentage)	..

3. *Arts, Crafts and Cottage Industry for item 2-II a(i) above.—Please furnish following further information :—*

<i>Type of industry</i>	<i>No. of persons engaged in</i>
1. Handloom, weaving and spinning (No.)	..
2. Ambar Charkha spinning (No.)	..
3. Oil pressing	..
4. Blacksmithy	..
5. Pottery	..
6. Mat-making	..

7. Toy-making ..
8. Other cottage industries (specify) ..
9. Small-scale industries (like small workshops, commercial schemes, etc.) (No.)
4. *Soil and land utilisation—*
- (a) Nature of soils—
- (i) Alluvial soil ..
- (ii) Black soil ..
- (iii) Red soil ..
- (iv) Laterite and lateritic soil ..
- (v) Desert and acid soil ..
- (vi) Mountain and hill soil ..
- (vii) Terai soil ..
- (viii) Peaty and other organic matter soil
- (b) Land utilisation—
- Area in acres
- (i) Forests ..
- (ii) Land put to non-agricultural uses ..
- (iii) Barren and unculturable land ..
- (iv) Permanent pastures and grazing land
- (v) Miscellaneous tree crops and groves not included in net area sown ..
- (vi) Culturable waste ..
- (vii) Fallow lands other than current fallows
- (viii) Current fallows ..
- (ix) Net area sown ..
5. *Rainfall and irrigation—*
- A—Rainfall (as at the nearest rain gauge station)—
- (i) Annual (inches) ..
- (ii) Seasonal, i.e., during crop season (inches)
- B—Irrigation (figures should relate to the preceding agricultural year)—
- (i) Wells (No.) ..
- (ii) Tube-wells (No.) ..
- (iii) Tanks (No.) ..

(iv) Canals (miles) ..

(v) Other sources (specify) ..

Area irrigated (acres)

Kharif	Rabi	Total	Net area irrigated	Area irrigated more than once

6. (a) *Agricultural crops, seasons and trade—*

Name of crops	AREA UNDER CROPS (ACRES)		SEASON OF						Please indicate whether it is an important export crop
	Irrigated	Un-irrigated	Sowing		Harvesting		Marketing		
			Com-mencing week	End-ing week	Com-mencing week	End-ing week	Com-mencing week	End-ing week	
1	2	3	4	5	6	7	8	9	1
Rice ..									
Wheat ..									
Gram ..									
Cotton ..									
Oilseeds ..									
Green fodder ..									
Fruits ..									
Vegetables ..									

Commodities	WHOLESALE MARKETS		FREQUENCIES	
	Regulated	Unregulated	Regulated markets	Unregulated markets
1	2	3	4	5
Rice ..				
Wheat ..				
Gram ..				
Cotton ..				
Oilseeds ..				
Green fodder ..				
Fruits ..				
Vegetables ..				

7. (a) *Agricultural Practices during the proceeding agricultural year :—*

	QUANTITY DISTRIBUTED THROUGH INSTITUTIONAL SOURCES			Crops for which used	Area covered (acres)
	Government	Co-operatives Societies	Other institutions		
0	1	2	3	4	5
(1) Chemical fertilizers distributed (mds.) ..					
(i) Ammonium sulphate (mds.) ..					
(ii) Superphosphates (mds.) ..					
(2) Improved seeds distributed (mds.) ..					
(3) Chemical pesticides distributed (mds.) ..					
(4) Agricultural implements distributed (mds.)					
(i) Ploughs (No.) ..					
(a) Wooden (No.) ..					
(b) Iron (No.) ..					
(ii) Carts (No.) ..					
(iii) Sugarcane crushers (No.) ..					
(a) Worked by Power (No.) ..					
(b) Worked by bullocks (No.) ..					
(iv) Oil engines with pumps for irrigation purposes (No.) ..					
(v) Electric pumps for irrigation purposes (No.)					
(vi) Tractors (No.) ..					
7. (b) (1) Area under Japanese method of cultivation (acres) ..					
(2) Area under green-manuring (acres)					
(3) No. of seed multipurpose farms (No.)					
8. <i>Livestock and Veterinary Services—</i>					
(1) Cattle—					
(A) Males over 3 years—					
(i) Breeding bulls (No.) ..					
(ii) Working bullocks (No.) ..					
(iii) Others (No.) ..					
Total (i) to (iii) No. ..					

	QUANTITY DISTRIBUTED THROUGH INSTITUTIONAL SOURCES			Crops for which used	Area covered (acres)
	Government	Co-operative Societies	Other institutions		
0	1	2	3	4	5
(B) Females over 3 years—					
(i) Breeding cows—					
(a) in milk (No.) ..					
(b) dry and not calved (No.) ..					
(ii) Working (No.) ..					
(iii) Others (No.) ..					
Total (i) to (iii) (No.) ..					
(C) Youngstock (No.) ..					
Total Cattle (A)+(B)+(C) (No.) ..					
(2) Buffaloes—					
(A) Males over 3 years—					
(i) Breeding buffaloes (No.) ..					
(ii) Working buffaloes (No.) ..					
(iii) Others (No.) ..					
Total (No.) ..					
(B) Females over 3 years—					
(i) Breeding (No.) ..					
(a) in milk (No.) ..					
(b) dry and not calved (No.) ..					
(ii) Working (No.) ..					
(iii) Others (No.) ..					
Total (No.) ..					
(C) Youngstock (No.) ..					
Total Buffaloes (Nos.) ..					
(3) Sheep (No.) ..					
(4) Goats (No.) ..					
(5) Horses and Ponies (No.) ..					
(6) Other Livestock (No.) ..					
(7) Total Livestock [Total (1) to (6)] (No.) ..					

	QUANTITY DISTRIBUTED THROUGH INSTITUTIONAL SOURCES			Crops for which used	Area covered (acres)
	Government	Co-operative Societies	Other institution		
	1	2	3		
(8) Poultry (No.) ..					
(9) Veterinary and Animal Husbandry Services—					
(a) No. of veterinary dispensaries ..					
(b) No. of key villages—					
(i) A. I. Centres (No.) ..					
(ii) Breeding centres for cattle (No.) ..					
Sheep and goat ..					
Poultry (No.) ..					
Pigs (No.) ..					
(10) Pattern of land holdings (as in preceding agricultural year)—					

	Size of holdings (acres)	No. of cultivators operating	Area covered (acres)
Up to 1 acre—			
Exceeding 1 acre but not exceeding 2.5 acres ..			
Exceeding 2.5 acres but not exceeding 5 acres ..			
Exceeding 5 acres but not exceeding 7.5 acres ..			
Exceeding 7.5 acres but not exceeding 10 acres ..			
Exceeding 10 acres but not exceeding 20 acres ..			
Exceeding 20 acres but not exceeding 50 acres ..			
Above 50 acres ..			
10. Communications—			
(i) Mileage of pucca roads ..			
(ii) Mileage of semi-pucca roads ..			
(iii) Mileage of kacha roads ..			
(iv) Mileage of perennial inland water communications ..			
(v) No. of railway stations (mention line also) ..			

- (vi) Availability of bus service—
- (a) number of routes ..
 - (b) number of buses available on each route ..
- (vii) Distance of Block Headquarters—
- (a) from nearest Railway Station (miles) ..
 - (b) from nearest bus station (miles) ..
 - (c) from pucca roads (miles) ..
 - (d) from kacha roads (miles) ..
- (viii) Number of Post Offices ..
- (ix) Number of Telegraph Offices ..

Type of schools	No. of schools	No. of students
11. Literacy and Education—		
(a)—		
(i) Primary schools—		
(a) Ordinary ..		
(b) Junior Basic ..		
(ii) Secondary schools—		
(a) Middle Ordinary ..		
(b) Senior Basic ..		
(iii) High/Higher Secondary—		
(a) Ordinary High ..		
(b) Post-Basic ..		
(iv) Other types of schools (specify)		
(a) ..		
(b) ..		
(c) ..		

- (b) (i) No. of literates of age 15 and above in the block ..
- (ii) No. of adult literacy centres functioning ..
- (iii) No. of reading-rooms/libraries in the block ..
- (iv) No. of community centres such as recreation centres, panchayat ghars, etc., in the block ..
12. *Health and Sanitation*—
- (i) No. of hospitals/dispensaries ..
- (ii) No. of beds provided for indoor patients ..
- (iii) No. of registered medical practitioners ..
- (a) Allopathic (No.) ..
- (b) Homœopathic (No.) ..
- (c) Ayurvedic (No.) ..
- (d) Unani (No.) ..
- (iv) No. of registered nurses ..
- (v) No. of registered midwives ..
- (vi) No. of child welfare and maternity centres ..
- (vii) No. of family planning clinic centres functioning ..
- (viii) Drinking-water facilities—
- (a) Number of wells—
- (1) Masonry (No.) ..
- (2) Tube-wells (No.) ..
- (3) Artesian (No.) ..
- (b) No. of tanks ..
- (c) No. of hydrants ..
- (d) No. of handpumps ..
- (e) No. of villages where—
- (1) Drinking-water supply is sufficient (No.) ..
- (2) Drinking-water supply is insufficient (No.) ..
- (ix) Drainage—
- (a) Number of villages in which the drainage system is—
- (1) good ..
- (2) fair ..
- (3) bad ..
- (4) very bad ..
-

- (x) Location of latrines—
- (a) Inside the dwelling unit (No.) ..
- (b) Outside the dwelling unit (No.) ..
- (xi) Number of smokeless chullahs ..
- (xii) Number of villages electrified ..
13. *Housing*—
- (a) Type of houses— *No.*
- (i) Pucca ..
- (ii) Semi-Pucca ..
- (iii) Wood ..
- (iv) Mud ..
- (b) Model villages (No.) ..
14. *Co-operative Societies*—
- (a)—

Type of Society	No. of Societies	No. of Members	Amount of share capital raised	Amount of loans advanced to members	Actual value of business turnover during the previous year
			Rs	Rs	Rs
1. Credit Societies ..					
2. Multipurpose Co-operative Societies ..					
3. Industrial Co-operatives ..					
4. Farming ..					
5. Others ..					
Total ..					

(b) Godowns constructed by Co-operative Societies (No.)

15. *Local Bodies (information should relate to the previous year)*—

Types of local bodies	Number	Number of villages covered
(i) Panchayats and other statutory bodies—		
(a) Judicial cases instituted ..		
(b) Judicial cases disposed of ..		
(c) Judicial cases pending ..		
(ii) Non-statutory bodies—		
(a) Village councils ..		
(b) Vikash mandals ..		
(c) Others (specify) ..		
16. <i>Mention any special features of the block, for instance, whether the block has been subjected to nature's vagaries like cyclones, floods, epidemic, etc., during recent years and, if so, the cause and the extent of the damage.</i>		

MINISTRY OF COMMUNITY DEVELOPMENT

Pro forma for Block Survey Report Standard—Definitions and Concepts

<i>Item No.</i>	<i>Terminology used</i>	<i>Definition</i>
i(x)	.. Village	.. By Village is meant a Census (1951) village.
1. (xii)	.. Household	.. A household is a group of persons who live normally together and have their meals normally from a common kitchen, irrespective of their length of stay in the house-hold preceding the data of enquiry. Normal resident members will exclude guests but include temporary absentees
2. I(a)	.. Cultivators of land wholly or mainly owned (owner cultivators)	They are all owner cultivators because they have the right to remain in possession of the land cultivated by them (occupancy right), use it for cultivation and bequeath it to their heirs for a like purpose. They will include the "occupancy tenants" of Uttar Pradesh as also the rayots of the rayotwari village of Bombay and Madras, and the rayots of the permanently settled Zamindaries of Bihar.
2. I(b)	.. Cultivators of land wholly or mainly unowned	They are cultivators of land, who hold the land, they cultivate for a strictly limited period and are not owners thereof in the sense explained under 2.I(a) ; they are "sub-tenant cultivators".
2. I(c)	.. Agricultural	.. An agricultural labourer is an employee of the cultivator, and his duty merely is to perform physical labour in the manner required by the cultivator. For this he gets agricultural land but his principal means of livelihood, is derived from agricultural wages.
2. I(d)	.. Non-cultivating owners of land and other agricultural rent receivers	A person who receives rent in cash or kind in respect of a land which is cultivated by another person.
2. II(a)(ii)	Persons engaged in Production other than cultivation and excluding arts, crafts and industries	Includes occupations such as mining and quarrying, processing and manufacture of chemicals, etc.

2. II(b) .. Persons engaged in Commerce Includes the following—
- (1) Retail trade in foodstuffs (including beverages and narcotics).
 - (2) Retail trade in fuel (including petrol).
 - (3) Retail trade in textile and leather goods.
 - (4) Wholesale trade in food stuffs.
 - (5) Wholesale trade in commodities other than food-stuffs.
 - (6) Real Estate (House and Stage agents and rent collector except agricultural land).
 - (7) Insurance.
 - (8) Money-lending, banking and other financial business.
2. II(c) .. Persons engaged in Transport Includes the following—
- (1) Transport by road, by water, by air, and by railway.
 - (2) Storage and warehousing.
 - (3) Postal services, telegraph services, telephone services and wireless services.
2. ii(d)(i).. Persons engaged in Professions and Services
- (A) Health, Education and Public Administration*
- (1) Medical and other Health Services.
 - (2) Educational Services and Research.
 - (3) Army, Navy and Air Force.
 - (4) Police (other than village watchman).
 - (5) Village Officers and servants including Village Watchman.
 - (6) Employees of Municipalities and Local Boards.
 - (7) Employees of State Governments.
 - (8) Employees of Union Governments.
 - (9) Employees of Non-India Governments.
- (B) Construction and Utilities*
- (1) Construction and maintenance of work—otherwise unclassified.
 - (2) Construction and maintenance—Buildings.
 - (3) Construction and maintenance of Roads, Bridges and other Transport Works.
 - (4) Construction and maintenance—Telegraph and Telephone Lines.
 - (5) Construction and maintenance operations—Irrigation and other Agricultural Works.

<i>Item No. . . Terminology used</i>	<i>Definition</i>
	(6) Works and Services—Electric-power and Gas supply.
	(7) Works and Services—Domestic and Industrial water-supply.
	(8) Sanitary works and services—including scavengers.
2. II(d)(iii).. Others (including non-gainful occupations)	Includes the following— <ul style="list-style-type: none"> (1) Services otherwise unclassified. (2) Domestic services. (3) Barbers and beauty shops. (4) Laundries and Laundry Services. (5) Hotels, Restaurants and Eating Houses. (6) Recreation Services. (7) Legal and business services. (8) Arts, letters and journalism. (9) Religious, charitable and welfare services.
2. III .. Employed	.. Employed are persons who are working for pay or profit on any day in the reference period. A person is employed if he has a job, although temporarily without work during the reference period due to illness, vacation, industrial dispute or being laidoff temporarily. Also a person would be considered to be employed if he was expecting to take up a new job which he has been offered, or was expecting to start a business.
2. III .. Unemployed	.. A person is unemployed if— <ul style="list-style-type: none"> (i) he was without a job during the whole reference period, (ii) he was seeking one, (iii) he was in a position to accept a job if offered one. (iv) he did not work because of his temporary illness, and believed that no work was available or did not expect to return to a job from which he had been indefinitely laid off.
4. (a)(i) .. Alluvial soil	.. (a) <i>Characteristics.</i> —Deficient in phosphoric acid, nitrogen and humus ; sufficiently of lime and potash. Noted for quick renewal of nitrogen : Responsive to manuring and irrigation.

<i>Item No.</i>	<i>Terminology used</i>	<i>Definition</i>
		(b) <i>Areas of occurrence.</i> —Most of Punjab, Pepsu, U.P., Bihar and West Bengal ; Parts of Assam and Orissa ; Deltaic areas of South India.
4. (a)(ii) ..	Black soil ..	(a) <i>Characteristics.</i> —Contain a large quantity of calcium and Magnesium Carbonates : Rather deficient in nitrogen, organic matter and phosphorous : Clayey to loamy in character : Cracks heavily in summer. (b) <i>Area of occurrence.</i> —Most of Bombay ; Great part of Deccan, Malwa plateau and Madhya Pradesh ; Parts of Hyderabad, Andhra, Madras and Parts of Vindhya Pradesh, Orissa.
4. (a)(iii)	Red Soil ..	(a) <i>Characteristics.</i> —Generally deficient in Nitrogen, Phosphoric Acid, humus and lime. (b) <i>Area of occurrence.</i> —Particularly in all districts of Andhra, Madras, Orissa, Mysore, South-East Bombay, East of Hyderabad State and a tract running along the Eastern part of Madhya Pradesh to Chota Nagpur. In the North up to Santhal Parganas in Bihar, Jhansi in U.P., Bengal Khand, Vindhya Pradesh, the Aravellies and the Eastern half of Rajasthan.
4. (a)(iv)	Laterite and Lateritic soil	(a) <i>Characteristics.</i> —Deficient in Potash, Phosphoric Acid and Lime. (b) <i>Area of occurrence.</i> —Summits of Hills of Deccan, Central India, Madhya Pradesh, Raj Mahal and Eastern Ghats ; Certain parts of Orissa, Bombay, Malabar, Madras, Andhra, Assam and certain parts of Vindhya Pradesh.
4. (a)(v)	Desert and arid soil	(a) <i>Characteristics.</i> —Mostly sands, often with high soluble salt contents : Low organic matter content. (b) <i>Area of occurrence.</i> —Rajasthan, Southern Punjab Mahendragarh district of Pepsu and parts of Vindhya Pradesh.
4. (a)(vi)	Mountain and hill soil	<i>Area of occurrence.</i> —Hilly parts in the North and especially Darjeeling (W.B.), Almora and Garhwal (U.P.,) district, Orissa parts of Madras, Andhra and Kandaghat district of Pepsu.

<i>Item No.</i>	<i>Terminology used</i>	<i>Definition</i>
4. (a)(vii)	Terai Soil ..	<i>Area of occurrence.</i> —A narrow strip in U.P. between plains and hills.
4. (a)(viii)	Peaty and other organic matter soil	<i>Area of occurrence.</i> —Part of Travancore Cochin.
4. (b)(i) ..	Forests ..	These include all actually forested area on the lands classed or administered as forests under any legal enactment dealing with forests whether state-owned or private. If a position of such land is not actually weeded but put to some agricultural use, that portion shall be included under the appropriate heading of cultivated or uncultivated land.
4. (b)(ii) ..	Land put to non-agricultural uses	This stands for all lands occupied by buildings, roads and railways or under water, e.g., rivers and canals and other lands put to uses other than agricultural.
4. (b)(iii) ..	Barren and uncultivable land	This covers all barren and unculturable lands like mountains, deserts, etc. Land which cannot be brought under cultivation unless at a high cost shall be classed as unculturable, whether such land is in isolated blocks or within cultivated holdings.
4. (b)(iv)	Permanent pastures and other grazing land	These cover all grazing lands, whether they are permanent pastures and meadows or not. Village common and grazing lands within forest areas shall be included under this head.
4. (b)(v) ..	Miscellaneous tree crops and groves not included in the net area sown	Under this class is included all cultivable land which is not included under "net area sown" but is put to some agricultural use. Lands under cashniba trees, thatching grasses, bamboo bushes and other groves for fuel, etc., which are not included under orchards shall be classed under this category.
4. (b)(vi)	Cultivable waste ..	These include lands available for cultivation whether not taken up for cultivation or abandoned after a few years for one reason or the other. Such lands may be either fallow or covered with shrubs and jungles which are not put to any use. They may be assessed or unassessed and may lie in isolated blocks or within cultivated holdings. Land once cultivated but not cultivated for five years in succession shall also be included in this category.

<i>Item No.</i>	<i>Terminology used</i>	<i>Definition</i>
4. (b)(vii)	Fallow lands other than current fallows	This implies all lands which were taken up for cultivation but are temporarily out of cultivation for a period of not less than one year and not more than five years. The reasons for keeping such lands fallow may be one of the following : (1) Poverty of cultivators, (2) inadequate supply of water (3) material climate, (4) silting of canals and rivers, and (5) unremunerative nature of farming.
4. (b)(viii)	Current fallows	.. This class comprises cropped area which are kept during the current year. For example, if any seeding area is not cropped again in the same year it may be treated as current fallow.
4. (b)(ix)	Net area sown	.. This consists of net area sown with crops and orchards
5. (ii)	.. Crop season	.. Season during which the main crop(s) in the block is (are) raised.
6. (b)	.. Regulated market	A regulated market is one where Agricultural Produce Marketing Act or an Act of a similar nature is in force. Markets governed by by-laws of municipalities etc. do not come under regulated markets.
8. (1)(A)(i)	Breeding bulls	.. All male cattle over three years kept or used for breeding purposes.
8. (1)(A)(ii)	Working bullocks	All bullocks and uncastrated males over three years kept for work only.
8. (1)(B)(i)	Breeding cows	.. Cows over three years kept for breeding or milk production.
8. (1)(C)	Young stock	.. Cattle 3 years and under.
8. (2)(A)(i)	Breeding buffaloes	All males over 3 years kept or used for breeding purposes.
8. (2)(A)(ii)	Working buffaloes	All castrated or uncastrated male buffaloes over 3 years kept for work only.
8. (2)(B)(i)	Breeding female buffaloes	Female buffaloes over 3 years kept for breeding or milk production.
8. (2)(C)	Young stock	.. Buffaloes 3 years and under.
8. (6)	.. Other livestock	.. Donkeys, camels.

8. (8) .. Poultry .. Include Fowls such as hens, Cocks, Chicken, Ducks such as ducks, drakes, ducklings, etc.
9. .. Land holding .. The entire agricultural land held by a person as owner in a state, constitutes a single holding. In case of joint holdings, the share of each co-sharer may be treated as a separate holding.
10. (i) .. Pucca road .. Road with W. B. metalled crust over soiling layer necessary. (A pucca road may be surfaced with tar or Bitumen if traffic conditions demand.)
10. (ii) .. Semi-pucca road .. Kacha road overlaid with strengthening layer of gravel, brick-pavement, etc. Thickness of the layer about 4" to 6".
10. (iii) Kacha road .. Road made up with natural soil lightly stabilized, if necessary.
11. (b)(i) Literacy .. The test for literacy is ability to read and write any simple letter either in print or in manuscript in any language.
12. (ix) .. Drainage system ..
- (1) Good : No inconvenience due to water-logging to be taken as good.
 - (2) Fair : If 25 per cent of the area in a village is water-logged to be.
 - (3) Bad : If area between 26 per cent and 50 per cent is water-logged.
 - (4) Very bad : If more than 50 per cent of the area is water-logged.
- Model village .. Where all houses are model houses. *Model Houses* : Model house may be defined as an economically well-planned habitable house with proper orientation and cross ventilation, with an independent kitchen having a smokeless chulla, and adequate storage space. There should be a bath or bathing platform, and a sanitary latrine. There should also be adequate enclosed space in the front and rear to serve as courtyards.

MINISTRY OF COMMUNITY DEVELOPMENT

Proforma for Block Survey Report—Source of Information

<i>Item</i>	<i>Source</i>
1. (i) to (ix)	.. State Development Commissioner's Office or Block Headquarters.
1. (x) to (xiii)	.. District Census Handbooks for 1951 figures and <i>ad hoc</i> survey for current figures.
2. to 3.	.. District Census Handbooks for 1951 figures and <i>ad hoc</i> survey for the current figures.
4.	.. Season and Crop Report of the States prepared at the instances of Ministry of Food and Agriculture, Census of land holding.
5-A.	.. Nearest Rain Gauge Station ; Village records.
6. (a), (b) and (c)	Village records. Village records. <i>Ad hoc</i> enquiries. State Season and Crop Reports. Indian Crop Calender compiled by the Ministry of Food and Agriculture (latest edition).
7.	.. Co-operative Societies and Government stores. Data on agricultural implements to be collected from 8th Livestock Census.
8.	.. 8th Livestock Census Report.
9.	.. Report of Census of Holdings in each State.
10.	.. District Board Records—Local enquiry.
11. (a)	.. District Board ; Private Institutions ; Records of the District Inspector of Schools ; 1951 Census ; <i>Ad hoc</i> enquiry.
11. (b)	.. <i>Ad hoc</i> survey.
12. (i) to (vii)	.. District Board; District Medical Officer of Health ; Private Institutions.
12. (viii) to (xii)	.. <i>Ad hoc</i> survey, local enquiry.
13.	.. <i>Ad hoc</i> survey.
14.	.. Registrar of the Co-operative Societies.
15.	Local Panchayat Offices and Collector's Office.
16.	.. Local enquiry.

ANNEXURE XI

FROM

SHRI R. S. RANDHAWA, I.A.S.,
 Planning and Development Commissioner and Secretary to Government, Punjab,
 Development Department, (C. P.).

To

THE DEPUTY COMMISSIONERS,

(1) HOSHIARPUR, (2) HISSAR, (3) GURGAON, (4) LUDHIANA, (5) KARNAL,
 (6) PATIALA, AND (7) BHATINDA.

Memorandum No. CRO-58/12976, dated Chandigarh, the 28th April, 1958.

Subject. —Conducting of survey in the villages of a Block.

You have been already intimated that the following seven Blocks have started with effect from 1st April, 1958 :—

- (1) Dasuya,
- (2) Fatehabad,
- (3) Sohana,
- (4) Machhiwara,
- (5) Pundri,
- (6) Samana,
- (7) Phul West.

The Block Development Officers have been posted in these blocks and the remaining staff is also being appointed. It is necessary that a comprehensive survey of each block is conducted in the first 2 or 3 months. In order to collect the basic data the co-operation of the Patwaris is essential. Most of the information would be available from the Lal Kitabs. Our experience is that if the work in a Block proceeds from the very beginning on a systematic basis with the assistance of all concerned the Block succeeds. You are, therefore, requested to kindly issue suitable instructions to all Tahsildars, Naib-Tahsildars, Kanungos and Patwaris to afford full co-operation to the Block Development Officers, in the survey work so that no time is wasted in the collection of data.

Please acknowledge receipt.

R. S. RANDHAWA,
 Planning and Development Commissioner, Punjab.

No. CRO-58/12977, dated the 28th April, 1958.

A copy is forwarded to the Block Development Officers, Dasuya, Fatehabad, Sohana, Machhiwara, Pundri, Samana and Phul West, for information. As impressed on you in my talk on 24th April, 1958, at Chandigarh, it is absolutely necessary that all the villages are visited by you personally during the survey. During these visits you should explain the importance of the self-help by personal contacts with the village leaders and through them to the village people. It will be worthwhile to give a few cinema shows in the night to enthuse the people. During the survey you should make it a point to visit the villages on cycle.

Please acknowledge receipt.

BALDEV KAPUR,

**ADMINISTRATIVE INTELLIGENCE OFFICER,
for Planning and Development Commissioner.
Punjab**

No. CRO-58/12978, dated the 28th April, 1958.

A copy is forwarded to the A. D. Y. L. for information. He should make arrangements for the supply of cinema units to these Blocks.

BALDEV KAPUR,

**ADMINISTRATIVE INTELLIGENCE OFFICER,
for Planning and Development Commissioner.**

FROM

SHRI R. S. RANDHAWA, I.A.S.,

Planning and Development Commissioner, Punjab.

To

- (1) THE DIRECTOR OF AGRICULTURE, PUNJAB, CHANDIGARH.
- (2) THE REGISTRAR, CO-OPERATIVE SOCIETIES, PUNJAB, JULLUNDUR.
- (3) THE DIRECTOR OF ANIMAL HUSBANDRY, PUNJAB, SIMLA.
- (4) THE DIRECTOR, PUBLIC INSTRUCTION, PUNJAB, CHANDIGARH.
- (5) THE DIRECTOR, HEALTH SERVICES, PUNJAB, CHANDIGARH.
- (6) THE DIRECTOR OF INDUSTRIES, PUNJAB, CHANDIGARH.

Memorandum No. CRO-58/12974, dated Chandigarh, the 28th April, 1958.

Subject:—Conducting of survey in the villages of a Block.

You are aware that the following seven Blocks have been started with effect from 1st April, 1958 :—

- (1) Dasuya, District Hoshiarpur ;
- (2) Fatehabad, District Hissar ;
- (3) Sohana, District Gurgaon ;
- (4) Machhiwara, District Ludhiana ;
- (5) Pundri, District Karnal ;
- (6) Samana, District Patiala ;
- (7) Phul West, District Bhatinda.

It is necessary that a complete and comprehensive survey of these areas in matters pertaining to Agriculture, Animal Husbandry, Village Industries, Health, Co-operation, Education. etc. is conducted and on the basis of this comprehensive data the village Development plan prepared. In accordance with the instructions laid down in the Chief Secretary's policy letter, dated the 9th September, 1954, it is the responsibility of the technical Departments to provide technical guidance, frame the Block programme and to see to its implementation. Survey is the first step in this direction. It is, therefore, of great importance that the survey which is to form the basis of the Block plan should be carried out properly and in a systematic manner under the direct supervision of the technical Departments concerned. You are, therefore, requested to kindly issue suitable instructions to your district Officers under advice to Development Department that they should take personal interest in the conducting of the survey and should

fully associate themselves and their subordinate staff in the Block areas with this process. In practice the district Officers will have to broadly play the following role :—

- (1) To help the B. D. O. to carry out the survey and to see that this is done by the B. D. O. in a proper manner.
- (2) After survey has been done it will be the function of the District Level Officer of Agriculture, Animal Husbandry, Education, Health, Industries Departments, etc., to sit with the B. D. O.s, to finalise the report for the Block relating to their own Department. This final report should contain the Basic data, and an analysis of the problems in the Block pertaining to the particular field of activity. A copy of this report should remain with the B. D. O. and the District Level Officer concerned ;
- (3) On the basis of this survey, the village development Plan should be prepared under direct guidance and instructions of the District Officer concerned. A copy of the village plan should remain with the Gram Sewak, Village Panchayat and in the B. D. O.'s Office for reference by the Extension Officers ;
- (4) On the basis of the survey the Block programme will be prepared with the help of the District Officer concerned.

Please acknowledge receipt.

BALDEV KAPUR,
ADMINISTRATIVE INTELLIGENCE OFFICER,
for Planning and Development Commissioner.

No. CRO-58/12975, dated the 28th April, 1958.

Copy to Deputy Commissioners and Block Development Officers concerned.

BALDEV KAPUR,
ADMINISTRATIVE INTELLIGENCE OFFICER,
for Planning and Development Commissioner.

ANNEXURE XII
GOVERNMENT OF INDIA
MINISTRY OF COMMUNITY DEVELOPMENT BLOCK SURVEY
REPORT

(1) *General particulars*

1. State 2. District 3. Tehsil(s) 4. Block 5. Category of block 6. Month and year of allotment	7. Block headquarters 8. Number of villages 9. Area of the block (00 acres) 10. Population of the block (1951 Census) 11. Month and year of filling up this schedule
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(2) *Towns with population of 5,000 and over*

(3) *Agedistribution (estimated)*

Sl. No.	Name of Town	Population (1951 Census)	Sl. No.	Age group	Males	Females	Total
(1)	(2)	(3)	(1)	(2)	(3)	(4)	(5)
			1	0-4			
			2	5-14			
			3	15-59			
			4	60 and above			
			5	Total			

(4) *Means of livelihood distribution [rural population (1951 Census)]*

Serial No.	Means of livelihood	Number of persons
(1)	(2)	(3)
1	Cultivators of land wholly or mainly owned	..
2	Cultivators of land wholly or mainly unowned	..
3	Cultivating Labourers	..
4	Non-cultivating owners of land and other agricultural rent receivers	..
5	Sub-total (Agricultural)	..
6	Production other than cultivation	..
7	Commerce	..
8	Transport	..
9	Miscellaneous	..
10	Sub-total (Non-Agricultural)	..
11	Total (5)-(10)	..

(5) Land utilisation (in acres)

Serial No.	Type of utilisation	Year	Year	YEAR
(1)	(2)	(3)	(4)	(5)
1	Net area sown			
2	Area sown more than once	..		
3	Sub-total(1)-(2)	..		
4	Current fallows	..		
5	Old fallows	..		
6	Culturable waste	..		
7	Land put to non-agricultural uses	..		
8	Barren and unculturable land	..		
9	Permanent pastures and grazing land	..		
10	Forest	..		
11	Miscellaneous tree crops and groves not included in (1)	..		
12	Total (1)—(4) to (11)	..		

(6) Area under crops (in acres)

Serial No.	Name of crop	Year		YEAR		YEAR	
		Total	Irrigated	Total	Irrigated	Total	Irrigated
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1	Rice (autumn)	..					
2	Rice (winter)	..					
3	Rice (summer)	..					
4	Jowar (Kharif)	..					
5	Jowar (Rabi)	..					
6	Bajra	..					
7	Maize	..					
8	Ragi	..					
9	Wheat	..					

(6) Area under crops (in acres)—concl'd

Serial No.	Name of crop	YEAR		YEAR		YEAR	
		Total	Irrigated	Total	Irrigated	Total	Irrigated
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
10	Barley ..						
11	Other Cereals ..						
12	Total Cereals ..						
13	Gram ..						
14	Tur (Arhar) ..						
15	Other Pulses ..						
16	Total Pulses ..						
17	Total Foodgrains ..						
18	Vegetables ..						
19	Fruits ..						
20	Other Food Crops ..						
21	Sub-total (Food Crops) ..						
22	Cotton ..						
23	Jute ..						
24	Other Fibres ..						
25	Sub-total (Fibres) ..						
26	Groundnut ..						
27	Castor ..						
28	Sesamum (Til) ..						
29	Linseed ..						
30	Rape and Mustard ..						
31	Other Oilseeds ..						
32	Sub-total (Oilseeds) ..						
33	Sugarcane ..						
34	Tobacco ..						
35	Other Non-Food Crops ..						
36	Total (Non-Food Crops) : (25) + (32)+(35)						
37	Total (All Crops) : (21)+(36)						

(7.1) Livestock : Cattle

(7.2) Livestock : Buffaloes

Serial No.	Description	Number	Serial No.	Description	Number
(1)	(2)	(3)	(1)	(2)	(3)
1	Breeding Bulls over 3 years ..		1	He-buffaloes over 3 years : breeding	
2	Working bullocks over 3 years ..		2	He-buffaloes over 3 years : working	
3	Other Bulls over 3 years ..		3	He-buffaloes over 3 years : others	
4	Sub-total (males over 3 years) ..		4	Sub-total (Males over 3 years)	
5	Cows over 3 years : breeding in milk		5	She-buffaloes over 3 years : breeding in milk	
6	Cows over 3 years : breeding dry		6	She-buffaloes over 3 years : breeding dry	
7	Cows over 3 years : working ..		7	She-buffaloes over 3 years : working	
8	Cows over 3 years : others ..		8	She-buffaloes over 3 years : others	
9	Sub-total (Females over 3 years)		9	Sub-total (Females over 3 years)	
10	Young Stock ..		10	Young Stock ..	
11	Total Cattle : (4)+(9)+(10) ..		11	Total Buffaloes : (4)+(9)+(10)	

(7.3) Other livestock and Poultry

- | | |
|----------------------|-------------------------------|
| 1. Sheep | 4. Other Livestock (Specify) |
| 2. Goats | 5. Total Livestock (1) to (4) |
| 3. Horses and Ponies | 6. Poultry |

(7.4) Agricultural Machinery

Serial No.	Description	Number	Serial No.	Description	Number
	<i>A. Ploughs</i>			<i>D. Pumpsets (for irrigation purposes only)</i>	
1	Wooden ..		7	Worked by oil engines ..	
2	Iron ..		8	Worked by electricity ..	
	<i>B. Sugarcane crushers</i>			<i>E. Others</i>	
3	Worked by power ..		9	Tractors (for Agricultural purposes only)	
4	Worked by bullocks		10	Carts ..	
	<i>C. Ghanies</i>				
5	Five Seers and more ..				
6	Less than five seers ..				

(8) Rainfall in the preceding agricultural year			(9) Irrigation			
Serial No.	Name of season	Rainfall in cms.	Serial No.	Type of irrigation	Number or length	Net area irrigated (acres)
(1)	(2)	(3)	(1)	(2)	(3)	(4)
1			1	Wells (Number) ..		
2			2	Tube-wells (Number) ..		
3			3	Tanks (Number) ..		
4			4	Channels (furlongs) ..		
			5	Others ..		

(10) Agricultural seasons of important Crops							
Serial No.	Name of crop	SEASON OF					
		Sowing		Harvesting		Marketing	
		Commencing week	Ending week	Commencing week	Ending week	Commencing week	Ending week
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1	Rice (autumn) ..						
2	Rice (winter) ..						
3	Rice (summer) ..						
4	Jowar (Kharif) ..						
5	Jowar (Rabi) ..						
6	Maize ..						
7	Wheat ..						
8	Barley ..						
9	Gram ..						
10	Cotton ..						
11	Jute ..						
12	Sugarcane ..						
13	Groundnut ..						
14	Castor ..						
15	Sesamum ..						
16	Rape and Mustard ..						
17	Linseed ..						

(11) Wholesale markets

Serial No.	Name of Market	Regulated/Unregulated	Permanent/Temporary	If temporary, frequency	Commodities transacted
(1)	(2)	(3)	(4)	(5)	(6)

(12) Communications

Serial No.	Item	Number/Length	Serial No.	Item	Number/Length
(1)	(2)	(3)	(1)	(2)	(3)
1	Pucca Roads (miles) ..		8	Telegraph Offices (Number ..	
2	Semi-pucca Roads (miles) ..			Distance of Block head-quarters—	
3	Roads on which Bus Service is available (miles)		9	From the nearest railway station (miles)	
4	Perennial inland water communication (miles)		10	From the Bus Station (miles)	
5	Railway Stations (number) ..		11	From the Pucca Road (miles)	
6	Village having Pucca Road/Railway Station within a distance of 2 miles (number)				
7	Post Offices (number) ..				

(13) Health and rural sanitation

Serial No.	Item	Number	Serial No.	Item	Number
(1)	(2)	(3)	(1)	(2)	(3)
1	Hospitals ..		10	Child Welfare and Maternity Centres	
2	Dispensaries ..		11	Family Planning Clinic Centres	
3	Beds provided for indoor patients			Drinking water facilities—	
4	Registered allopaths ..		12	Masonry wells ..	
5	Registered Homoeopaths ..		13	Tube-wells ..	
6	Registered Ayurvedic Physicians ..		14	Artisan Wells ..	
7	Registered Unani Physicians ..		15	Tanks ..	
8	Registered Nurses ..		16	Others (specify) ..	
9	Registered Midwives ..				

(13) *Health and rural sanitation—concl'd*

Serial No.	Item	Number
(1)	(2)	(3)
17	Number of villages where drinking water-supply is sufficient ..	
18	Number of villages where drinking water-supply is insufficient ..	
	(i) Throughout the year ..	
	(ii) During certain seasons ..	
19	Number of villages where the drainage system is good ..	
20	Number of villages where the drainage system is fair ..	
21	Number of villages where the drainage system is bad ..	
22	Number of villages where the drainage system is very bad ..	
23	Number of villages electrified ..	
24	Number of model villages ..	

(14) *Education and social education*

Serial No.	Type of institution	Number of		Number of students	
		Institutions	Teachers	Boys	Girls
(1)	(2)	(3)	(4)	(5)	(6)
1	Primary school ..				
2	Middle or secondary school ..				
3	High school ..				
4	College ..				
5	Number of villages with primary school and school building ..				
6	Number of villages with primary school but without school building ..				
7	Number of villages without primary school ..				
8	Number of adult literacy centres functioning ..				
9	Number of reading-rooms/libraries ..				
10	Number of community centres ..				
11	Number of panchayat ghars ..				

(15) Co-operative societies

Serial No.	Type of society	Number of societies	Number of members	Amount of share capital realised	Outstanding loans at the end of last year	Amount of loans advanced to members last year	Loans recovered during last year	Value of business turnover last
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	Credit Societies							
2	Industrial Co-operatives							
3	Farming ..							
4	Multipurpose ..							
5	Others (specify)							

- 1 Godowns constructed by co-operative societies (Number) ..
- 2 Seed multiplication farms (Number) ..
- 3 Area covered by the farming co-operatives (in acres) ..

(16) Local bodies

Serial No.	Type of Local bodies	Number	Number of villages covered
(1)	(2)	(3)	(4)
1	Panchayats	..	
2	Village councils	..	
3	Vikash Mandas	..	
4	Others (Specify)	..	
5		..	
6		..	
7		..	
8		..	

(17) Rural arts, crafts and industries

Serial No.	Type of industry.	Number of		
	Name	Code No.	Households	Persons engaged
(1)	(2)	(3)	(4)	(5)

(18) Special remarks (if any)

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT
BLOCK SURVEY REPORT*Village Schedule 2—Village Statistics**(1) General particulars*

- | | |
|----------------------------|---|
| 1. State | 7. Population of village (1951 Census) |
| 2. District | 8. Number of households (1951 Census) |
| 3. Tehsil | 9. Month and year of filling up this Schedule |
| 4. Block | 10. Name of village level workers |
| 5. Category of block | |
| 6. Area of village (acres) | |

(2) Land utilisation (in acres)

Serial No.	Type of utilisation	Year	Year	Year
(1)	(2)	(3)	(4)	(5)
1	Net area sown ..			
2	Area sown more than once ..			
3	Sub-total (1) (2) ..			
4	Current fallows ..			
5	Old fallows ..			
6	Culturable waste ..			
7	Land put to non-agricultural use ..			
8	Barren and unculturable land ..			
9	Permanent pastures and grazing land ..			
10	Forest ..			
11	Miscellaneous trees, crops and groves not included in (1)			
12	Total (1) (4) to (11) ..			

(3) Area under crops (in acres)

Serial No.	Name of crop	Year		Year		Year	
		Total	Irrigated	Total	Irrigated	Total	Irrigated
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1	Rice (autumn) ..						
2	Rice (winter) ..						
3	Rice (summer) ..						
4	Jowar (kharif) ..						
5	Jowar (rabi) ..						
6	Bajra ..						
7	Maize ..						
8	Ragi ..						
9	Wheat ..						
10	Barley ..						
11	Other cereals ..						
12	Total cereals ..						
13	Gram ..						
14	Tur (arhar) ..						
15	Other pulses ..						
16	Total pulses ..						
17	Total food grains ..						
18	Fruits ..						
19	Vegetables ..						
20	Other food crops ..						
21	Sub-total (food crops) ..						
22	Cotton ..						
23	Jute ..						
24	Other fibres ..						
25	Sub total (fibres) ..						
26	Groundnut ..						
27	Castor ..						

(3) Area under crops—contd

Serial No.	Name of crop	Year		Year		Year	
		Total	Irrigated	Total	Irrigated	Total	Irrigated
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
28	Sesamum (oilseeds) ..						
29	Linseed ..						
30	Rape and mustard ..						
31	Other oilseeds ..						
32	Sub-total (oilseeds) ..						
33	Sugarcane ..						
34	Tobacco ..						
35	Other non-food crops ..						
36	Total (non-food crops) (25)+ (32)+(35)						
37	Total (all crops) (21)+(36) ..						

(4.1) Livestock : Cattle

(4) Livestock : buffaloes

Serial No.	Description	Number	Serial No.	Description	Number
(1)	(2)	(3)	(1)	(2)	(3)
1	Breeding bulls over 3 years ..		1	He-buffaloes over 3 years, breeding ..	
2	Working bullocks over 3 years ..		2	He-buffaloes over 3 years, working	
3	Other bulls over 3 years ..		3	He-buffaloes over 3 years, other	
4	Sub-Total (males over 3 years) ..		4	Sub-Total (males over 3 years) ..	
5	Cows over 3 years, breeding in milk ..		5	She-buffaloes over 3 years, breeding in milk	
6	Cows over 3 years, breeding dry		6	She-buffaloes over 3 years, breeding dry	
7	Cows over 3 years, working ..		7	She-buffaloes over 3 years, working	
8	Cows over 3 years, others ..		8	She-buffaloes over 3 years, others	
9	Sub total (females over 3 years,		9	Sub-total (females over 3 years)	
10	Young stock ..		10	Young stock ..	
11	Total cattle (4) +(9)+(10) ..		11	Total buffaloes : (4)+(9)+(10) ..	

(4.3) Other livestock and poultry

1. Sheep	..	4. Other livestock (specify)	..
2. Goats	..	5. Total livestock (1) to (4)	..
3. Horses and ponies	..	6. Poultry	..

(4.4) Agricultural machinery

Serial No.	Description	Number	Serial No.	Description	Number
	<i>A. Ploughs</i>			<i>D. Pumpsets (for irrigation purposes only)</i>	
1	Woodden	..	7	Worked by oil engines	..
2	Iron	..	8	Worked by electricity	..
	<i>B. Sugarcane crushers</i>			<i>E. Others</i>	
3	Worked by power	..	9	Tractors (for agricultural purposes only)	..
4	Worked by bullocks	..	10	Carts	..
	<i>C. Gharies</i>				
5	Five seers and more	..			
6	Less than five seers	..			

(5) Irrigation

Serial No.	Type of irrigation	Number/Length	Net area irrigated	Serial No.	Type of irrigation	Number/Length	Net area irrigated
(1)	(2)	(3)	(4)	(1)	(2)	(3)	(4)
1	Wells (No.)	..		5	Others	..	
2	Tube-wells (No.)	..		6		..	
3	Tanks (No.)	..		7		..	
4	Channels (in yards)	..		8	Total	..	

(6) Education

Serial No.	Type of institution	Number of		Number of students	
		Institutions	Teachers	Boys	Girls
(1)	(2)	(3)	(4)	(5)	(6)
1	Primary school with school building	..			
2	Primary school without school building	..			
3	Middle or secondary schools	..			
4	High schools	..			
5	Number of adult literacy centres functioning	..			
6	Number of reading rooms/libraries functioning	..			
7	Number of community centres	..			

(7) *Health and rural sanitation*

Serial No.	Item	Number	Serial No.	Item	Number
(1)	(2)	(3)	(1)	(2)	(3)
	<i>Drinking water facilities</i>				
1	Masonry wells ..		4	Tanks ..	
2	Tube-wells ..		5	Other (specify) ..	
3	Artisan wells ..				

1 Drinking water supply is sufficient/insufficient throughout the year/ insufficient at certain seasons

2 The drainage system is good/fair/bad/very bad

3 Is the village electrified ?

4 Is it classified as a model village ?

(8) *Local bodies*

1. Does the village constitute a separate panchayat ?
2. If no, does it get included in any other village panchayat ?
3. Name of that panchayat
4. Is there a panchayat Ghar in the village ?

(9) *Housing*

1. Number of pucca houses
2. Number of other houses

ANNEXURE XIV

Form B. M. 16

*Schedule of New Expenditure proposed by the _____
for inclusion in the Budget Estimate 195—19*

MAJOR HEAD :—

Minor head and primary unit of appropriation and particulars of scheme	AMOUNT TO BE SPENT DURING THE YEAR 19		Extra recurring cost in the year 19 .
	Non-recurring	Recurring	
	Rs	Rs	Rs

ANNEXURE XV

**Estimated Government Expenditure on a Community Development Block (Basic Type)
for a period of three years**

(This budget is only intended as a guide and is to be adjusted according to local conditions
under the powers delegated to State Governments)

(Figures in lakhs of rupees)

Heads	Total	Rupees	Dollars	Recur- ring	Non- recurring	Loan	Other than loan
1	2	3	4	5	6	7	8
I. Block Headquarters—							
(a) Personnel* . . .	2.00	2.00	..	2.00	..	..	2.00
(b) Transport (3 jeeps)† ..	0.45	0.21	0.24	..	0.45	..	0.45
(c) Office equipment, furniture, etc. ..	0.15	0.15	..	..	0.15	..	0.15
(d) Project Office, Seeds Store, Informa- tion Centre, etc.	0.25	0.25	..	..	0.25	..	0.25
Total ..	2.85	2.61	0.24	2.00	0.85	..	2.85
II. Animal Husbandry and Agricultural Extension Demonstration Equipment	0.10	0.07	0.03	..	0.10	..	0.10
III. Irrigation							
IV. Reclamation (including soil con- servation, contour bunding, etc.	4.00	4.00	..	..	4.00	3.50‡	0.50
V. Health and Rural Sanitation—							
(1)(a) Dispensary—recurring expenditure	0.20	0.20	..	0.20	..	..	0.20
(b) Dispensary building ..	0.10	0.10	..	..	0.10	..	0.10
(c) Dispensary equipment ..	0.10	0.10	..	..	0.10	..	0.10
(2) Drinking water-supply ..	0.50	0.50	..	..	0.50	..	0.50
(3) Drainage and Sanitation ..	0.25	0.25	..	..	0.25	..	0.25
Total ..	1.15	1.15	..	0.20	0.95	..	1.15

*Please see page

contd.

†This includes the cost of one jeep procured in advance for a N. E. S. Block which will be finally adjusted after the N. E. S. Block has been converted into Community Development Block.

‡Includes provision for rural electrification or any other self-financing scheme connected with agriculture.

Heads	Total	Rupees	Dollars	Recur- ring	Non- recurring	Loan	Other than loan
1	2	3	4	5		6	7
VI. Education ..	0.70	0.70	..	0.20	0.50	..	0.70
VII. Social Education (including audio- visual aids and women, youth and children's programmes) ..	0.70	0.54	0.16	0.40	0.30	..	0.70
VIII. Communications ..	1.00	1.00	..	..	1.00	..	1.00
IX. Rural Arts, Crafts and Industries ..	0.50	0.50	..	0.25	0.25	..	0.50
X. Housing for Project Staff and Rural Housing ..	1.00	1.00	..	..	1.00	1.00	..
GRAND TOTAL ..	12.00	11.57	0.43	3.05	8.95	4.50	7.50

*Analysis of cost—**Rupees in lakhs*

(i) Cost of one Community Development Block ..	12.00
(ii) Share of Centre : 75 per cent of non-recurring non-loan expenditure, 50 per cent of recurring expenditure plus Rs 4.50 lakhs loan	9.36
(iii) Share of State Government ..	2.64

ANNEXURE XVI

Schematic Budget for the pre-extension period for each Block for one year

	<i>Estimated cost</i>
	Rs
I. Personnel—	
One Block Development Officer at Rs 300 per month	.. 3,600
One Agricultural Extension Officer at Rs 200 per mensem	.. 2,400
Five Gram Sevaks at Rs 100 per mensem	.. 6,000
One Office Clerk typist at Rs 75 per mensem	.. 900
One Class IV Servant at Rs 50 per mensem	.. 600
Office furniture and fitting, including one type writer	.. 1,500
Rent for Office at Rs 50 per mensem	.. 600
Travelling Allowance for staff and contingencies at Rs 100 per mensem	.. 1,200
II. Lump sum provision for Agricultural demonstrations, etc.	.. 2,000
Total	.. <u>18,800</u>

As the amount involved is small, it should be met from the Block budget itself, in the same manner in which preliminary expenditure up to a ceiling of Rs 10,000 per block was met in respect of N. E. S. Block which were allotted from time to time. In view of the increased provision of Rs 2.6 lakhs for "Personnel" and Rs 50,000 for 'Agriculture', this should be easily possible.

ANNEXURE XVII A

Schematic Budget for a Development Block during the First Stage with a ceiling of
Rs 12.00 lakhs

Estimated Expenditure on a Development Block for a period of Five Years. (This Budget is only intended as a guide and is to be adjusted according to local conditions).

(Figures in lakhs of rupees)

Heads	Total	Re- curring	Non- re- curring	Loan	Other than loan
1	2	3	4	5	6
I. Block Headquarters					
(a) Personnel (Details in Appendix I) ..	2.60	2.60	..	..	2.60
(b) Transport (1 jeep) ..	0.15	..	0.15	..	0.15
(c) Office equipment, furniture etc. ..	0.15	..	0.15	..	0.15
(d) Project Office, Seed Store, Information Centre, etc. ..	0.25	..	0.25	..	0.25
Total ..	3.15	2.60	0.55	..	3.15
II. Agriculture and Animal Husbandry—Extension methods, and demonstration of improved practices, including equipment ..	0.50	..	0.50	..	0.50
III. Irrigation ..					
IV. Reclamation (including soil conservation, contour bundling, etc.) ..	3.40	..	3.40	3.00	0.40
V. Health and Rural Sanitation—					
(1) (a) Dispensary—recurring expenditure ..	0.20	0.20	..	..	0.20
(b) Dispensary building ..	0.10	..	0.10	..	0.10
(c) Dispensary equipment ..	0.10	..	0.10	..	0.10
(2) Drinking water-supply ..	0.50	..	0.50	..	0.50
(3) Drainage and Sanitation ..	0.25	..	0.25	..	0.25
Total ..	1.15	0.20	0.95	..	1.15
VI. Education ..	0.60	0.15	0.45	..	0.60
VII. Social Education (including audio-visual aids and women, youth and children's programme) ..	0.70	0.40	0.30	..	0.70
VIII. Communications ..	0.85	..	0.85	..	0.85
IX. Rural Arts, Crafts and Industries ..	0.65	0.25	0.40	..	0.65
X. Housing for Project Staff and Rural Housing ..	1.00	..	1.00	1.00	..
GRAND TOTAL ..	12.00	3.60	8.40	4.00	8.00

N. B.—For Programme Heads II to X please see explanatory note at Appendix II.

*Analysis of Cost—**Rupees in lakhs*

(i) Cost of one Development Block	..	12.00
(ii) Share of Centre : 75 per cent of non-recurring non-loan expenditure, 50 per cent of recurring expenditure plus Rs 4.00 lakhs loan		9.10
(iii) Share of State Government	..	2.90

**STAFFING PATTERN FOR A DEVELOPMENT BLOCK DURING THE
FIRST STAGE**

Particulars of Staff	Estimated cost per month inclusive of dearness allowance	Cost for five years
	Rs	Rs
1. Block Development Officer ..	300	18,000
2. Extension Officers viz., 1 each for Agriculture, Animal Husbandry *Co-operation, Panchayats, Rural Industries and Rural Engineering (Overseer), Social Education and Programme for Women and Children The cost of one Extension Officer (Rural Industries) will be borne by Ministry of Commerce and Industry and State Governments on the basis of 50:50. The sanction to this post will be automatic, as part of the sanction for the entire staffing pattern, with the allotment of blocks)	200 each	84,000
Ten Gram Sevaks ..	100 each	60,000
Two Gram Sevikas ..	100 each	2,000
One Progress Assistant ..	125	7,500
One Accountant-cum-store keeper ..	150	9,000
One Senior Clerk ..	125	7,500
One Cashier ..	100	6,000
One Typist ..	75	4,500
4 Class IV Servants ..	50 each	12,000
Two Stockmen (Veterinary) ..	90 each	10,800
Two Messengers (Veterinary) ..	50 each	6,000
One Medical Officer ..	300	18,000
One Compounder ..	100	6,000
One Sanitary Inspector ..	125	7,500
One Lady Health Visitor ..	150	9,000
Four Midwives ..	90 each	21,600

*The Animal Husbandry the Extension officer should be in addition to the veterinary doctor at the dispensary.

Particular of Staff	Estimated cost per month inclusive of dearness allowance	Cost for five year
Two Sweepers ..	50 each	6,000
Maintenance of jeep, including pay of driver ..	300	18,000
Travelling Allowance and recurring expenditure on petrol, stationery, postage, contingencies, etc. (including conveyance allowance for field workers)	1,000	60,000
Total ..		3,83,400
<i>Deduct</i> cost of staff assumed to exist already at Rs 11,263 per annum* ..	..	—56,300
Total ..	..	3,27,100
<i>Less</i> —committed expenditure on Staff on old N. E. S. pattern during the last 2 years of the First Stage of the Development Block, which is to be shared between the Centre and the States on 50:50 basis but is not to be treated as development expenditure (at Rs 1 lakh for 3 years)		—66,700
Net expenditure chargeable to Block Budget ..		2,60,400
	Say	2.60 lakhs

*The cost of staff assumed to exist works out to only about 19 per cent of the cost of the staff on the permanent staffing pattern prescribed for the Second Stage, as against 25 per cent of the cost of staff on the old N. E. S. staffing pattern.

ANNEXURE XVII B

**Schematic Budget for a Development Block during the Second Stage of Five Years
with a ceiling of Rs 5 lakhs**

(Figures in lakhs of rupees)

Heads	Total	Re- curring	Non- recurring	Loan	Other than loan
1	2	3	4	5	6
I. Block Headquarters—					
(a) Personnel (Details in Appendix I) ..	0.70	0.70	..	..	0.70
(b) Transport (1 jeep) ..	0.15	..	0.15	..	0.15
Total ..	0.85	0.70	0.15	..	0.85
II. Animal Husbandry and Agricultural Extension	0.50	..	0.50	..	0.50
III. Irrigation ..	0.85	..	0.85	0.75	0.10
IV. Reclamation ..					
V. Health and Rural Sanitation ..	0.50	..	0.50	..	0.50
VI. Education ..	0.50	..	0.50	..	0.50
VII. Social Education (including Audio-Visual Aids) ..	0.50	0.35	0.15	..	0.50
VIII. Communications ..	0.50	..	0.50	..	0.50
IX. Rural Arts, Crafts and Industries ..	0.50	0.10	0.40	..	0.50
X. Rural Housing ..	0.30	..	0.30	0.30	..
GRAND TOTAL ..	5.00	1.15	3.85	1.05	3.95

Analysis of cost:—

Rupees in lakhs

(i) Cost of one Second Stage Block for 5 years	..	5
(ii) Share of Centre : 50 per cent of recurring expenditure 75 per cent of non-recurring expenditure and 100 per cent of loans	..	3.73
(iii) Share of State Government : 50 per cent of recurring expenditure and 25 per cent of non-recurring expenditure	..	1.27

N. B.—For Programme Heads III, IV, VI, VII, IX and X please see explanatory note at Appendix II.

**STAFFING PATTERN FOR A DEVELOPMENT BLOCK DURING THE
SECOND STAGE**

Particulars of staff	Estimated cost per month inclusive of dearness allowance	Cost for five years
	Rs	Rs
One Block Development Officer ..	300	18,000
Eight Extension Officers, viz., 1 each for Agriculture, Animal Husbandry, Co-operation, Panchayats, Rural Industries and Rural Engineering (Overseer) Social Education, and Programme for Women and Children. (The cost of One Extension Officer (Rural Industries) will be borne by Ministry of Commerce and Industry and State Governments on the basis of 50:50. The sanction to this post will be automatic as part of the sanction for the entire staffing pattern, with the allotment of a block)	200 each	84,000
Ten Gram Sevaks ..	100 each	60,000
Two Gram Sevikas ..	100 each	12,000
One Progress Assistant ..	125 each	7,500
One Accountant-cum-Store keeper ..	150	9,000
One Senior Clerk ..	125	7,500
One Cashier ..	100	6,000
One Typist ..	75	4,500
Four Class IV Servants ..	50 each	12,000
maintenance of Jeep including pay of driver ..	300	18,000
Travelling Allowance and recurring expenditure on petrol, stationery, postage, contingencies, etc. (including conveyance allowance for field workers) ..	900	54,000
Total ..		2,92,500
<i>Deduct</i> —cost of staff assumed to exist already at Rs 11,263 per annum ..		—56,300
		2,36,200
<i>Less</i> committed expenditure on staff on old N. E. S. pattern, during the entire period of the Second Stage of the Development Blocks which is to be shared between the Centre and the States on 50:50 basis but is not to be treated as development expenditure (at Rs 1 lakh for 3 years) ..		—1,66,700
Net expenditure chargeable to Block Budget ..		69,500
Say ..		70,000

*The Animal Husbandry Extension Officer should be in addition to the Veterinary Doctor at the dispensary.

†The cost of the staff assumed to exist works out to only about 19 per cent of the cost of the staff on the permanent staffing pattern for the Second Stage shown above, as against 25 per cent of the cost of staff on old N. E. S. pattern.

ANNEXURE No. XVIII

IMMEDIATE

No. BDO(P)-58/34229-356

FROM

SHRI B.B. VOHRA, I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department (P) I.

To

ALL THE BLOCK DEVELOPMENT OFFICERS,
IN THE STATE

Dated Chandigarh, the 4th July, 1958

Subject.—Revision of National Extension Service Pattern.

Reference.—This Department Memorandum No. 197-BDO (P)-58/ 23421-538, dated the 3rd June, 1958.

MEMORANDUM.

Since the issue of instructions we have been approached by certain Block Development Officers for clarification on the following points—

- (i) What will be the grade of the additional posts to be provided in the new revised pattern ?
- (ii) Previously the funds allocated for subsidy under head 'Irrigation' were reappropriated towards head 'Agriculture and Animal Husbandry' because there were no funds under head 'Agriculture and Animal Husbandry'. Now that sufficient funds have been provided under head 'Agriculture and Animal Husbandry' how should the provision for subsidy be utilised ?
- (iii) How should the provision for rural housing be utilised ?
- (iv) Whether the budget of a Stage II Block should be prepared for 3 years or 4 years.
- (v) How should the pay of the Extension Officers be accounted for while preparing the schematic budget ?
- (vi) From which date should the budget of a Stage I Block be prepared?

The position in respect of each of the above points is clarified below :—

- (i) The grades of the additional posts now provided in the revised pattern are shown below. These should be followed while preparing schematic budgets.

<i>Name of post</i>	<i>Grade</i>
1. Progress Assistant	1 Rs 150—10—300 (This grade has been recommended by the Department to Finance Department)

Cashier	..	1	Rs 60—4—100/5—175
Gram Sevikas	..	2	Rs 50—3—80/4—100
Doctor	..	1	Rs 150—10—200/15—380
Lady Health Visitor	..	1	Rs 100—5—150/7—185 <i>plus</i> Rs 30 per mensem rural allowance for those with Headquarters in villages
Sanitary Inspector	..	1	Rs 80—5—110/5—150
Midwives	..	4	Rs 75—5—100/5—125
Compounder	..	1	Rs 75—5—100/5—125
Stock men	..	2	Rs 75—5—100/5—125
Messengers	..	2	Rs 30— $\frac{1}{2}$ —35

- (ii) Question of utilising the funds available under head 'Minor Irrigation and Reclamation'—Other than loan is under examination separately. In the meantime you may show these funds in the schematic budget under head 'Irrigation—Subsidy for Minor Irrigation and Reclamation'. However, no subsidy will be given till further orders. This has been suggested so that the finalization of the schematic budget is not withheld. However, if any Block Development Officer proposes to reappropriate a portion or even the entire funds available under head 'Minor Irrigation and Reclamation' other than loan to head 'Agriculture and Animal Husbandry' there is no objection to it.
- (iii) The funds under this head are primarily meant for the construction of staff quarters. However, the State Government have not so far agreed to utilise these funds for this purpose. These funds can, therefore, be utilised only for advancing loans to individuals for housing purposes. Detailed instructions in the matter are being issued separately.
- (iv) Necessary instructions in the matter have been issued to you separately,—*vide* No. 206 (BDP)CP/58/26975, dated 14th June, 1958.
- (v) The pay of the Extension Officers except Social Education Organiser, Lady Social Education Organiser and Overseer is chargeable to the budget of the Departments and, therefore, is not to be accounted for in the block budget.
- (vi) All blocks which were in the National Extension Service Stage on 31st March, 1958, should be deemed to be Stage I Blocks with effect from the dates on which they were inaugurated. The five years schematic period, will, therefore start from the date of the inauguration of the block. Actual expenditure will, therefore, be taken into account for the years already gone by. The remaining funds i.e. schematic funds less actual expenditure for the years gone by will thus be provided during the remaining schematic period of the block concerned.

HOW TO WORK OUT DETAILS OF EXPENDITURE UNDER HEAD A ' BLOCK HEADQUARTERS '

Stage I Block

It will be seen from the schematic staffing pattern of a Stage I Block that after three years, expenditure on account of the normal National Extension Service staffing pattern is to be treated as committed. This committed expenditure is, of course, shareable with Ministry of Community Development. It means that for the first three years of the Stage I Block, yearwise expenditure should be worked out on the basis of the staffing pattern of a Stage I Block. However, while working out expenditure for the 4th and 5th year of the Stage I Block expenditure on account of the normal National Extension Service staffing pattern which is given below should not be counted for the purposes of the schematic pattern :—

(1) Block Development Officers	..	1
(2) Social Education Organizers	..	2
(3) Overseer	..	1
(4) Typist	..	1
(5) Accountant-cum-Storekeeper	..	1
(6) Peons	..	3
(7) Gram Sewaks	..	10
(8) Driver	..	1
(9) Cashier	..	1
(10) Progress Assistant	..	1

Expenditure for the purpose of the schematic budget for these years will, therefore, be worked out on the basis of the remaining posts as shown in the staffing pattern of a Stage I Block.

Since the committed expenditure is also shareable with the Ministry of Community Development, it is necessary that all Block Development Officers should work out details of the committed expenditure for the 4th and 5th years separately and attach it with the schematic budget.

Stage II Block

(a) Expenditure on account of the staffing pattern of a Stage II Block has been worked out by the Ministry of Community Development on the assumption that expenditure on account of the normal National Extension Service staffing pattern (details indicated above) will be treated as committed. This means that expenditure on account of the normal National Extension Service staffing pattern detail indicated should not be taken into account while preparing the schematic budget of a Stage II Block. For the purpose of the schematic budget expenditure on account of the remaining posts shown in the staffing pattern of a Stage II Block, will be taken into account after leaving out the expenditure on the posts sanctioned above.

(b) Since the committed expenditure is also shareable with Ministry of Community Development it is necessary that the details of the committed expenditure year-wise are also worked out and attached with the schematic budget repeatedly repeat separately.

ANNEXURE XIX

Explanatory Note on Programme Heads II to X in the Schematic Budget for Stage I Block.

- II—Agriculture and Animal Husbandry—Extension methods and demonstration of improved practices, including equipment .. Provision under this head is intended to promote the adoption of improved agricultural and animal husbandry practices. This should be implemented primarily through village institutions.
- III—Irrigation
IV—Reclamation } The loan provision of Rs 3 lakhs under these heads could also be utilized for productive schemes connected with agriculture, including rural electrification.
- V—Health and Rural Sanitation .. The provision under this head includes Rs 50,000 for drinking water-supply and Rs 25,000 for drainage and sanitation. These provisions are to be spent through village panchayats, and in each case there should be a steadily increasing measure of local contribution.
- VI—Education .. The provision of Rs 60,000 under this head includes Rs 45,000 as a non-recurring grant which is used mainly for buildings. Buildings should receive small emphasis than heretofore and the funds provided for Education should be available for assisting village communities in improving the local school, and in helping it to fill a more creative role in the life of the community. The village school should be developed as a centre of community activity.
- VIII—Communication .. In carrying out programme under this head what is important is that local communicational works should be part of the road plan for the block and the district and the programme of metalling roads followed by the P.W.D. is linked with the communications programme undertaken with the participation of the people.
- IX—Rural Arts, Crafts and Industries Provision under this head is a nucleus provision, and the intention is that it should be supplemented by the resources of the Khadi and Village Industries Commission and other Boards under the Ministry of Commerce and Industry. The procurement and maintenance of tools for labour and construction co-operatives organised in each block should form an important programme under this head.

VI—Education
 VII—Social Education
 IX—Rural Arts, Crafts and Industries

} The non-loan provisions under these heads include the following amounts making up a total of Rs 40,000 to be given as grant to State Social Welfare Boards for implementing the co-ordinated programme for women and children in the blocks selected for the purpose :—

VI—Education—Rs 15,000 for Balwadi (Creches and pre-primary schools).

VII—Social Education—Rs 10,000

IX—Rural Arts, Crafts and Industries—Rs 15,000

As regards other blocks, a similar allocation upto a ceiling of Rs 40,000 should also be earmarked for implementing women and children's programme

X —Housing for Project Staff and Rural Housing

Having regard to the increase in block staff the provision of Rs 1 lakh may be fully utilised for the construction of staff quarters. Where, however, any savings are available for rural housing, they should be utilized for providing ancilliary services which would ultimately form the nucleus of rural housing in the block areas. The buildings constructed in blocks should fit in with the environment and be simple in design and execution. In place of the existing urban specifications which are applied to rural areas, new specifications should be devised for each region. But these need not be rigidly adhered to, local adaptations being made as necessary. It would, as a rule, be better that these constructions be undertaken by agencies other than the P.W.D., though the latter may be consulted and their advice taken to the extent necessary. Voluntary labour should be utilised whenever possible. Paid labour should be local to the maximum extent possible, and similarly local materials should be employed to the maximum extent. We may aim at buildings with a life of 15 to 20 years.

ANNEXURE XX

Explanatory Note on Programme Heads II to X in the Schematic Budget for Stage II Blocks

The same explanatory note as for Stage I Budget is applicable, subject to the following modifications :—

VI—Education

VII—Social Education

IX—Rural Arts, Crafts and Industries

} An allocation up to a ceiling of Rs 20,000 may be earmarked out of the provision under these heads as detailed below for implementation of women and children's programme in each block :—

VI—Education,—Rs 7,500 for Balwadi (Creches and pre-primary schools)

VII—Social Education,—Rs 5,000.

IX—Rural Arts, Crafts and Industries—Rs 7,500

X—Rural Housing

.. Buildings should be simple in design and execution and fit in with local environment. Local Labour and material should be utilised to the maximum extent.

ANNEXURE XXI

Form B. M. 35

Form of Supplementary or Additional Estimate for proposals other than works

DEMAND No.

(GRANT No.....)

MAJOR HEAD

Minor head and Primary unit of appropriation	Details of demand for grant	AMOUNT OF DEMAND SUB-DIVIDED INTO		*Recurring cost in the year 195 -5
		Recurring	Non-recurring	

*Recurring cost in the next year is to be given.

ANNEXURE XXIII

FROM

SHRI R. S. RANDHAWA, I.A.S.,

Additional Development Commissioner, Punjab.

To

1. ALL HEADS OF DEVELOPMENT DEPARTMENT.
2. ALL COMMISSIONERS IN THE STATE.
3. ALL DEPUTY COMMISSIONERS IN THE STATE.
4. ALL BLOCK DEVELOPMENT OFFICERS IN THE STATE.

Memorandum No. B.D.P. (C.P.)-57/14705

Chandigarh, dated the 29th October, 1957.

Subject :—Block as Unit of Planning and Administration.**Memorandum**

According to the existing arrangements a Block starts as National Extension Service Block. After completion of three years in National Extension Service stage it is upgraded as Community Development Block for a further period of 3 years. After it has functioned for 3 years as Community Development Block it attains its normalized stage and has National Extension Service staffing pattern, with much diminished allocations for construction and social education activities only. There are no allocations for Agriculture, Animal Husbandry, Village and Cottage Industries, Education, etc. But the people of the Block have been trained for doing development work at a faster pace than in National Extension Service or Community Development Blocks. Unless they are provided the facilities to develop fast, there would be frustration among them. In the National Extension Service and Community Development Blocks substantial funds are available for carrying out of afore-mentioned development activities in the Block areas. According to the instructions of the Government of India the National Extension Service and Community Development funds are to be treated as nucleus funds for arousing local enthusiasm and to mobilise the manpower for development work. Hence to derive maximum benefit necessity for integrating project expenditure with non-project departments for rural development ; the question was considered in one of the meetings of the Community Development Programme Board and it was decided that the following procedure may be adopted to integrate the funds available under the National Extension Scheme/Community Development Schemes with the funds available under the 2nd Plan Schemes of various departments :—

- (i) After the annual budget has been sanctioned each head of department may split up its budget district-wise and intimate the same to the Deputy Commissioners and his District Development Officers.

- (ii) Similarly the Development Department (C. P.) will intimate the allotment for different heads of activities made to each Block to the Deputy Commissioners and Block Development Officers concerned.
- (iii) The Deputy Commissioners will then hold a meeting of the District Officers and Block Development Officers. In this meeting they will earmark funds from the Plan schemes of the different departments to the block and non-block areas and thus integrate the schemes of National Extension Service and Community Development Blocks with those of the Welfare Departments.

The problems of blocks from National Extension Service to Community Development and from Community Development to Post-Development Blocks was considered in the Sixth Development Commissioners Conference. The Conference has recommended that while earmarking departmental funds to block and non-block areas the following priorities may be kept in view :—

- (a) Post-intensive phase Blocks.
- (b) National Extension Service Blocks.
- (c) Non-Block areas.
- (d) Community Development Blocks.

The Sixth Development Commissioners Conference also recommended that to ensure this integration of schemes the block may be regarded as unit of planning. It will mean that all schemes should be drawn up by heads of departments on block basis and no tehsil and district basis. This is not possible for the present because the whole State has not been covered by the blocks. However, where the blocks exist this proposition should be accepted by the heads of departments and they should frame their future schemes on block basis rather than on district and tehsil basis. For the non-block areas the unit of planning may continue as till such time as the whole State is covered by the blocks.

The State Government have accepted the above recommendations and it has been decided that Block may be regarded as unit of planning and administration and the funds from different schemes of the Development Departments may be earmarked to the block and non-block areas at the time of programme planning in the following order of priorities:—

- (i) Post-intensive phase Blocks.
- (ii) National Extension Service block.
- (iii) Non-Block areas.
- (iv) Community Development Blocks.

You may kindly keep the above instructions in view for future guidance.

SUBE SINGH,

DEPUTY SECRETARY, DEVELOPMENT,
for Additional Development Commissioner.

ANNEXURE

Pro forma

Showing Districtwise break-up of expenditure to be to be achieved during 1957-58 excepting schemes of
 (Information to be supplied by Heads of Departments
 Name of Development Sub-Head.....)

Serial No.	Name of Scheme	Items of information to be given against each scheme— (a) Expenditure targets ; and (b) Physical targets	State total for the scheme for 1957-58	EXPENDITURE			
				Gurgaon	Hissar	Rohtak	Karnal
1	2	3	4	5	6	7	8
	(a) Expenditure targets ..						
	(b) Physical targets ..						
	(a) Expenditure targets ..						
	(b) Physical targets ..						

Pro forma

Statement showing details of expenditure to National Extension Service Organisation Block in the

(Information to be supplied by Community Organisation to the

Name of District—
(Rs in

Serial No.	Head of Development Expenditure (according to Schematic Budget of N. E. S./C. D. Blocks)	Total cost and target during 1957-58	PORTION TO BE SPENT IN			
			<i>Nurpur Tehsil</i>	<i>Kangra Tehsil</i>	<i>Dehra Tehsil</i>	
			Nurpur Block	Kangra Block	Mangwal Block	Pragpur Block
1	2	3	4	5	6	7

ANNEXURE XXV

List of various activities for fixation of targets

Serial No.	Item
1	Improved seeds (Mds)
2	Fertilisers (Mds)
3	Model farms
4	Agricultural Demonstration plots laid out
5	Compost pits
6	Improved Implements
7	Fruit-trees
8	Timber trees
9	Other trees
10	Area reclaimed (acres)
11	New percolation wells
12	Pumping sets
13	Tube-wells
14	Key Village Centres
15	Artificial Insemination Centres
16	Veterinary Dispensaries
17	Veterinary First-Aid Centres
18	Pedigree Animals
19	Pedigree Birds
20	Eggs given for hatching
21	Hospitals
22	Dispensaries
23	First-Aid Centres
24	Child Welfare and Maternity Centres

ANNEXURE XXV—CONCLD

Serial No.	Item
25	Dais Centres
26	Latrines
27	Drains constructed (Yds)
28	Streets paved (Sq. yds)
29	New drinking-wells
30	Drinking-wells renovated
31	Model cattle sheds
32	Model villages
33	New Schools
34	Ordinary Schools converted into basic type
35	School Building donated or constructed
36	Young Farmers' Clubs
37	Women Clubs
38	Children Parks
39	Community listening sets installed
40	Community Centres
41	Reading-rooms
42	Adult Education Centres
43	Kacha Roads
44	Pacca Roads
45	Culverts

ANNEXURE XXVI-A

Copy of Letter No. 2315-FP-54/6305, dated the 14th October, 1954, from the Secretary to Government, Punjab, Finance Department, to the Development Commissioner, Punjab

Subject .—Delegation of powers to the Development Commissioner, Commissioners Jullundur and Ambala Divisions, Deputy Commissioners and the Project Executive Officers.

In supersession of the powers delegated in Finance Department letter No. 5610-B-53/6398, dated the 31st July, 1953, the Governor of Punjab is pleased to delegate the following powers to you, Commissioners, Jullundur and Ambala Divisions, Deputy Commissioners and the Project Executive Officers :—

Nature of Power	To whom delegated	Extent to which assent is given
(1) To sanction individual schemes (other than works) within the programme approved by the C. P. A. in respect of each Project/Independent Block, without prior reference to Finance Department	Development Commissioner, Punjab	Rs 40,000
(2) To sanction expenditure on the purchase of Stores and materials through prescribed sources for the execution of each scheme	Ditto	Full powers
(3) To sanction grant-in-aid to local institutions including Panchayats (within the approved programme)	Ditto	Ditto
(4) To sanction individual schemes (other than works) within the programme approved by the C. P. A. and for which provision exists in the State Budget in respect of each Project/Independent Block, without prior reference to Government	Commissioners, Jullundur and Ambala Divisions	Rs 20,000
(5) To sanction individual schemes (other than works) within the programme approved by the C. P. A. and for which provision exists in the state Budget in respect of each Project/Independent Block, without prior reference to Government	Deputy Commissioners	Rs 10,000
(6) Ditto ..	Block Development Officers	Rs 5,000
(7) To sanction expenditure on the purchase of stores through prescribed sources for the execution of each item	..	Rs 1,000 per item
(8) To sanction grant-in-aid to local institutions (within the approved programme) for which provision exists in the Budget	..	Up to Rs 2,500 each item (Non-recurring)
(9) To incur expenditure at a time under any item covered by the overall programme of their respective areas except 'works' in anticipation of sanction of the Government	Ditto ..	Up to a limit of Rs 500
(10) To make a local purchase for each item at a time ..	Ditto ..	Up to a limit of Rs 500

These powers are subject to the following conditions :—

- (i) the expenditure does not exceed the Budget provisions ;
- (ii) the share of the Centre and the State as prescribed and agreed to is not exceeded in any Project/Block without prior reference to Finance Department ;
- (iii) the scales of pay are identical with those allowed to regular Government servants of similar class. where deviation is intended, previous consent of Finance Department is obtained and advance increments are given with Finance Department's approval ;
- (iv) these powers are not exercised in respect of loan schemes.

3. These powers will remain in force for the Project period or till modified by Government earlier.

4. No extra staff would be provided to the Deputy Commissioners, who should sanction these schemes after personal examination and if necessary discussion with P. E. O.s/A. P. O.s incharge of independent Blocks.

5. Copies of all sanctions issued by Commissioners, Deputy Commissioners and P. E. O.s/A. P. O.s should be endorsed to the Development Commissioner and Finance Department for their information.

(His office papers are returned.)

Copy of endorsement No. 2315-FP-6306, dated October, 1954, from the same officer.

A copy is forwarded to the Accountant-General, Punjab, for information, with reference to Finance Department endorsement No. 5610-B-53/6399, dated the 31st July, 1953.

ANNEXURE XXVI-B

No. 35-NES-55/1643 (CH)

FROM

SHRI BHAG SINGH, P.C.S.,
Deputy Secretary to Government, Punjab,
Development Department (Community Projects).

TO

- (1) ALL PROJECT EXECUTIVE OFFICERS.
- (2) ALL ASSISTANT PROJECT OFFICERS OF INDEPENDENT BLOCKS
- (3) ALL BLOCK DEVELOPMENT OFFICERS.

Dated Chandigarh, the 18th July, 1955.

Subject.—Execution of works in the Project Areas—Acceptance of tenders in connection therewith.

Memorandum

With a view to expedite the execution of works relating to the Community Projects and National Extension Service Blocks in the Punjab, the Governor of Punjab is pleased to delegate powers to the acceptance of tenders by the Project Executive Officers, Assistant Project Officers and Block Development Officers to the extent of Rs 20,000 in the case of buildings other than residential, and Rs 25,000 in the case of roads i.e., the limit up to which the Development Commissioner, Punjab, is competent to sanction these works, subject to the condition that higher rates than those contained in the Schedule of rates prescribed by the Public Works Department are not paid and tender other than the lowest is not accepted.

2. (*For Assistant Project Officer, Thanesar*).—This also disposes of your communications noted in the margin.
1. D. O. No. TH-IV/12 4081, dated the 27th November, 1954.
 2. D. O. No. TH-IV/12/5211, dated the 18th December, 1954.

H. B. LALL,

for Deputy Secretary, Development (C. P.)

No. 35-NES-55/1644, dated Chandigarh, the 18th July, 1955

A copy is forwarded to the Accountant-General, Punjab, for information.

(Sd.)

Budget Officer, Punjab,
Finance Department.

No. 35-NES-55/1645(CH), dated Chandigarh, the 18th July, 1955

A copy is forwarded to the —

- (1) Commissioner, Ambala and Jullundur Divisions,
- (2) All Deputy Commissioners in the Punjab except Deputy Commissioner, Simla,

for information.

H. B. LALL,

for Deputy Secretary, Development (C.P.)

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No. 35-NES-55/1646, (CH), dated Chandigarh, the 18th July, 1955

A copy is forwarded to the Chief Engineer, P. W. D., Buildings and Roads Branch, Chandigarh, for information.

H. B. LALL,

for Deputy Secretary, Development (C. P.).

A copy is forwarded to the Budget Officer, Punjab, Finance Department, Chandigarh, for information, with reference to his U. O. No. 605-CPB-55, dated the 29th June, 1955.

H. B. LALL,

for Deputy Secretary, Development (C. P.).

To

The Budget Officer, Punjab, Finance Department, Chandigarh.

U. O. No. 35-NES-55/6316 (CH), dated Chandigarh, the 18th July, 1955.

ANNEXURE XXVI-C

No. 5149-NES-55/2699

FROM

SARDAR SAPURAN SINGH, P.C.S.,
Deputy Secretary to Government, Punjab,
Development Department (C.P.).

To

THE DEPUTY DEVELOPMENT COMMISSIONER, PUNJAB.

*Dated Simla-2, the 10th July, 1956.***Subject.**—Delegation of financial powers to Sub-Divisional Officers in the hilly areas.**Memorandum**

As it is not possible for the Deputy Commissioners in the hilly areas to exercise an effective control over the Community Project and National Extension Service Blocks functioning in their districts owing to long distance, the Governor of Punjab is pleased to delegate the following powers at present exercised by the Deputy Commissioners in the hilly areas under the orders contained in Finance Department letter No. 2315-FP-54/6305, dated the 14th October, 1954, to the Sub-Divisional Officers in these areas so far as sanctioning of schemes under the Community Project/National Extension Service programmes in the Community Project/National Extension Service Blocks is concerned :—

*Nature of Power**Extent to which assent is given*

1. To sanction individual schemes (other than works) within the programme approved by the Community Projects Administration and for which provision exists in the State Budget in respect of each block without prior reference to Government .. Rs 10,000
2. These powers are subject to the following conditions :—
 - (i) The expenditure does not exceed the budget provision.
 - (ii) The share of the Centre and the State as prescribed and agreed to is not exceeded in any Project/Block without prior reference to Government.
 - (iii) The scales of pay are identical with those allowed to regular Government servants of similar class. Where deviation is intended, previous consent of Government is obtained and advance increments are given with Government's approval.
 - (iv) These powers are not exercised in respect of loan schemes.

- (v) These powers will remain in force for the block period or till modified by Government earlier.
- (vi) No extra staff would be provided to the Sub-Divisional Officers/Deputy Commissioners who would sanction these schemes after personal examination and if necessary discussion with the Block Development Officer concerned.
- (vii) Copies of all sanctions issued by the Sub-Divisional Officers should be endorsed to the Development Commissioner/Accountant-General/Finance Department, for their information.

MOTI SINGH,

SUPERINTENDENT,

for Deputy Secretary, Development (C.P.).

No. 5149-NES-55/2700

A copy is forwarded to the Accountant-General, Punjab, for information.

2. The orders contained in Finance Department letter No. 2315-FP-54/6305, dated the 14th October, 1954, may be considered as amended to the extent that these powers will in future be exercised by the Sub-Divisional Officers instead of Deputy Commissioners of hilly areas only.

(Sd.)

Assistant Secretary to Government, Punjab,
Finance Department.

No. 5149-NES-55/2701

A copy is forwarded to the Deputy Commissioners of hilly areas (viz., Kangra, Hoshiarpur, Ambala and Gurdaspur) for information and with the request that Sub-Divisional Officers and Assistant Project Officers/Block Development Officers of hilly tracts in which Community Project/National Extension Service is in operation may also please be supplied with a copy of this memorandum. Fifteen spare copies of Chief Secretary to Government, Punjab's letter referred to in para 6 are enclosed which may also be passed on to the Sub-Divisional Officers for their guidance.

For Deputy Commissioner, Kangra, only.—This also disposes of his memorandum No. 1322/Dev., dated the 20th March, 1956.

MOTI SINGH,

SUPERINTENDENT,

for Deputy Secretary, Development (C.P.).

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No. 5149-NES-55/2702

A copy is forwarded to the Commissioners, Ambala and Jullundur Divisions, for information.

MOTI SINGH,
SUPERINTENDENT
for Deputy Secretary, Development (C.P.).

Copy to Assistant Secretary to Government, Punjab, Finance Department, for information with reference to his U. O. No. 4-CP(B)-56, dated the June, 1956.

MOTI SINGH,

To SUPERINTENDENT,
for Deputy Secretary, Development (C.P.).

Assistant Secretary to Government, Punjab, Finance Department.
U. O. No. 5149-NES-55/4411, dated Simla-2, the 10th July, 1956.

ANNEXURE XXVI-D
No. 340-CDII-56/35

FROM

CHAUDHRI SUBE SINGH, P.C.S.,
Under Secretary to Government, Punjab,
Development Department (C. P.).

To

THE DEPUTY DEVELOPMENT COMMISSIONER, PUNJAB.

Dated Simla-2, the 7th January, 1957.

Subject.—Proposed conversion of Kulu Sub-Division including the scheduled areas of Lahaul and Spiti into a District without declaring it as such—Delegation of powers to Sub-Divisional Officer, Kulu.

Memorandum

With a view to expedite the execution of works relating to National Extension Service Programme in Kulu Sub-Division of Kangra District, the Governor of Punjab is pleased to delegate the following powers at present exercised by the Deputy Commissioner, Kangra to the Sub-Divisional Officer, Kulu :—

<i>Serial No.</i>	<i>Nature of Power</i>	<i>Extent</i>
		Rs
(1)	To accord administrative approval to the proposals for works other than residential buildings ..	1,000
(2)	To sanction non-recurring expenditure chargeable to contingencies ..	1,000

2. The Sub-Divisional Officer, Kulu, should exercise these powers for Community Development/National Extension Service Blocks in Kulu Sub-Division.

3. All these powers are subject to the condition that necessary funds exist in the budget to meet the expenditure involved.

4. The money limits specified in the delegation above regarding works relate to the entire estimated cost of a work including both original works and repairs, if any, and not merely to the cost of the portion relating only to original works.

SUBE SINGH
Under-Secretary, Development (C.P.).

ANNEXURE XXVI-E

FROM

SHRI SUBE SINGH, I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department (CP)

To

THE PLANNING AND DEVELOPMENT COMMISSIONER, PUNJAB,
CHANDIGARH.

*Memorandum No 5068 (BDP) CP-57/19622
Chandigarh, dated the 16th December, 1957.*

Subject .—Delegation of powers under the National Extension Service/Community Development Programme for the execution of small works.

In partial modification of the extent of delegations made to various officers,--*vide* Finance Department's letter No. 2315-Fin-Plg.-54/6307, dated the 14th October, 1954, the Governor of Punjab is pleased to order that the powers already delegated to Development Commissioner to accord administrative approval and financial and technical sanction (within the approved programme) in the case of buildings may be enhanced from Rs 20,000 to Rs 25,000 each building, in so far as the construction of Block Office buildings was concerned.

SUBE SINGH,
Deputy Secretary, Development.

No. 5068 (BDP) CP-57/19623, dated the 16th December, 1957.

A copy with a spare copy is forwarded to Accountant-General, Punjab, for information and necessary action.

(Sd.)
O. S. D. (F)
for Secretary to Government, Punjab,
Finance Department.

A copy is forwarded to the Officer on Special Duty, Finance Department, for information.

To

(Sd.)
Deputy Secretary,
Development (A)
Officer on Special Duty, Finance Department.

ANNEXURE XXVI-F

No. BDO(P)-58/27292

FROM SHRI B. B. VOHRA, I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department (P),

TO THE PLANNING AND DEVELOPMENT COMMISSIONER, PUNJAB,
CHANDIGARH.

Chandigarh, dated the 20th June, 1958.

Subject.—Delegation of powers to Sub-Divisional Officers (Civil) in connection with the implementation of National Extension Service programme.

Memorandum

Government have been considering for some time past the question of delegating powers to the Sub-Divisional Officers (Civil) for the sanctioning of schemes under the National Extension Service/Community Development programme. It has now been decided that the following powers may be delegated to Sub-Divisional Officers (Civil). These powers will, however, be exercised by an Sub-Divisional Officer (Civil) at the discretion of his Deputy Commissioner, who will authorise each individual Sub-Divisional Officer (Civil) in writing to exercise these powers to the extent he considers fit in each case.

Serial No.	Nature of delegation	To whom delegated	Extent of delegation
1	To sanction individual schemes (other than works) within the approved programme for each National Extension Service/Community Development Block	Sub-Divisional Officer (Civil)	Rs 10,000
2	To sanction grant-in-aid to local institutions (within the approved programme)	Ditto ..	Rs 10,000 in each case.
3	To accord administrative approval and financial and technical sanction to the proposals for works other than residential buildings	Ditto ..	Rs 2,000 in each case
4	To sanction casual leave to Block Development Officers	Ditto ..	Upto 4 days at one time provided Deputy Commissioner is informed of the total casual leave taken previously in a current year.
5	To counter-sign Travelling Allowance bills of Block Development Officers.	Ditto ..	Full powers.
6	To sanction absence beyond jurisdiction in areas under their jurisdiction	Ditto ..	Up to 7 days at a time under intimation to Deputy Commissioner and Planning and Development Commissioner

2. These delegations are subject to the following conditions :—

- (a) No extra staff will be provided to the Sub-Divisional Officers (Civil).
- (b) Copies of all sanctions issued by the Sub-Divisional Officers (Civil) should be endorsed to Planning and Development Commissioner, Accountant-General, Punjab, Simla and Finance Department, Punjab, for information.
- (c) Necessary funds exist in the budget.
- (d) Each sanction should bear the following certificates :—
 - (i) Certified that this scheme is covered _____ (state relevant item here) under sub-head _____ (state relevant sub-head here) of the consolidated budget of the block, for which a provision of Rs _____ has been approved and that the total expenditure on the item to which this scheme relates will not exceed the above provision in the consolidated budget for the entire period of operation of the Block.
 - (ii) That the expenditure is covered under item _____ under the minor head _____ of the schematic budget approved for the Block.
- (e) The powers will become operative only after the schematic budget of the block has been sanctioned.
- (f) A copy of the order issued by the Deputy Commissioner authorising the Sub-Divisional Officer (Civil) to operate the powers shall be endorsed by the Deputy Commissioner to the Planning Development Commissioner, Punjab, Chandigarh and Accountant-General, Punjab, Simla.

B. B. VOHRA,

Deputy Secretary to Government (P) I.

No. BDO(P)-58/27293, Chandigarh, dated the 20th June, 1958.

A copy with a spare copy is forwarded to Accountant-General, Punjab, for information.

B. B. VOHRA,

Deputy Secretary to Government (P)I.

No. BDO(P)-58/27294, Chandigarh, dated the 20th June, 1958.

A copy is forwarded to Finance Department for information with reference to their U. O. advice No. Nil, dated 26th May, 1958.

B. B. VOHRA,

Deputy Secretary to Government (P)I.

ANNEXURE XXVI-G

Copy of letter No. 2315-Fin-Plg-54/6307, dated the 14th October, 1954, from the Secretary to Government, Punjab, Finance Department, to the Development Commissioner, Punjab.

Subject.—Delegation of powers to the Development Commissioner and Project Executive Officers.

With a view to expedite the execution of work relating to the Community Projects in the Punjab, the Governor of Punjab is pleased to order that the power delegated under Serial No. 5 in Finance Department letter No. 7073-B-52/7025, dated the 22nd August, 1953, may now be read as under :—

<i>Nature of power</i>	<i>To whom delegated</i>	<i>Extent</i>
To accord administrative approval and Financial and Technical sanction (within the approved programme) to works (all works including irrigation, roads, buildings, etc.) (Technical sanctions will be issued in consultation with the technical staff existing in the normal Department).	Development Commissioner	Rs 20,000 in the case of buildings and Rs 25,000 in the case of roads.

2. The Governor of Punjab is also pleased to delegate the powers as under :—

To accord administrative approval and financial and technical sanctions (within the approved programme) to works (all works including irrigation, roads and buildings, etc.)	Executive Engineers (P.W.D., B. & R Branch)	Rs 10,000
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Copy of endorsement No. 2315-Fin-Plg-54/6308, of even date and from the same officer.

A copy is forwarded to the Accountant-General, Punjab, for information, with reference to Finance Department endorsement No. 7073-B-52/7026, dated the 22nd August, 1952.

Copy of U.O. without No. and date from the same officer.

A copy is forwarded to the Chief Engineer, Punjab, P.W.D., Buildings and Roads Branch, for information, with reference to Finance Department U.O. endorsement No. 7073-B-52, dated the 22nd August, 1952.

ANNEXURE XXVI-H

No. CP-55/3863

FROM

SHRI BHAG SINGH, P.C.S.,
Deputy Secretary to Government, Punjab,
Development Department (C.P.)

To

- (i) ALL THE DEPUTY COMMISSIONERS (EXCEPT SIMLA).
(ii) ALL THE BLOCK DEVELOPMENT OFFICERS IN THE PUNJAB.

Dated Simla-2, the 23rd September, 1955.

Subject.—Delegation of powers to the Deputy Commissioners and the Block Development Officers.

Memorandum

With a view to expedite the execution of works relating to National Extension Service Programmes in the Punjab, the Governor of Punjab is pleased to delegate the following powers to the Deputy Commissioners/Block Development Officers :—

<i>Nature of power</i>	<i>To whom Delegated</i>	<i>Extent up to</i>
(a) To accord administrative approval to the proposals for works other than residential buildings	Deputy Commissioners	Rs 1,000
(b) To accord administrative approval to the proposals for works, other than residential buildings	Block Development Officers	Up to Rs 500

2. All the powers are subject to the condition that necessary funds exist in the budget to meet the expenditure.

3. These powers will remain in force till the National Extension Service Block period.

4. The money limits specified in the delegation above regarding works relate to the entire estimated cost of a work including both original works and repairs, if any, and not merely to the cost of the portion relating to only original works.

BHAG SINGH,
Deputy Secretary, Development (C.P.)

No. CP-55/3864

A copy is forwarded to the Accountant-General, Punjab, for information.

Assistant Secretary, Finance.

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No. CP-55/3865

A copy is forwarded to the Commissioners, Ambala and Jullundur Divisions, for information.

BHAG SINGH,
Deputy Secretary, Development (C.P.)

A copy is forwarded to the Assistant Secretary, Finance, with reference to his U.O. No. 1177-CP(B)-55, dated the 20th September, 1955.

BHAG SINGH,
Deputy Secretary, Development (C.P.)

To
The Assistant Secretary, Finance,
U.O. No. CP-55/4643, dated the 22nd September, 1955.

ANNEXURE XXVI—I

No. 187(CH)-CP-55/3861

FROM

SHRI BHAG SINGH, P.C.S.,
Deputy Secretary to Government, Punjab,
Development Department (C.P.)

TO

ALL THE BLOCK DEVELOPMENT OFFICERS IN THE PUNJAB.

*Dated Simla-2, the 23rd September, 1955.**Subject.*—Delegation of powers for the execution of works.**Memorandum**

The Governor of Punjab is pleased to delegate the following powers to the various officers indicated against each item with a view to expedite the execution of works relating to the National Extension Service Programme in the Punjab :—

<i>Nature of power</i>	<i>To whom delegated</i>	<i>Extent of delegation</i>
(a) To accord technical sanction to the estimates relating to the execution of small works like construction of culverts on Katcha roads	Sub-Divisional Officers attached to National Extension Service Blocks	Up to Rs 2,000
(b) To accord technical sanction to the estimates relating to the execution of small work like construction of culverts on Katcha roads.	Overseers attached to the National Extension Service Blocks	Up to Rs 1,000

*Subject to the condition that (i) a copy of such sanction is sent to the Executive Engineer concerned and if he does not raise any objection within a fortnight of its receipt, it may be taken as sanctioned.

(ii) The sanction of the Development Commissioner, Punjab, should not be asked for where the Block Development Officer/Deputy Commissioner is empowered to sanction expenditure for the execution of small works.

(iii) For works where the Block Development Officer/Deputy Commissioner is not competent to sanction expenditure, the cases should be referred to the Development Commissioner, Punjab, for necessary sanction. But in those cases it should be certified that the estimates have been technically approved by a competent authority.

BHAG SINGH,
Deputy Secretary, Development (C.P.)

No. 187(CH)-CP-55/3862

A copy is forwarded to the Accountant-General, Punjab, Simla, for information.

Assistant Secretary, Finance.

No. 187(CH)-CP-55/3862-A

A copy is forwarded to the Commissioner, Ambala/Jullundur Division, for information.

BHAG SINGH,
Deputy Secretary, Development (C.P.)

A copy is forwarded to the Chief Engineer, P.W.D., Buildings and Roads Branch/
Assistant Secretary, Finance, with reference to his U.O. No. 1108-Fin-Plg-55, dated the 23rd
March, 1955, for information.

BHAG SINGH,
Deputy Secretary, Development (C.P.)

To

The Chief Engineer, P.W.D., Buildings and Roads, Branch.

Assistant Secretary to Government, Punjab, Finance Department U.O. No. 187(CH)-
C P 55/4642, dated the 23rd September, 1955.

ANNEXURE XXVII

(Provincial)

Stereo A. and T./Contingency No. 314

(S.T.R. 33.)

Bill No. _____

Not payable in cash but by book transfer

_____ District

Voucher No. _____ of _____ List of payment for _____

Bill for service postage stamps of the office of _____
for the month of _____

Head of service _____

Department _____

Postage stamps required of the following denominations	Value
	Rs nP.
10 rupee stamps ..	
5 rupee stamps ..	
2 rupee stamps ..	
1 rupee stamps ..	
12 anna stamps ..	
8 anna stamps ..	
6 anna stamps ..	
4 anna stamps ..	
3 anna stamps ..	
2½ anna stamps ..	
2 anna stamps ..	
1½ anna stamps ..	
1 anna stamps ..	
¾ anna stamps ..	
½ anna stamps ..	
¼ anna stamps ..	
Service post-cards ..	
Rupees (in words) _____	

ANNEXURE XXVIII

FINANCIAL HANDBOOK No. 2

PUNJAB FINANCIAL RULES

Volume I

Rule 20.8 Contingencies, Stores, etc.

Item No.	Serial No.	Nature of power	To whom delegated	Extent
1	2	3	4	5
1	1	To sanction non-recurring expenditure, chargeable to Contingencies, where no special power is prescribed in these rules	(i) Disbursing Officers (ii) Controlling Officer (iii) Heads of Departments	Up to a maximum of Rs 200 for any one item. Up to Rs 500 for any one item. Up to Rs 1,000 for any one item.
2	2	To sanction recurring expenditure chargeable to contingencies and not otherwise provided for	All Disbursing Officers	Up to a maximum of Rs 25 per mensem in each case and (i) for a period not exceeding six months, in the case of non-contract contingencies ; and (ii) for the period of contract contingencies.
3	4	To incur, or sanction expenditure on service postage stamps for use in Government Offices and institutions	(i) Disbursing Officers (ii) Heads of Departments and Controlling Officers	Up to Rs 750 at one item on any one purchase. Up to Rs 2,000 at one time
4	6	To sanction recurring expenditure on the maintenance and repairs of clocks in offices	Heads of Offices ..	Up to a limit of Rs 20 per month (Repairs, cleaning and oiling of office clocks should be entrusted to a recognised firm of watch-makers)
5	7	To entertain temporary establishment, chargeable to hot and cold weather charges as for instance, punkha coolies	Heads of Offices ..	Rs 20 per mensem, or the market rate, as fixed by the Deputy Commissioners, whichever is greater, and for a period not exceeding six months in each case.
6	8	To sanction the payment of rent for ordinary office accommodation	Heads of Departments (except forest) and Commissioners of Divisions	Up to the following limits :— (i) When the accommodation is provided in a separate building Rs 250 a month. } Subject to the provision that no lease is entered into for a period of more than one year and to the condi-

Item No.	Serial No.	Nature of power	To whom delegated	Extent
1	2	3	4	5
				(2) When the accommodation is provided in a building partly used as a private residence, on the proportion of the plinth area, up to one half of the total rent per month, or Rs 20 whichever is less.
7	9	To sanction the payment of rent for lands and houses occupied by Government for other than office and residential purposes, (Rest Houses are included in houses for residential purposes)	Heads of Departments (except forest) Superintending Engineers in the Public Works Department and Commissioners of Divisions	Up to a maximum of Rs 100 per mensm Subject to the provisions laid down in paragraph 28, of Appendix 15. Subject to the provision that no lease is entered into for a period of more than one year, and to the condition laid down in paragraph 18 of Appendix 15.
8	14	To sanction the hiring of type-writers of approved patterns for use in their own offices, and offices subordinate to them	Disbursing Officers	Up to 3 months, in the case of type-writers required for existing offices, and up to six months in the case of offices set up for the first time.
9	15	To sanction the purchase of duplicators and duplicating machines	Heads of Departments and Controlling Officers	Up to Rs 500 for each machine and subject to the rule in Chapter 11 of the Printing and Stationery Manual.
10	19	To sanction the petty local purchase of stationery usually supplied by the Stationery Office, other than special articles, of stationery mentioned in paragraph 10.19 (e) of the Punjab Printing and Stationery Manual	Heads of Departments, Commissioners, District and Sessions Judges, Superintending Engineers, Public Works Department, Director Irrigation Research, Principal Punjab Engineering College, Roorkee, Principal Government School of Engineering Kalsia, Conservators of Forests, Deputy Inspector-General of Police, the Assistant Inspector-General, Railway Police, Superintendents of Police,	Up to a limit of Rs 50 for each purchased in emergent cases subject to the rules in Chapter 10 to the Printing and Stationery Manual, and in the case of offices situated at Simla subject further to the condition that local purchase is not permitted unless they obtain a certificate from the Controller, Printing and Stationery Punjab, to the effect that the articles required are not available at the time.

Item No.	Serial No.	Nature of power	To whom delegated	Extent
1	2	3	4	5
10— <i>cld</i>	19— <i>cld</i>		Deputy Superintendent, incharge of the Recruits Training Centre, Gobindgarh Fort, Amritsar, Controller of Stationery and Printing Punjab, Registrar, High Court of Judicature, Secretary Punjab, Public Service Commission and Director of Public Relations	
11	22	To sanction expenditure in emergent case, an account of binding work executing locally	<p>(1) Heads of Departments (except Chief Engineer, P.W.D., Irrigation Branch and the Inspector-General of Police) District and Sessions Judges, Commissioners of Divisions, Conservator of Forests, Deputy Inspectors-General of Police, Assistant Inspector-General, Government Railway Police, Punjab Agricultural College, Superintending Engineers, Buildings and Roads and Electricity Branches, Director, Irrigation Research, Punjab, Principal, Punjab Engineering College, Roorkee.</p> <p>(2) Chief Engineer, Irrigation Branch</p> <p>(2-A) Superintending Engineers, Irrigation Branch</p> <p>(3) Inspector-General of Police</p>	<p>Up to a limit of Rs 20 in each case.</p> <p>Up to a limit of Rs 40 in each case.</p> <p>Up to a limit of Rs 40 in each case.</p> <p>Up to a limit of Rs 60 in each case.</p>

Item No.	Serial No.	Nature of power	To whom delegated	Extent
1	2	3	4	5
11 <i>cl</i>	22 <i>cl</i>		(4) Superintendent of Police. (5) All Deputy Commissioners, in the Punjab (6) Executive Engineers in Public Works Department. (7) Electric Inspector to Government Punjab and Consulting Architect to Government, Punjab.	Up to a limit of Rs 10 in each case and subject to the total expenditure of Rs 100 in any one financial year.
12	24	To sanction expenditure in urgent cases on account of printing-typographic or lithographic at private presses chargeable to office contingencies	Chief Engineers and Superintending Engineers in the Irrigation and Electricity Branches	Up to a limit of Rs 50 in each case and subject to the procedure laid down in paragraph 2.20 of the Punjab Printing and Stationery Manual.
13	90	To sanction the renting of office accommodation for Superintending Engineers, Superintendents of Works, Executive Engineers, S.D.Os. or Deputy Collectors :— (1) When the accommodation is provided in a separate building. (2) When it is provided in the building in which the Government servant resides :— (a) If he happens to be an Executive Engineer incharge of a Division or a Superintendent of Works ; or (b) if he happens to be a Sub-Divisional Officer or a Deputy Collector	Superintending Engineers, Public Works Department Superintending Engineer, Public Works Department Superintending Engineer	Up to a maximum of Rs 200 per mensem in case of Superintending Engineers, Superintendents of Works and Executive Engineers, and up to a maximum of Rs 60 per mensem in case of S.D.Os. and Deputy Collectors, and subject to the production of a non-accommodation certificate as required by paragraph 28 of Appendix 15, and to the further provision that no lease is entered into for a period of more than one year. Up to Rs 60 a month, and in special cases, up to a maximum of Rs 90 per mensem, but in no case must the rent paid by Government exceed half the rent of the whole house and subject to the other conditions noted against clause (1) above. A fair portion of the rent may be paid by Government up to a maximum of Rs 40 per mensem subject to other conditions noted against clause (1) above.
14	90-A	To sanction the grant of allowance to Zilladars for hiring office accommodation privately	Executive Engineer, Irrigation Branch	Up to Rs 6 per mensem subject to the condition that the Zilladar is not provided with a Government quarter.

Item No.	Serial No.	Nature of power	To whom delegated	Extent
15	92	To grant an allowance to Chaukidars employed in the Public Works Department, Irrigation Branch, who are required in addition to their own duties, to (1) do dak work ; or (2) read gauges.	Superintending Engineer, Irrigation Branch	Subject to the amount of the allowance not exceeding Rs 2-8-0 per mensem, in each individual case.
16	95	To grant a fixed monthly allowance on account of kerosine oil used for performing duties at night	Executive Engineers and Resident Engineer, Electricity Branch	Up to the following limits :— Signallers and Telegraph Attendants Rs 1½ to Rs 4½. Treasury Guard Rs 2½ to Rs 6. Dak Munshis Rs 1½ to Rs 2½ Chowkidars Rs 1½ to Rs 2½. Gauge Readers Rs 1½ to Rs 2½. Gauge Readers at important Regulating Centres Rs 2½ to Rs 6. Provided that :— (i) no allowance is granted to signallers, telephone-attendants, dak Munshis and treasury guards at places where electric light is provided ; (ii) no allowance is given to office establishment, such as Sub-Divisional Clerks, Camp Clerks, Munshis, Class IV Government Servants, Menials, etc., or to work-charged establishment, except rest-house Chowkidars. Oil required for such establishment will be purchased according to requirements, and charged to office contingencies, or works, as the case may be ; (iii) wherever it can be arranged conveniently, e.g., at Headworks, oil should be supplied in kind, in preference to the grant of an allowance ; (iv) The rate in each case will be fixed according to the locality and the amount of work required to be done. RS A. P.
17	95-A	To sanction the payment of fixed monthly paste allowance to office peons or daftries in the open canal circles	Heads of offices in the Irrigation Branch	Up to :— Irrigation Branch .. 6 0 0 Secretariat Circle Office .. 1 8 0 Divisional Office .. 2 8 0 Sub-Divisional Office .. 1 0 0

Note.—(1) The term "Office Peons" may be held to include office Khalasis also in the case of Sub-Divisional Offices.

(2) The work of supplying paste for office use may be entrusted to any Class IV Government Servant at the discretion of the Head of Office, subject to the explicit proviso that the above scale is not exceeded.

Item No.	Serial No.	Nature of power	To whom delegated	Extent
1	2	3	4	5
18	96-A	To sanction the purchase of books required for reference in the Central Workshops	Superintendent, Central Workshops	To the extent of Rs 100 (excluding postage) for any single purchase provided the grant for office contingencies for the year is not exceeded.
19	101	To sanction the purchase of ferro-Chemicals	Superintending Engineers	Up to an annual limit of Rs 200 only for each ferro-printing office.
20	101-B	To purchase livestock for the working of Farms	Director, Irrigation Research, Punjab	Up to Rs 2,000 for each purchase, subject to budget provision.
21	101-C	To sanction the purchase of implements, required for the working of a Laboratory or Farms.	Ditto ..	Up to a limit of Rs 15,000 in each case, subject to budget provision.
22	101-D	To purchase office furniture	Ditto ..	Up to a limit of Rs 1,000 in each case, subject to budget provision.
23	101-E	To employ regular establishment and labour, chargeable to "Contingencies" for working of Farms and the Laboratory	Director, Irrigation Research, Punjab	Up to Rs 200 per mensem, for each person employed for the actual execution of works and subject to following conditions :— (a) Provision exists in the budget grant. (b) The pay and allowances of no such appointment shall exceed the prescribed rates in cases where such rates have been definitely laid down by a higher authority for any particular class of appointment.
24	1	20.17 Write off losses stores etc. (Rules 15.3 and 15.4) To write off finally the irrecoverable value of stores or public money lost by fraud or negligence of individuals, or other causes.	Chief Engineers ..	Up to Rs 5,000.
25	7	To write off losses due to depreciation of serviceable stock (i.e., book losses only as opposed to actual losses).	Chief Engineers .. Superintending Engineers Executive Engineers	Rs 25,000 Rs 20,000 Selected officers — Provided the loss of Rs 5,000 — over Rs 1,000 is Non-selected — reported to the officers Rs 2,500— Superintending Engineer. The above delegations are subject to the main condition that the depreciation is not the result of the negligence of any individual.

Item No.	Serial No.	Nature of power	To whom delegated	Extent
1	2	3	4	5
26	8	To sanction write off from the return of tools and plant when only part values has been recovered	Executive Engineers	Selected Officers—Rs 1,000 Non-selected Officers—Only if full value has been recovered.
27	9	To write off actual losses of stock	Ditto .. Director, Irrigation Research Institute, Punjab.	Upto the limit of Selected Officers—Rs 200 Non-selected Officers—Rs 75. Rs 250.

ANNEXURE XXIX

(In case of B.D.Os.)

No.
Dated
Order*Subject* :—Scheme for_____

The Block Development Officer_____Block has accorded sanction, under the powers delegated under Serial No. _____of Punjab Government letter No. 2315-FP-54/6305, dated the 14th, October, 1954, to the incurring of an expenditure to the extent of Rs_____ (Rupees in words) in connection with the scheme for (purchase of agricultural implements for demonstration purposes, development of poultry breeding, etc.) in Community Development-National Extension Service Block_____according to the details given below (or enclosed)—

- (i) Details of various items of expenditure)
- (ii)

2. The expenditure involved will be met from within the sanctioned budget grant under the head "63—B—Community Development Projects, N.E.S., and Local Development Works (Name of Community Project or National Extension Service Block) Name of sub-head, such as A—Project Headquarters, or B—Agriculture, etc., Name of Primary Unit—such as Contingencies" for the financial year_____

B.D.O.

No.

A copy is forwarded to the Accountant-General, Punjab (D.A. 14 Section), for information.

2. The expenditure is covered under item "_____", subordinate to the Sub-head "_____" of the consolidated budget approved for this block.

It is certified that the total expenditure on the scheme will not exceed the limit of Rs_____during the entire Project/Block period.

B.D.O.

No.

A copy, with a copy of the scheme, is forwarded to the Commissioner, Division, for information.

B.D.O.

No.

A copy, with a copy of the scheme is forwarded to the Deputy Commissioner, _____ District, for information.

B.D.O.

No.

A copy, with a copy of the scheme, is forwarded to the Assistant Secretary to Government, Punjab, Finance Department, for information.

B.D.O.

ANNEXURE XXX**Proforma for Schemes**

1. Name of District ..
2. Name of Tahsil ..
3. Name of Community Development/
National Extension Service Block
4. Subject of the scheme ..
5. Head and Minor Head to which the cost
of the scheme is debitable. Indicate the
exact item of the schematic budget also
if available
6. Provision under the Head/Minor Head—
 - (a) in the schematic budget ..
 - (b) in the annual budget ..
7. Total amount for which schemes under
this head/minor head have been sanctioned
or submitted prior to this scheme ;
 - (a) upto date ..
 - (b) during the year ..
8. Balance of the schematic/annual budget
against which the scheme is to be adjusted
9. Total cost of the scheme including the
total recurring cost of the scheme
10. Recurring annual cost of the scheme and
the authority that will take over after the
block period with a copy of its concurrence,
with grades of pay of staff and their
strength. Please also state if the grades
proposed are identical with those allowed
to regular government servants of similar
classes
11. Basis on which the estimated cost has
been worked out, e.g. Rs per
100 square feet in case of payments

Rs per running feet in case of drain Rs
per culvert of size feet X
feet etc. etc. A copy of the estimated
cost of the unit e.g., 100 square feet,
running foot, a culvert, a school etc.
should be enclosed. Please also attach
plan and estimate.

12. (a) Share which the villagers would contribute, e.g. 25 per cent, 50 per cent etc.

(b) which the Government would contribute and its amount
13. The executing agency of the scheme, viz., Block staff or Panchayat etc.
14. Brief description of the scheme ..
15. Detailed justification for the scheme and staff indicating pay of staff, D.A. and H.T.A., contingencies, etc.

(Please add a spare sheet if necessary)

Block Development Officer.

ANNEXURE XXXIII

LIST NO. III

Chronological list of Schemes received from _____ Block.

(To be kept by the Head Office)

Serial No.	Brief particulars of the scheme	Amount of expenditure to be incurred by Government	Head/Sub Head of account to which debitible	Number and date of the reference from B. D. O./D. C.	Number and date of order of sanction by the head office	REMARKS
1	2	3	4	5	6	7

Note.—In the case of schemes for sanctions to staff the period for which staff is required should be indicated in column 2.

2. In those cases in which a scheme is forwarded for sanction to the F. D. or is returned to the B. D. O. for further information, the No. and date of the reference with which it is forwarded/returned should be given in the 'Remarks column'.

ANNEXURE XXXIV

FORM B

Gram Sevaks Day Book

(1) Name of village _____

(2) Name of Work _____

(i) Details of expenditure

Date	Particulars	Daily rated labour	Material supplied by the B. D. O.	Material purchased by the panchayat direct	Total amount spent

ANNEXURE XXXV

Statement showing the irregularities generally noticed in the Audit of Accounts of Block Development Officers

CENTRAL AUDIT

1. Sub-vouchers and payees' receipts are not received with the contingent bills.

2. Details of various items of expenditure are not recorded in the contingent bills and reference to the No. and date of the letters containing the orders of the competent authority sanctioning the special charges is often not quoted.

3. Sometimes an item in a bill under one heading contains charge relating to several schemes which is misleading, e.g., "Office rent" contains expenditure on account of stationery, etc.

4. In pay bills, reference to the No. and date of the letters containing the orders of the competent authority sanctioning the posts is sometimes not quoted, while in some other cases the No. and date quoted, is incorrect. In case of officials on leave, leave salary calculations are not attached or worked out correctly.

5. Deduction schedules on account of recoveries are not attached with the bills.

6. Complete classification, particularly the minor and detailed heads. e.g., "District Headquarters Establishment", "Communications", etc., and "Grants-in-aid", "Contingencies" is not recorded and further it is not indicated whether the charges is "recurring" or "non-recurring".

7. The sub-major head "National Extension Service" or "Local Development Works" is not recorded distinctly. Sometimes abbreviation such as "T.A." is used both for "Temporary Allowance" and "Travelling Allowance" which results in mispostings in accounts.

8. The certificate regarding the fulfilment of conditions prescribed for the payment of grants-in-aid is often not recorded. It is also not indicated as to how they satisfied themselves of fulfilment of such conditions by the grantee. Similarly, in case of other contingent charges the fact of fulfilment of conditions, if any (e.g. purchase of articles through reorganised store purchase organisation, maintenance of centre-wise accounts, etc.) prescribed in sanctioning letter is not recorded.

9. Usual certificate regarding contingent paid staff (as required under note 5 below Punjab Financial Rule 8.4) is either not recorded or not properly filled in at the back of the bill before being signed.

10. In case of electric and telephone charges, certificate to the effect that these amounts do not include any expenses on account of private consumptions is not recorded.

11. In case of Travelling Allowance Bills the printed certificates are not properly filled in. It is not indicated whether the journeys are beyond five miles radius, etc. In case of journeys beyond jurisdiction reference to the No. and date of orders under which they are permitted to undertake journeys is not quoted.

12. In case of charges on petrol, oils, etc., the certificate regarding the prescribed monthly limits of Rs 300 up to which Block Development Officer is authorised to incur expenditure is not recorded. Likewise, such certificates in respect of expenditure on culverts, etc., are not recorded.?’

13. In case of works expenditure incurred by the Block Development Officers the detailed bills of contractors are not attached. Further, the basis of the rates allowed and an indication whether the tenders were invited (and this being so whether lowest tender was accepted or not) etc., is not recorded.

14. Replies to audit objection memoranda are delayed and the replies given are not complete in all respects.

15. Charges are sometimes drawn under the heading “Non-recurring contingencies” or “Petty contingencies” though the amounts, involved are considerably heavy. This, in the absence of full particulars, cannot be classified properly. The nature of various charges are not shown distinctly in the contingent bill under the heads concerned.

ANNEXURE XXXVIII

FORM A—II

C.D. NATIONAL EXTENSION SERVICE BLOCK

Register of progressive expenditure

Serial No.	Minor Sub-head	Provision in the Schematic Budget	Expenditure to end of previous year	EXPENDITURE DURING AND TO THE END OF THE YEAR 19 .													March final	March Supply	REMARKS
				April	May	June	July	August	September	October	November	December	January	February	March				
	A. BLOCK HEAD-QUARTERS			Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs		
	<i>Other than loan</i>																		
	Recurring ..																		
	Non-Recurring—																		
	Rupees ..																		
	Dollar ..																		
	Loan ..																		
	Total A—Block Headquarters																		
	(So on) ..																		
	Grand Total..																		

Notes :—(1) The expenditure during the month should be shown in blue ink and to end of the month, below it in red ink. The expenditure to end of April should include the expenditure brought forward.

(2) The expenditure as National Extension Service and Community Development Block should be shown on separate folios. But the expenditure incurred up to the National Extension Service stage should be brought over and included in the expenditure as Community Development Block.

ANNEXURE XXXIX

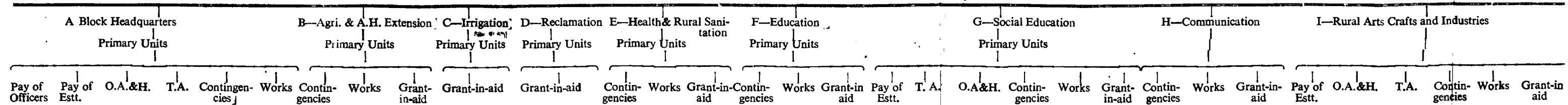
**List of Sub-major and minor heads and primary units sanctioned under the Major Head
"63-B—Community Development Projects, National Extension Service
and Local Development Works"**

SUB-MAJOR-HEADS A COMMUNITY DEVELOPMENT PROJECTS

B—NATIONAL EXTENSION SERVICE

371-372

MINOR HEADS UNDER THE SUB-MAJOR HEADS 'A' and 'B' ABOVE



**List of Sub-Major and Minor Heads sanctioned under the Major Head
"L-1—A—Receipts on account of Community Development Projects, National Extension Service and Local Development Works".
Sub-Major Heads— A. Community Development Projects
B. National Extension Service**

Minor Heads



ANNEXURE XXXX

**Register showing progress of Works, Expenditure on Community Projects,
executed through the Agency of the Public Works Department**

Serial No.	Name of work	Estimated cost	Name of the Division responsible for execution of works	AMOUNT OF EXPENDITURE INCURRED IN THE PUBLIC WORKS DEPARTMENT					
				In April, 19	To end of May, 19	To end of June, 19	To end of July 19	To end of August 19	To end of September 19

To end of October 19	To end of November 19	To end of December 19	To end of January 19	To end of February 19	To end of March, 19	Date of completion of work	Total expenditure incurred to the date of completion

ANNEXURE XXXXI

FORM "C"

Stock Account of Materials

Date	From whom received or how utilized	Receipts	Issues	Balance

ANNEXURE XXXXII

Block _____

Proforma account of _____

1. Reference to the No. and date of sanction of the competent authority
2. Total cost of the work
3. Amount of share of the Government and ratio to the amount in (2) above _____
4. Amount of the share of the public benefited and ratio to the amount in para (2) above.

Serial No. and date	1			2						3	4	5			
	EXPENDITURE ACTUALLY INCURRED			SHARE ACTUALLY CONTRIBUTED BY PUBLIC						Total I (a) and 2 (b) plus (c)	REMARKS	Initials of the Block Development Officer			
	Amount (a)	Less contribution (b)	Net expenditure to Government (a)-(b)	(a)		(b)		(c)					(d)		
				<i>In cash</i>		<i>In material</i>		<i>In labour</i>					Total (a) plus (b) plus (c)		
No. and date of item in stock register				amount	No. and date of item in stock Register	Amount	No. and page of Village Level Worker's Day Book	Amount							
Rs	Rs	Rs		Rs		Rs		Rs							

375

Notes: 1 A separate folio should be allotted for each work/scheme.

(2) The money contributed by the public in cash,—*vide* column 2 (a) is not to be utilised for expenditure on work/scheme direct. Such receipts should be credited into the Government treasury under the head "L-1—Extraordinary Receipts—Receipts on account of Community Development Project and National Extension Service—Other Receipts". The total expenditure on a particular work/scheme (whether met by Government Revenue or from the public contribution) would appear in column 1 (a)

ANNEXURE XXXXIII

Rules governing the payment of grant-in-aid

NOTIFICATION

The Governor of the Punjab is pleased to make the following rules regulating the payments of grants-in-aid under the Community Development Programme.

SECTION A—General

1. *Short title.*—The rules may be called the Punjab Community Development Grant-in-aid, Rules, 1957.

2. *Definition.*—In these rules, unless there is anything repugnant to the subject in the context :—

- (a) 'Government' means the 'Punjab State Government in the Administrative Department'.
- (b) 'Community Development Programme' means the schemes executed in the Community Development Blocks as well as the National Extension Service Blocks.
- (c) 'Block budget' means three years budget estimates of the development blocks relating to the Community Development Programme.
- (d) 'Community Project Administration' means the Government of India, Ministry of Community Development.
- (e) 'Audit' includes test audit but not internal scrutiny applied by departmental Officers.
- (f) 'Village Panchayat' means the executive committee of the Gram Sabha constituted under the Punjab Village Panchayat Act.
- (h) 'Public Street' means a village path-way, street, lane, alley or passage which the public has a right to pass along and includes the drains or gutters on either side.
- (i) 'Village' means any local area recorded as a revenue estate in the revenue records of the district in which it is situated.

3. *Scope of Grants-in-aid.*—Grants-in-aid shall be given for schemes which are not fully remunerative in nature but are conducive to the general health, advancement and welfare of the community.

4. Sums of money are annually set apart under the major head, "63-B—Community Development Projects, etc.," to be expended, under these rules for giving grants in aid to District Boards, Panchayats or *ad hoc* bodies where panchayats do not exist for the following purposes :—

- (i) For construction and repair of drinking wells and drainage works, etc.

- (ii) For pavement of public streets and for providing improved sanitary conditions.
- (iii) For Community Recreation Centres, Panchayat Ghars, Childrens' Parks, Sports, Radio Listening sets, etc.
- (iv) For educational programme, i.e., construction of new school buildings, extension to existing school buildings and running of schools, etc.
- (v) For Public Health purposes, i.e., construction and running of dispensaries, Maternity and Child Welfare Centres, Primary Health Centres, First Aid Posts and First Aid Centres, Ayurvedic Aushdhalyas, etc.
- (vi) For Co-operative Stores for storing seeds, agricultural implements, fertilisers, Veterinary dispensaries, etc.
- (vii) For training institutions in rural arts and crafts, cottage industries and women Industrial-cum-Welfare Centres, etc.
- (viii) For construction of approach roads to connect villages with the main road, culverts on existing roads over water courses, etc.

Note.—The *ad hoc* bodies without any legal status to sue or to be sued in a Court of Law should be genuine and reliable bodies so as to avoid any risk of loss of Government Money. The Block Development Officers should satisfy themselves regarding the genuineness and reliability of the *ad hoc* bodies before giving grants-in-aid to them and should record a certificate to that effect in the sanctioning letter.

5. Grants not provided for in these rules may be made under the orders of Government for special purposes approved by the Community Projects Administration, sanction for which shall be communicated to Audit through the Finance Department of the State Government.

6. *Limits upto which grant-in-aid can be granted.*—The percentage of payment of grant-in-aid by Government in respect of the purposes mentioned in rule No. 4 above is laid down as follows :—

(i) *Drinking water supply drainage, pavement of public streets and improvement of sanitation.*—A minimum of 50 per cent of the expenditure should be contributed by the villagers and the rest by the Government.

(ii) *Education.*—A minimum of 50 per cent of the cost of additional buildings should be contributed by the villagers and all other expenditure on equipment and staff, etc., will be borne by Government, during the project period. The land for these buildings is to be provided free of cost by the villagers.

(iii) *Dispensaries including Veterinary Dispensaries, Ayurvedic Aushdhalyas, First-aid-posts, etc.* A minimum of 50 per cent of the cost of additional buildings should be contributed by the villagers and all other expenditure on equipment, staff, etc., will be borne by the Government.

(iv) Community Recreation Centres, Co-operative Stores, Rural Arts and Crafts Centres, Cottage Industries Centres, Women Industrial-cum-Welfare Centres. A minimum of 50 per cent of the capital cost should be contributed by the villagers. Equipment like furniture, radio-sets, sports material, library books, newspapers, periodicals, musical instruments, photos, charts, machines, arts and crafts material has however, to be provided to these centres and a minimum of 50 per cent of the cost will be contributed by the villagers.

(v) Construction of approach roads, culverts, etc. Labour will be supplied free by the villagers. 50 per cent of other expenditure excluding the cost of land will be borne by Government.

Note. 1 In all the above cases for backward and hilly areas, the people's contribution will be reduced to 25 per cent. In other areas Government may for specific works and schemes reduce the scale of contribution but in no case lower than 25 per cent of the actual cost.

Note 2.—For works to be executed in the localities inhabited by Harijans, the contribution by Government shall be upto 75 per cent of the total cost.

7. *Procedure for giving grants-in-aid.*—Applications for grants-in-aid in Community Development Blocks shall be received in the prescribed form given in Annexure 'A' by the Block Development Officer, through V.L.Ws. and the specialist concerned, who will record their recommendations thereon.

Priorities for grants-in-aid in a particular field shall be fixed by the Block Development Officer in consultation with the Block Advisory Committee. The amount provided for grant-in-aid shall then be split up under various items accordingly to the priority and approval of it taken from the Deputy Commissioner concerned.

SECTION B—*Sanction of Grants-in-aid*

8. (a) The grants-in-aid shall be sanctioned by the competent authority to whom the necessary powers in this behalf have been or are delegated.

(b) Unless in any case Government directs otherwise, every order sanctioning a grant shall specify clearly the object for which it is given and the conditions attached to it. In case no conditions are attached to any grant the fact shall be specifically mentioned in the sanction.

(c) The Sanctioning Authority shall quote in the order the particular rule or orders under which the sanction has been accorded and shall certify in the sanction that the necessary conditions under which it is competent to accord the sanctions are satisfied.

(d) Each sanction shall indicate the Major, Sub-Major, Minor and Detailed Heads of Accounts to which the grant is debitable.

(e) The amount of grant-in-aid will be used for the purpose for which it is given. A Panchayat in receipt of grant for one purpose if desirous of utilising it for another purpose shall submit a fresh application regarding the purpose for which grant is desired. If the grant is not sanctioned for that purpose, the amount shall be refunded to Government.

(f) Each sanction as issued by the State Government shall bear reference to the particular item of the Block Budget under which the expenditure involved is covered.

SECTION C—*Withdrawal of Grants-in-aid*

9. (i) The money required for payment of grants-in-aid, in advance, shall be drawn on abstract contingent bill to be adjusted later by submission of detailed contingent bills. The maximum amount that shall be drawn on any single abstract contingent bill, shall not be in excess of Rs 10,000.

(ii) In support of the abstract contingent bill drawn during a month, the detailed bill shall be submitted by the 10th of the next month. No abstract bill for the subsequent month can be presented unless it is certified that monthly detailed bill in respect of the abstract bills drawn during the previous months has already been submitted for countersignature.

(iii) The total amount that may at any time be outstanding on abstract contingent bills for which detailed contingent bills have not been sent to audit, shall not exceed the limit of rupees twenty thousand.

SECTION D—*Payment of grant-in-aid*

10. The payment of grants-in-aid shall be made in either of the following forms provided the conditions as laid down in rule 11 of these rules are fulfilled.

(i) Lumpsum payment in advance.

(ii) Running payments.

(iii) Payments of Government share after the completion of work or purchase of equipment for which the grant-in-aid, is sanctioned.

11. The grants-in-aid as classified in rule 10 of these rules, shall not be paid unless the following conditions relating to each class are fulfilled which shall appear in all sanctioning letters, a copy of which shall also be forwarded to the Accountant-General, Punjab :—

(i) (a) That the grantee shall give in writing that the grants will be utilised only for the purpose for which it has been sanctioned.

(b) That the works in institutions for which grant-in-aid is given by the Government will be continued to be maintained by the grantee.

(c) In case an advance payment is required by a Panchayat or *ad hoc* bodies, a regular resolution shall be passed to this effect that the prescribed percentage of expenditure will be contributed by that body in the form of land, labour, material or cash.

(d) Only so much of the grant shall be drawn during any financial year as is likely be expended during that year.

(e) No amount shall be drawn in advance of the actual requirements.

- (f) There shall be no abnormal rush for payments during the month of March as far as it is possible.
- (g) The grant will ordinarily be utilised within 6 months but the period may for special reasons to be recorded in writing by the Block Development Officer and with the approval of the Deputy Commissioner, be extended to one year
- (h) Any portion of the amount of the grant which is not ultimately required for expenditure upon the object for which the grant was sanctioned during a financial year shall be surrendered before the end of the financial year.
- (i) In case the amount due to be refunded to Government is not refunded, or the amount has been misused it will be recoverable from the funds of the local body, panchayat or *ad hoc* body concerned in lumpsum as arrears of land revenue.
- (j) That the work shall be carried out according to the specifications and design approved by the Block Development Officer concerned.
- (k) That a regular record of the details of expenditure incurred on each work will be maintained daily to the satisfaction of the Gram Sevak which shall be open to check by the Block Development Officer.
- (ii) Payment of Government share as grant-in-aid in respect of completed work or works in hand will be made subject to the following conditions :—
- (a) That the prescribed percentage of expenditure to be contributed by the Village Panchayat or other body has actually been incurred and its details are contained in the muster rolls and Day Book maintained by the Gram Sevak.
- (b) That the work, in question, has been executed under the technical advice of the Block Authorities and that the rates of material utilized and the wages of the labour employed were not abnormal.
- (c) That the actual payee's receipts together with copies thereof, are produced, in support of the claims. The original receipts will, however, be returned by the Block Development Officers to the Panchayats concerned after examination and attesting the copies thereof for record in the Block Office
- (d) The Block Development Officers will disburse the grant on the basis of the actual payee's receipts and obtain receipt of the Head of the Panchayat with two other witnesses. In the case of the *ad hoc* body, the receipt shall be signed by the member with whom the Block Development Officer deals and shall be attested by the Lambardar of the village.

SECTION B—*Maintenance of Registers*

12. Each Gram Sevak shall keep a Day Book in the form given in Annexure 'B'. He will record therein all items of expenditure incurred by the Panchayat or the Private Association concerned, on material, labour, etc. The Register will be written up by him after a verification at the spot, each village being allotted separate pages in the register. In addition to this, proforma as given in Annexure 'C', shall be maintained of the value of work done by voluntary labour or free supply of materials, if any, so that the total cost of the works may be known. An extract of these accounts will be supplied by the Block Development Officers concerned to the Accountant-General, Punjab, in proforma 'D' every month direct with a copy to the Development Department.

13. A record of all advance payments shall be kept in a separate register in form given in Annexure 'E' to watch their adjustment on receipt of the bills in support of the expenditure incurred by the panchayat. As this register would form the basis for watching the recoveries due from the Panchayats, etc., it should be carefully examined by the Block Development Officer monthly with a view to timely action being taken towards recovery.

14. Muster rolls and Measurement Books as prescribed by the P.W.D., will be maintained for verification of expenditure incurred on work charged labour employed on each work and on the execution of work to be financed out of grant-in-aid.

15. On completion of work, the drawing and disbursing officer shall record a certificate to the effect that the grant-in-aid has been utilised in full the amount has actually been spent on the object for which it was given, and that the conditions attaching to the grant-in-aid have actually and duly been fulfilled by the grantee.

This certificate should not be given by the drawing and disbursing officer as a matter of routine but should be recorded after proper and careful verification that :—

- (i) The details of expenditure incurred on the work completed as recorded in the Muster Rolls and Day Book maintained by the Gram Sevak are correct.
- (ii) The work has been seen on the spot duly completed.
- (iii) The dimensions of the work have been found to be correct on actual measurement.
- (iv) The amount of grant-in-aid paid is not in excess of the percentage of the total expenditure as sanctioned by Government for the work in question.

Deputy Secretary, Development (Community Project).

ANNEXURE XLIII A
(Referred to in Rule 7)

APPLICATION FORM

FOR

Grant-in-aid in N. E. S.,/Community Development Blocks

- (i) Name of Panchayat or Adhoc Committee _____
- (ii) Name of village for which grant is required _____
- (iii) Nature of work _____
- (iv) Amount of Cash contributions of the villagers available
for use on this work .. _____
- (v) Extent of free labour promised by the Panchayat for this
work .. _____
- (vi) Amount of grant-in-aid required from Government _____
- (vii) Percentage of Government share .. _____

Certified that the amount of grant-in-aid received on this application will be utilized for this specific work within a period of 2/4/6 months and the unspent balance of the sanctioned grant-in-aid left there after will be refunded to Government in one instalment immediately on demand.

A copy of the Resolution of the Panchayat to this effect is enclosed.

Dated :

Signature of the
Sarpanch of Village Panchayat.

Forwarded for sanction after verification. A grant-in-aid of Rs _____
is recommended for this work.

Signature of the
Gram Sevak.

I have verified the particulars given in this application.

2. The plan and the estimate of the work has been prepared and is enclosed for approval. The technical approval of this work may be taken from S. D. O./S. E. O.

3. The details of the expenditure have been worked out from the basis of the rates prevailing in the market.

4. A total grant of Rs _____ is recommended.

Signature of
Overseer/ S. E. O.

Grant-in-aid of Rs _____, is sanctioned. D. F. A. may be put up for approval.

2. As the amount involved exceeds Rs 2,500 the sanction of Government may be applied for immediately.

Signature of
B. D. O.

Head Clerk/(Office)

Overseer/S. E. O.

ANNEXURE XXXXIII B

GRAM SEVAK'S DAY BOOK

1. Name of village :—

2. Nature of work :—

Date Particulars	Daily rated labour	Material supplied by the B. D. O.	Material purchased by the Panchayat direct	Total Amount spent
		Rs nP.	Rs nP.	

ANNEX

(Referred to in

Block _____
Profomra account of _____

1. Reference to the No. and date of
2. Total cost of the work.
3. Amount of share of the Governme
4. Amount of share of the public be

1				2	
EXPENDITURE ACTUALLY INCURRED				SHARE ACTUALLY	
Serial No. and date	Amount	<i>Less</i>		(a)	
		Contribution column 2(a) (b)	Net expenditure to Government (a) (b)	In cash	Amount
	Rs NP.			No. and date of of item in stock Register	

URE XXXXIII C

paras 12 and 13)

sanction of the competent authority.

nt and ratio to the amount in (2) above

enefited and ratio to the amount in (2) above.

2			3	4	5	
CONTRIBUTED BY PUBLIC			Total 1(a) and 2 (b) plus (c)	REMARKS	Initials of the Project Executive Officer Assistant Project Officer	
(b)	(c)					(d)
Material No. and date of item in stock Register	In labour					Total (a) (b) (c)
	Amount	Amount				
	No. and page of V.L.W. day book					

Note.—A separate folio should be allotted for each work/scheme.

(2) The money contributed by the public in cash vide column 2 (a) is not to be utilised expenditure on work/scheme direct such receipt should be credited into the Government treasury under the head L-1 Extraordinary Receipts-Receipts on account of the Community Development Project-Other Receipts. The total expenditure on a particular work/scheme (whether met by Government Revenue or from the public contribution) would appear in column 1 (a).

ANNEXURE XXXXV
P. F. R. FORM No. 26

Book No. A

No. _____ Indent No. _____ Dated _____

To _____

Name of work _____

Name of contractor (if recoverable) _____

No. of agreement or work order _____

Description	Unit	Quantity	REMARKS

The material should be ^{delivered} to _____
despatched

Dated _____

Indenting Officer

The indent has been complied with in ^{full} on _____
*part

vide alterations which I have attested.

Dated _____

Supplying Officer

Received the materials specified above in good condition (†) entered in Measurement
Book No. _____ page _____

Dated _____

Receiving person

*To be deleted when supply is made in full.

†To be completed when supply is received from another Division.

Note.—The indent portion should be written at one time in all the 3 forms with the help of carbon paper and indelible pencil. In cases where supply is not made according to indent the supply officer should make necessary amendment under his initials in the duplicate and the triplicate. The original should be amended when these are returned to the indenter.

ANNEXURE XXXXVI

FORM D. L. R. (P. W.) 18

MUSTER ROLL

Name of work _____ Month _____ Voucher No. _____

Serial No.	Name of the Labourer	Father's name	Dates	Rate	Amount	Dated initials and remarks of paying officer made at the time of payment together with the payee's acknowledgement
					Rs	
				Total		

Passed for (Rs _____) Rupees _____

Dated _____

Initials and designation of the official making daily payments

Signature

Designation

Initials of the Officer-in-charge

ANNEXURE XXXXVII
FORM D. F. R. (P. W.) 22—FIRST AND FINAL BILL
(See D. F. R. 7.20)

_____ Division
 _____ Sub-Division

(For "Contractors or Suppliers".—To be used when a single payment is made for a job or a contract, i. e., only on its completion. A single form may be used for making payments to several contractors or suppliers, if they relate to the same head of account in the case of supplier and are billed for at the same time).

Name of work in the case of bills for work done..... Cash book voucher No..... dated.....

Name of contractor/supplier and reference to agreement	Items of work of supplies (grouped under "sub-head" and "sub-work" of estimate)	REFERENCE TO RECORDED MEASUREMENTS AND DATE			DATES OF		Quantity	Rate Rs	Unit	Amount Rs	TOTAL AMOUNT PAYABLE TO THE CONTRACTOR/SUPPLIER		Payees dated signature in token of (1) acceptance of bill (2) acknowledgement of payment	Dated signature of witness	DATED CERTIFICATE OF DISBURSEMENTS	
		Book No.	Page No.	Date	Actual completion of work	Written order to commence work					In figures	In words			Mode of payment cash or cheque (Number and Date)	Paid by me
	Brought forward															
	Total ..															

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Dated 195 .. Signature

Pay Rs () in cash and Rs _____ by cheque Rank
 Dated 195 .. Signature

} Officer preparing the bill
 } Officer authorising payment's

In the case of payments to suppliers a red ink entry should be made across the page, entries relating thereto, in the case of the following forms, applicable in the case : (1) "Stock" (2) "Purchase—For Stock" (3) "Purchase for direct issue to work" (4) Purchase for the work, for issue to contractor.

In the case of works the accounts of which are kept by sub-heads, the amounts relating to all items of work falling under the same Sub-head should be totalled in red ink.

Payment should be attested by some known person when the payee's acknowledgement is given by a mark, seal or thumb-impression.

The person actually making the payment should initial (and date) in this column against each payment.

This signature is necessary only when the officer authorising payment is not officer who prepared the bill.

ANNEXURE XXXXVIII

FORM D. F. R. (P. W.) 20

SPECIMEN FORM OF MEASUREMENT BOOK

Details of actual measurement

Description	No.	Length	Breadth	Depth	Content

ANNEXURE XXXXIX

FORM D. F. R. (P. W.) 26—HAND RECEIPT

(See D. F. R. 7.20)

(To be used as a simple form of voucher for all miscellaneous payments and advances for which none of the special D. F. R. (P. W.) Forms 22, 23, 24 and 25 are suitable.)

.....Division

.....Sub-Division

Cash book Voucher No.....date.....

*(1) Pay by cash.....

*(2) Pay by cheque.....

†(3) Paid by me.....

‡Received from the Sub-Divisional Officer-in-charge of.....

Sub-Division the sum of Rs (.....) only.

Name of work or purpose for which payment is made.

(Amount in vernacular)

(Stamp)

§Witness.....Signature of payee

*The officer authorising payment should initial and date the pay order filling in (1) or (2) as may be applicable to the case.

†The person actually making the payment should initial and date payment certificate (3).

‡In the case of works the accounts of which are kept by sub-heads the amount chargeable to each sub-head should be specified by the disbursing officer.

Payment should be attested by some known person when the payee's acknowledgement is given by a seal or thumb-impression.

ANNEXURE L

Register of Stock Receipt/Issue (Works)

Office of the.....

Month.....195...

Date	Reference to recorded measurements for receipts only and to indent or order	Source from which received	To whom issued (with name of works and of Contractor to whom debit-able)	Head of Account, etc.	Name of article	Quantity	Initials and remarks of the storekeeper together with the receiver's acknowledgement

ANNEXURE LI

Control Stock Register of Office Furniture and other Dead Stock of National Extension Service/Community Development.

District.....

U.F. 67

1	2	3	4	5	6	7	8	9
No.	Article(a)	DATE OF PURCHASE Month	Price	CONDITION ON 1ST APRIL 19 .19 .19 .19 .	Building or room in which used and official responsible for its custody	Initial of official referred in column 6(b)	Orders of head of office for removal of item from the register, with date (c)	REMARKS (d)

(a) Furniture includes, besides tables, chairs, almirahs and the like such articles as carpets, chiks, chatais, curtains, wall-maps, table-cloths, and boxes of all sorts not included in Register of Camp Equipment.

(b) The items should be attested in this column on each transfer of charge.

(c) If such orders are not passed in the register itself, a reference should be given in this column to the file in which they are contained.

(d) Controlling and inspecting officers should enter remarks and orders in this column.

ANNEXURE LII

FORM 'D'

T. A. Check Register

Name of the Officer

Serial No.	Purpose of the journey	DATE OF JOURNEY		AMOUNT PAID		REMARKS
		From	To	Number and date of voucher	Amount	
					Rs	

Note.—Advances of T. A. should be noted in red ink. The Recoveries, when effected, should also be noted as deduct entries in red ink below the gross amount of the bill which should be noted in blue ink. Simultaneously a note of the recovery should be made against the original red ink entry of the advance.

ANNEXURE LIII

FORM 'E'

Pay Check Register

Serial No.	Name of Officials	Rate of pay and allowance	Date of next increment	PAYMENTS			REMARKS
				March	April	May	
		Rs		Rs	Rs	Rs	

**ANNEXURE LIV
FORM 'F'**

Register showing the receipt and distribution, etc., of the birds under the Poultry Development Schemes

C.D.

Block _____

N.E.S

Date	Number of birds (category-wise)	RECEIPT						DISPOSAL			
		From whom received	Purchase rate of birds	Cost of birds	Incidental charges	Total expenditure	Share of Government	Date	Number and parentage of purchaser	Name of village	Number of birds issued
1	2	3	4	5	6	7	8	9	10	11	12

CONTRIBUTION

Rate at which issued	Balance of birds in hand	In Cash	In <i>desi</i> birds	<i>Manner and Rate of Disposal of desi birds sold</i>				Total receipts on account of disposal of <i>desi</i> birds	Total contribution of the purchase	Initials of the officer-incharge
				Details manner of sales	Number of birds sold	Rate at which sold	Balance in hand			
13	14	15	16			17		18	19	20

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ANNEXURE LV

FORM 'G'

Stamp Register

Date	Opening Balance	Stamps received	Stamps used during the day	Balance

ANNEXURE LVI

FORM 'H'

Loan Register

Serial No.	Name of village	Date of grant	Name, parentage and address of grantee	Name, parentage and address of Surety	Amount advanced	No. and date of voucher (Bill)	Purpose of loan
1	2	3	4	5	6	7	8
					Rs		

Rate of interest	NUMBER OF INSTALMENTS		AMOUNT OF EACH INSTALMENT		Due date of repayment of first instalment	Number and date of reference with which complete loan file sent to the Revenue Authority for recovery of loan	REMARKS
	Yearly	Half-yearly	Principal	Interest			
9	10		11	12	13	14	15
Rs			Rs	Rs			

Note.—The Payments should be totalled up monthly and proved with entries as shown in the Register of Progress of Expenditure in Form 'A'.

**ANNEXURE LVII
FORM 'I'
Register of Losses**

Serial No.	Particulars of the loss	Amount of the loss	Number and date of authority to write off the loss	Remarks stating when loss was reported to Audit office and higher departmental authorities

**ANNEXURE LVIII
FORM G.V.I.
Particulars of Government Vehicles**

- (1) Type of Vehicles Car/Station Wagon/lorry/jeeep/Truck.....
- (2) Make of Vehicle.....
- (3) Register No. of Vehicle_____
- (4) Date of acquisition_____
- (5) How acquired (by purchase or transfer from other department or requisitioning)_____
- (6) Whether new or second hand_____
- (7) Consumption of Petrol and Mobil oil as perscribed by the Provincial Transport Controller_____
 - (i) Petrol per gallon_____Miles_____
 - (ii) Mobil oil per gallon_____Miles_____
- (8) List of spare Parts_____
- (9) Particulars of driver incharge of the Vehicles_____

Serial No.	Name of driver	PERIOD OF CHARGE		Signature of driver	Signature of Controlling Officer
		From	To		

FORM G. V. II
Log Book of Government Vehicle Number

Serial No.	Date	Name and Designation of Officer using the vehicles	Whether on duty or on private account	TIME OF JOURNEYS		PLACES VISITED		Journeys terminated at	READING OF SPEEDOMETER	
				Commenced at	Completed at	Journeys commenced	Places visited		At the commencement of the journeys	At the termination of journeys

Total number of miles Travelled	IN CASE OF PRIVATE JOURNEYS, REFERENCE TO BILL IN FORM G.V.V.		PETROL IN GALLONS AT THE COMMENCEMENT OF JOURNEYS			AT THE END OF JOURNEY		MOBIL OIL IN GALLONS AT THE COMMENCEMENT OF JOURNEY	
	Number	Date	In tank (Approx)	In can	Purchased during the journey	In tank (Approx)	In can	In engine (Approx)	In can

Purchased during the journey	BALANCE AT THE END OF JOURNEY		PURCHASED DURING THE JOURNEY			Signature of officer using the vehicle	Signature of Controlling Officer	REMARKS
	In engine	In can	Cost of					
			Petrol	Mobil oil	Distilled water			

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FORM G. V. III

Register of repairs to Government Vehicle No. _____

Serial No.	Date	Particulars of repairs, replacement, etc.	Cost	Signature of Controlling Officer	REMARKS
			Rs		

FORM G. V. IV

Receipt and Expenditure Register of Government Vehicles No.

RECEIPTS		Name of payee	AMOUNT DUE		REFERENCE TO AMOUNT BILL G.V.V. RECEIVED			REFERENCE TO RECEIPT				Reference to Treasury challan with which amount deposited	REMARKS
Serial No.	Date		Mileage	Over-time	No.	Date	Mileage	Over-time	Bill No.	Serial No.	Date		

EXPENDITURE

Serial No.	Date	Particulars of expenditure	Amount paid	REFERENCE TO REGISTER		REMARKS
				G.V.II	G. V. III	
			Rs			

ANNEXURE LIX A

FORM I

CERTIFIED STATEMENT OF EXPENDITURE

National Extension Service Development Blocks/Converted Community Development Blocks.

PART 'A'

State Block allotment series 195 —5. Statement for the half-year ending
(Prescribed,—*vide* C. P. A., New Delhi, letter No. CPA. 27(b) Bd56, dated 4th August, 1956)

(Figures in thousands of rupees)

Serial No.	Head	EXPENDITURE INCURRED DURING THE HALF-YEAR ENDING—			PROGRESSIVE EXPENDITURE INCURRED FROM THE BEGINNING TO THE END OF THE HALF-YEAR ENDING—			
		Loan	Other than loan		Total Loans	Other than Loan		Total
			Recur- ring	Non- recur- ring		Recur- ring	Non- recur- ring	
1	A-Block Headquarters ..							
2	B-Animal Husbandry and Agriculture Extension							
3	C-Irrigation ..							
4	D-Reclamation ..							
5	E-Health and Rural Sanitation ..							
6	F-Education ..							
7	G-Social Education ..							
8	H-Communication ..							
9	I-Rural Arts Crafts and industries ..							
10	Housing for project staff and rural housing ..							
	Total ..							

A—Allocation of progressive expenditure between the Central and State Governments.

- (1) Loan from Central Government.
- (2) Grant-in-aid by Centre.
- (3) State share.

B—Payment required from the Central Government to recoup the lump sum advance (*vide* details in Part B.)

- (1) Grant-in-aid
- (2) Loans.

- Notes*—1. The expenditure statement should be rendered for the State as a whole separately for each year-wise series, indicating the total number of blocks allotted during that year.
2. This statement includes the audited figures up to the period ending-----.
 3. As soon as the audited figures of expenditure become available they should be taken into account in indicating the progressive expenditure.
 4. Dollar expenditure on equipment procured under the T. C. A. programme as well as rupee expenditure thereon incurred initially by the Government of India should not be included in the expenditure statement relating to Converted Community Development Blocks.

*Part 'B'**Loan Grant-in-aid*

Rs Rs

1. Central Government's share of the expenditure actually incurred up to the half-year ending----- [*vide* A(1) and (2) in Part 'A' of the statement].
2. Amount of Centre's share already sanctioned by the Government of India up to the previous half-year ending-----.
3. Amount of Centre's share due from the Government of India for the half-year ending---

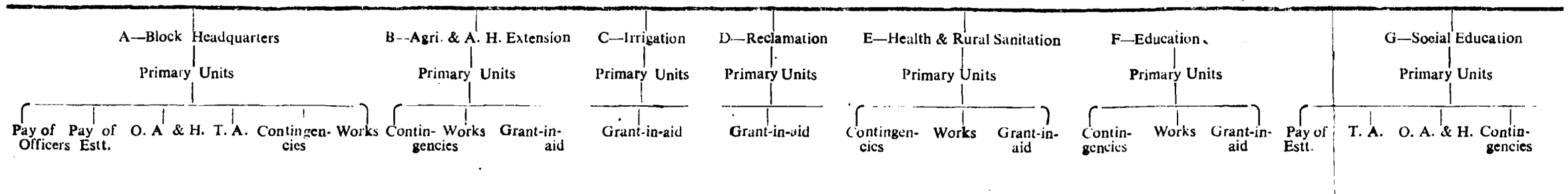
(Item 1 minus item 2)

Development Commissioner.

ANNEXURE LIX-B

List of minor heads and primary units sanctioned under the Major Head "63-B—Community Development Projects Extension Service and Local Development Works"

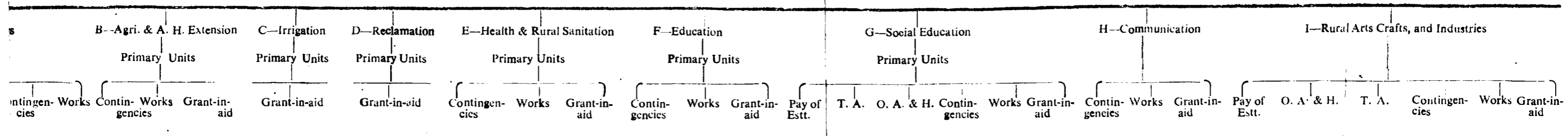
MINOR HEADS



ANNEXURE LIX-B

List of minor heads and primary units sanctioned under the Major Head "63-B—Community Development Projects National Extension Service and Local Development Works"

MINOR HEADS



FORM II

CERTIFIED STATEMENT OF COMMITTED EXPENDITURE ON STAFF

Name of State _____ Statement for the half-year ending _____
(Figures in thousands of rupees)

PARTICULARS OF BLOCKS		Date of completion of scheduled period of operation (in case of C.D. Projects/Blocks) or of conversion into C. D. Blocks (in case of N. E. S. Blocks)	EXPENDITURE INCURRED DURING THE HALF-YEAR	PROGRESSIVE EXPENDITURE INCURRED TO END OF THE HALF-YEAR	REMARKS
Year-wise series of C. D. Projects/Blocks or of N.E.S. Blocks converted into C.D. Blocks	Number of Blocks for purposes of 'Committed' expenditure		Other than loan	Other than loan	
		(Recurring)	(Recurring)		
(1) C. D. Projects, 1952-53 series ..					
(2) C. D. Blocks, 1953-54 series ..					
(3) N. E. S. Blocks—					
1953-54 series ..					
1954-55 series ..					
1955-56 series ..					
1956-57 series ..					
1957-58 series ..					
Total ..					

A—Allocation of progressive expenditure between the Central and State Government.

(1) Grant-in-aid by Centre Rs
(2) State's share Rs

B—Amount of Centre's share due from the Central Government,—(vide details in Part B)
Grant-in-aid.....Rs

- Notes—1. The expenditure statement should be rendered for the State as a whole indicating separately the total number of Blocks in respect of which staff on N. E. S. pattern has been retained.
2. As soon as the audited figures of expenditure become available, they should be taken into account in indicating the progressive expenditure.
3. This statement includes the audited figures up to the period ending.....

PART B

Grant-in-aid
Rs

- Central Government's share of the expenditure actually incurred up to the half-year ending,—[vide A(1) in Part A of the Statement]
- Amount of Centre's share already sanctioned by the Central Government up to the half-year ending
- Amount of Centre's share due from the Central Government for the half-year ending (item 1 minus item 2)

Development Commissioner.

FORM III

CERTIFIED STATEMENT OF DEVELOPMENT EXPENDITURE DURING POST INTENSIVE PHASE.

Name of State _____ Statement for the year ending _____

Projects/Blocks allotment series No. of Blocks for purposes of Development expenditure during Post Intensive Phase. Set of commencement of the Post Intensive Phase.....

(Figures in thousands of rupees)

Serial No.	Heads	EXPENDITURE INCURRED DURING THE HALF-YEAR			PROGRESSIVE EXPENDITURE INCURRED TO END OF THE HALF-YEAR		
		<i>Other than loan</i>			<i>Other than loan</i>		
		Recurring	Non recurring	Total	Recurring	Non-recurring	Total
1	Local Works—						
	(a) Health and Rural Sanitation ..						
	(b) Communications ..						
	(c) Education ..						
	(d) Total Local Works ..						
2	Social Education ..						
	GRAND TOTAL ..						

A—Allocation of expenditure between the Central and State Governments.

(1) Grant-in-aid by the Centre.....Rs

(2) States share.. .. .Rs

*B—Amount of Centres share due from the Central Government (*vide* detail in part B) Grant-in-aid

1. Grant-in-aid.....Rs

2. Loans.

Notes—(1) The expenditure statement should be rendered for the State as a whole separately for each year-wise series indicating the total number of Blocks for purpose of Development expenditure during Post Intensive Phase.

(2) As soon as the audited figures of expenditure become available, they should be taken into account in indicating the progressive expenditure.

(3) This statement includes the audited figures up to the period ending.....

PART B ..

1. Central Government's share of the expenditure actually incurred up to the half-year ending... [vide A (i) in part A of the statement.]
2. Amount of Centre's share already sanctioned by the Central Government upto the half-year ending..
3. Amount of Centre's share due from the Central Government for the half-year ending.....(item 1 minus item 2)

Development Commissioner.

ANNEXURE LX

Monthly expenditure statement in form B. M. 29

ANNEXURE LX

Monthly expenditure statement in form B. M. 29

Serial No.	Name of sub-head	PAY OF OFFICERS			PAY OF ESTABLISHMENT			TRAVELLING ALLOWANCES			Other Allowances and Honoraria	Contingencies	Grant-in-aid	Works	Recurring	Non-recurring	Total
		Pay	Leave Salary	Total	Pay	Leave Salary	Total	Fixed	Others	Total							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
		Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs
1	'A'—Block Headquarters—																
	(1) Allotment at the beginning of the month ..																
	(2) Addition during the month ..																
	(3) Total ..																
	(4) Reduction during the month ..																
	(5) Modified grants ..																
	(6) Expenditure during the month ..																
	(7) Expenditure of the previous month ..																

(8) Expenditure to date ..																				
(9) Balance allotment ..																				
2 B—Agriculture and Animal Husbandry—																				
(1) Allotment at the beginning																				
(2) Additions during the month																				
(3) Total ..																				
(4) Reduction during the month																				
(5) Modified grants ..																				
(6) Expenditure during the month																				
(7) Expenditure of the previous month ..																				
(8) Expenditure to date ..																				
(9) Balance allotment ..																				
3 E—Health and Rural Sanitation—																				
(1) Allotment at the beginning of a month ..																				
(2) Additions during the month ..																				
(3) Total ..																				
(4) Reduction during the month ..																				
(5) Modified grants ..																				
(6) Expenditure during the month ..																				
(7) Expenditure of the previous month ..																				
(8) Expenditure to date ..																				
(9) Balance allotment ..																				

ANNEXURE LX—CONCLD
Monthly expenditure statement in form B.M. 29—conclD

Ser. No.	Name of sub-head	PAY OF OFFICERS			PAY OF ESTABLISHMENT			TRAVELLING ALLOWANCES			Other Allowances and Honoraria	Contingencies	Grant-in-aid	Works	Recurring	Non-recurring	Total
		Pay	Leave Salary	Total	Pay	Leave Salary	Total	Fixed	Others	Total							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
		Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs
4	F—Education—																
	(1) Allotment of the beginning of the month ..																
	(2) Additions during the month ..																
	(3) Total ..																
	(4) Reduction during the month ..																
	(5) Modified grants ..																
	(6) Expenditure during the month ..																
	(7) Expenditure of the previous month ..																
	(8) Expenditure to date ..																
	(9) Balance allotment ..																
5	G—Social Education ..																
	(1) Allotment at the beginning of the month ..																
	(2) Additions during the month ..																
	(3) Total ..																
	(4) Reduction during the month ..																
	(5) Modified grants ..																
	(6) Expenditure during the month ..																

ANNEXURE LXI

Monthly expenditure statement in form B.M. 26

Serial No.	Name of sub-head	PAY OF OFFICERS			PAY OF ESTABLISHMENT			TRAVELLING ALLOWANCES			Other Allowances and Honoraria	Contingencies	Grant-in-aid	Works	Recurring	Non-recurring	Total
		Pay	Leave Salary	Total	Pay	Leave Salary	Total	Fixed	Others	Total							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
		Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs	Rs
1	A—Block Headquarters ..																
2	B—Agriculture and Animal Husbandry ..																
3	E—Health and Rural Sanitation ..																
4	F—Education ..																
5	G—Social Education ..																
6	H—Communication ..																
7	I—Rural Arts, Crafts and Industries ..																

Note.—Voucher number and date in support of each bill drawn should be shown under each sub-head.

ANNEXURE LXII

ACT No. XIX OF 1883

Passed by the Governor-General of India in Council

(Received the assent of the Governor-General on the 12th October, 1883)

As amended by—

ACT XII OF 1891, ACT VIII OF 1899, ACT VIII OF 1906,
ACT XVI OF 1908, ACT IV OF 1914, AND ACT X OF 1914**An Act to consolidate and amend the law relating to Loans of Money
by the Government for Agricultural improvements**

Whereas it is expedient to consolidate and amend the law RELATING TO LOANS OF MONEY BY THE Government for agricultural improvements ; it is hereby enacted as follows:—

1. (1) This Act may be called the Land Improvement Loans Act, Short title 1883.

(2) It extends to the whole of British India, but shall not come into force in any part of British India until such date as the Provincial Government may, by notification in the official Gazette, appoint in this behalf.

Local extent
and
commence-
ment

2. (1) The Land Improvement Act, 1871, and Act XXI of 1876. (An Act to amend the Land Improvement Act, 1871), shall, except as regards the recovery of advances made before this Act comes into force and costs incurred by the Government in respect of such advances, be repealed.

Acts XXVI
of 1871 and
XXI of 1876
repealed

(2) When in any Act, Regulation or Notification passed or issued before this Act comes into force, reference is made to either of those Acts, the reference shall, so far as may be practicable, be read as applying to this Act or the corresponding part of this Act.

3. In this Act, "Collector" means the Collector of land revenue of a district or the Deputy Commissioner, or any officer empowered by the Provincial Government by name or by virtue of his office to discharge the functions of Collector under this Act.

"Collector"
defined

4. (1) Subject to such rules as may be made under section 10, loans may be granted under this Act by such officer as may, from time to time, be empowered in this behalf by the Provincial Government, for the purpose of making any improvement, to any person having a right to make in that improvement, or with the consent of that person, to any other person.

Purposes for
which loans
may be
granted under
this Act

(2) "Improvement" means any work which adds to the letting value of land, and includes the following, namely:—

- (a) the construction of wells, tanks and other works for the storage, supply or distribution of water for the purposes of agriculture, or for the use of men and cattle employed in agriculture ;
- (b) the preparation of land for irrigation ;
- (c) the drainage, reclamation from rivers or other waters, or protection from floods or from erosion or other damage by water, of land used for agricultural purposes or waste-land which is culturable ;
- (d) the reclamation, clearance, enclosure or permanent improvement of land for agricultural purposes ;
- (e) the renewal or reconstruction of any of the foregoing works, or alterations therein or additions thereto ; and

(f) such other works as the Provincial Government may, from time to time, by notification in the official Gazette declare to be improvements for the purposes of this Act. VII of 1906.

Mode of dealing with Application for loans.

5. (1) When an application for a loan is made under this Act, the officer to whom the application is made may, if it is, in his opinion, expedient that public notice be given of the application, publish a notice in such manner as the Provincial Government may, from time to time, direct calling upon all persons objecting to the loan to appear before him at a time and place fixed therein and submit their objections.

(2) The officer shall consider every objection submitted under subsection (1), and make an order in writing either admitting or over-ruling it :

Provided that, when the question raised by an objection is, in the opinion of the officer, one of such a nature that it cannot be satisfactorily decided except by a Civil Court, he shall postpone his proceedings on the application until the question has been decided.

Period for repayment of loans.

6. (1) Every loan granted under this Act shall be made repayable by instalments (in the form of an annuity or otherwise) within such period from the date of the actual advance of the loan, or when the loan is advanced in instalments (from the date of the advance of the last instalment actually paid)* as may, from time to time, be fixed by the rules made under this Act.

XVIII of 1899.

*These words were substituted for the words "from the date of the actual advance of the last instalment" by section 2 of the Land Improvement Loans (Amendment Act, 1899 (VIII of 1899), and are by that enactment to be deemed to have been substituted with effect from the commencement of Act XIX of 1883.

(2) The period fixed as aforesaid shall not ordinarily exceed thirty-five year.

VIII of
1960.

(3) The Provincial Government in making the rules fixing the period shall, in considering whether the period should extend to thirty-five years, or whether it should extend beyond thirty-five years, have regard to the durability of the work for the purpose of which the loan is granted, and to the expediency of the cost of the work being paid by the generation of persons who will immediately benefit by the work.

7. (1) Subject to such rules as may be made under section 10, all loans granted under this Act, all interest (if any) chargeable (thereon) and costs (if any) incurred in making the same, shall, when they become due, be recoverable by the Collector in all or any of the following modes, namely :—

- (a) from the borrower,—as if they were arrears of land-revenue due by him ;
- (b) from his surety (if any),—as if they were arrears of land revenue due by him ;
- (c) out of the land for the benefit of which the loans has been granted,— as if they were arrears of land-revenue due in respect of that land ;
- (d) out of the property comprised in the collateral security (if any),— according to the procedure for the realization of land-revenue by the sale of immovable property other than the land on which that revenue is due :

Provided that no proceeding in respect of any land under clause (c) shall affect any interest in that land which existed before the date of the order granting the loan, other than the interest of the borrower, and of mortgagees of, or persons, having charges on, that interest, and, where the loan is granted under section 4 with the consent of another person, the interest of that person, and of mortgagees of, or persons having charges on, that interest.

(2) When any sum due on account of any such loan, interest or costs is paid to the Collector by a surety or an owner of property compromised in any collateral security, or is recovered under subsection (1) by the Collector from A surety or out of any such property, the Collector shall, on the application of the surety or the owner of that property (as the case may be), recover that sum on his behalf from the borrower, or out of the land for the benefit of which the loan has been granted, in manner provided by subsection (1).

(3) It shall be in the discretion of a Collector acting under this section to determine the order in which he will resort to the various modes of recovery permitted by it.

Order grant-
ing loan
conclusive
on certain
points.

8. A written order under the hand of an officer empowered to make loans under this Act granting a loan to, or with the consent of, a person, mentioned therein, for the purpose of carrying out a work described thereon for the benefit of land specified therein, shall, for the purposes of this Act, be conclusive evidence:—

- (a) that the work described is an improvement within the meaning of this Act ;
- (b) that the person mentioned had at the date of the order a right to make such an improvement ; and
- (c) that the improvement is one benefiting the land specified.

Liability of
joint borrow-
ers as among
themselves.

9. When a loan is made under this Act to the members of a village community or to any other persons on such terms that all of them are jointly and severally bound to the Government for the payment of the whole amount payable in respect thereof, and a statement showing the portion of that amount which as among themselves each is bound to contribute is entered upon the order granting the loan and is signed by each of them and by the officer making the order, that statement shall be conclusive evidence of the portion of that amount which as among themselves each of those persons is bound to contribute.

Power to
make rule.

10. The Provincial Government may, from time to time, by notification in the official Gazette, make rules consistent with this Act to provide for the following matters, namely:—

VIII of
1906.
IV of
1914.

- (a) the manner of making applications for loans ;
- (b) the officers by whom loans may be granted ;
- (c) the manner of conducting inquiries relative to applications for loans and the powers to be exercise by officers conducting those inquiries ;

(Original in Accounts branch file No. B.F.53 of 1953)

REVENUE DEPARTMENT

NOTIFICATION

The 16th February, 1954

No. 35-A-54/28(CH).—In supersession of the orders contained in Punjab Government notification No. 2235-R-53/1779, dated the 20th May, 1953

and in exercise of the powers conferred by clause (f) of subsection (2) of section 4 of the Land Improvement Loans Act, 1883, the Governor of Punjab, is pleased to declare the following work to be an 'Improvement' for the purposes of the said Act:—

“ Shifting of the *abadi* site of a village or of reconstructing a house damaged by river or stream or *cho-action* at the same or a new site where Government is satisfied that it is for the benefit of the village community, and for the better cultivation of land ” .

J. S. UPPAL,
Deputy Secretary to Government,
Punjab, Revenue Department.

- (d) the nature of the security to be taken for the due application and repayment of the money, the rate of interest at which, and the conditions under which, loans may be granted, and the manner and time of granting loans ;
- (e) the inspection of works for which loans have been granted ;
- (f) the instalment by which, and the mode in which, loans, the interest, to be charged on them and the costs incurred in the making thereof shall be paid ;
- (g) the manner of keeping and auditing the accounts of the expenditure of loans and of the payments made in respect of the same ; and
- (h) all other matters pertaining to the working of the Act.

11. When land is improved with the aid of a loan granted under this Act, the increase in value derived from this improvement shall not be taken into account in revising the assessment of land-revenue on the land; Exemption of improvement from assessment to land revenue

Provided as follows:—

- (1) where the improvement consists of the reclamation of waste-land, or of the irrigation of land assessed at unirrigated rates, the increase may be so taken into account after the expiration of such period as may be fixed by rules to be framed by the Provincial Government.
- (2) nothing in this section shall entitle any person to call in question any assessment of land revenue otherwise than as it might have been called in question if this Act had not been passed.

Certain powers of Provincial Government to be exercisable by Board of Revenue or Financial Commissioner.

12. The powers conferred on a Provincial Government by sections (1), XV of 1908. IV of 1914. 5(1) and 10, may, in a province for which there is a Board of Revenue or a Financial Commissioner, be exercised in the like manner and subject to the like conditions by such Board of Financial Commissioner, as the case may be. Provided that rules made by a Board of Revenue or Financial Commissioner shall be subject to the control of the Provincial Government.

Notes.—1. Government of India, Finance and Commerce Department, notification No. 4650, dated 10th September, 1889, clause (12), remits the fees chargeable on applications for loans under the Land Improvement Loans Act, XIX of 1883.

2. By Article 57 of Schedule I to the Indian Stamp Act, II of 1899, instruments executed by persons taking advances under the Land Improvement Loans Act, 1883, or by their sureties, as security for the repayment of such advances, are exempted from stamp duty.

3. Government of India, Finance Department, notification No. 3616-Exc., dated 16th July, 1909, remits the stamp duty chargeable on an instrument executed for the purpose of securing the repayment of a loan made or to be made, under the Land Improvement Loans Act, 1883, (XIX of 1883), including an instrument whereby a landlord binds himself to consent to the transfer, in the event of default in such repayment of any land, or interest in land, on the security of which any such loan is made to his tenant.

NOTIFICATIONS AND RULES UNDER THE LAND
IMPROVEMENT LOANS ACT, 1883.

NOTIFICATION UNDER THE LAND IMPROVEMENT LOANS ACT, 1883

The 2nd June, 1885

No. 166-S.—Notification.—With the previous sanction of the Governor-General in Council, the Hon'ble the Lieutenant Governor is pleased to declare that Act No. XIX of 1883, the Land Improvement Loans Act, shall come into force in the Punjab with effect from 1st June, 1885.

RULES UNDER THE LAND IMPROVEMENT LOANS
ACT, 1883

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(7) Suspensions	.. 2-3
(8) Remissions	.. 3

LAND IMPROVEMENT LOANS RULES

1. Within the limits of the funds allotted to them for the purpose the following officers are empowered to grant loans:—

	<i>Rs</i>	<i>Officers who may grant loans.</i>
Tahsildars, Assistant and Extra Assistant Commissioners		
up to	.. 1,000	
Collectors up to	.. 5,000	
Commissioners up to	.. 10,000	
Financial Commissioners up to	50,000	

Officers subordinate to the Collector will exercise these powers only when permitted to do so by the Collector.

The limits apply to the amounts which may be granted in any individual case. Commissioners may, in very special circumstances, on the recommendation of the Collector invest selected naib-tahsildars with the powers of a tahsildar, as regards the granting of loans.

2. (i) Interest shall be charged at the rate notified by the State Government from time to time. Interest.

(ii) Penal interest will not be charged on instalments which have been suspended by order of competent authority, but in other cases will ordinarily be charged at $6\frac{1}{4}$ per cent per annum, simple interest on the total of the overdue instalment, when the *delay exceeds fifteen days*.

Compound interest will in no case be charged, and the Collector may remit or reduce the penal interest when he is satisfied that the failure is due to inability to pay or that the levy of such interest would be productive of hardship.

Security.

3. (a) When the value of the applicant's interest in the land to be improved is sufficient to cover the loan, no collateral security need be required.

(b) When a loan is made to the members of a village Community, who bind themselves jointly and severally as provided in section 9 of the Act, the personal security of the applicants may be accepted. It is not necessary that all the members of the community should combine; loans may be made to any suitable group of persons who agree to be jointly and severally bound.

(c) In all cases not covered by clause (a) or clause (b) of this rule collateral security, either real or personal, should be required, but moveable property should rarely be accepted as such security.

4. The borrower should be required to sign on the order of payment an agreement in a form prescribed, and should be given a copy of this agreement.

Dates of
payment of
instalments.

5. The dates for payment of instalments should usually be the dates fixed for the payment at each harvest of the first instalments of the land revenue.

Inspection of
works.

6. All works for which advances are made by instalments should be inspected and reported on before each instalment subsequent to the first is paid. In the case of all such works no instalment subsequent to the first should be paid until a competent officer is satisfied that the loan is being properly applied.

Suspension.

7. Instalments may be suspended on proof of failure of crops or other exceptional calamity.

In areas under fluctuating assessment the Collector of the district may order such suspension up to a limit of Rs 5,000 for a single tahsil, or a total of Rs 10,000 for the whole district in any one harvest, provided that the amount involved at a time in any one case shall not exceed Rs 1,000.

In areas under fixed assessment the same limits shall apply, except that in those cases in which suspensions of taccavi follow suspensions of land revenue, the Collector may exercise unlimited powers.

Proposals for suspensions in excess of these limits shall be submitted by the Collector of the district to the Commissioner of the division who shall have unlimited powers of suspension as in the case of land revenue.

All suspensions of taccavi, whenever granted, shall be reported without delay through the Commissioner of the division for the information of the Financial Commissioners.

8. When any portion of a loan under these rules is found to be irre- Remission.
coverable, or when from any special cause it appears that the loan ought not to be recovered, as special report should be made to the Commissioner of the division, who has power to grant remission up to a limit of Rs 1,000 in any one case. If the amount proposed for remission exceeds Rs 1000, the Commissioner should forward the report to the Financial Commissioner, who has power to sanction remissions without limit.

RULES UNDER SECTION II

Vide paragraphs 504 and 505 of the Punjab Settlement Manual.

Rules for the exemption of improvements from assessment.

Punjab Government notification no. 284, dated 13th August, 1910.

Financial Commissioner Developments notification No. 201-77-4011, dated 28th April, 1922.

Financial Commissioner Development's notification No. 201-77-1, dated 31st January 1922.

Notification No. 2982-R., dated 25th August, 1933.

No. 371(BDP)CP/58/6560

FROM

SHRI B. B. VOHRA, I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department (P) I.

To

- (1) ALL THE DEPUTY COMMISSIONERS IN THE STATE.
(2) ALL THE BLOCK DEVELOPMENT OFFICERS IN THE STATE.

Dated, Chandigarh the 26th February, 1958.

Subject:—Advancing of minor Irrigation loans in block areas—minimum limit of land.

Memorandum

The question of fixing the minimum limit of land for which loans can be advanced by you for sinking of new wells, installation of pumping sets and tube-wells has been under the consideration of Government for some time past. It has now been decided, in consultation with the Agriculture Department, that the limits should be fixed as under :—

Serial Number	Type of loan	Minimum land which should be in possession of the loanee	REMARKS
1	Percolation of wells	No particular limit	The applicant must own sufficient land to serve as Security for the loan to be advanced.
2	Pumping Sets ..	10 acres ..	As above
3	Tube-wells ..	10 acres ..	As above

You are requested to comply with these instructions in future.

B. B. VOHRA,
Deputy Secretary to Government, Punjab,

ANNEXURE LXIII-A

Form T-I

FORM OF APPLICATION FOR A LOAN UNDER ACT (XIX) OF 1883

1. Officer to whom application is made. ..
2. Scheme under which loan is applied. ..
3. Name, father's name, residence, etc. of applicant/applicants. ..
4. Amount of loan required. ..

*Amount of loans**Amount of Re-payments*

5. Amount of loans already obtained, if any with kind, and repayments made, if any, against each loan. ..
6. Purpose for which loan is required (strike out all except those proposes for which loan is required). ..
 - (1) Sinking of percolation wells. ..
 - (2) Repairs of old wells. ..
 - (3) Sinking of tube-wells. ..
 - (4) Purchase of pumping sets. ..
 - (5) Reclamation of banjar lands. ..
 - (6) Tractor cultivation charges. ..
 - (7) Rural housing. ..
 - (8) Shifting of the abadi site of a village or of re-constructing a house damaged by river, stream and cho action ..
 - (9) Marketing centres and storage godowns ..
 - (10) Repairs to and construction of jhallars. ..
 - (11) Repairs to and construction of Kuhls, banks and embankments. ..
 - (12) Any other purpose not specified above. ..

7. Security:—

- (a) Nature of security offered whether personal, land or otherwise. ..
- (b) In the case of land, or other immovable property, its description. ..
- (c) Applicant's interest in the land. ..
- (d) Details of pre-existing encumbrances on land or other property offered as security. ..

8. Repayment:—

- (a) Proposed period of repayment. ..
- (b) Date of payment of first instalment ..

9. Remarks. ..

Applicant's signatures

REPORT BY THE INSPECTING OFFICER

- 1. Mauza ..**
- 2. (a) Field no. area and class of land required to be improved. ..**
- (b) Interest of applicant in the land (whether proprietor or tenant) If tenant, whether consent of landlord obtained. ..**
- 3. Security:—**
 - (a) If the land itself, the value of the applicant's interest in it and extent of pre-existing encumbrances. ..
 - (b) If personal the name and status of co-sureties. ..
 - (c) If property other than the land itself is offered as security, its nature and value and the extent of pre-existing encumbrances, if any. ..
- 4. Improvement:—**
 - (a) its estimated utility and value. ..
 - (b) Objections, if any, of third party. ..
 - (c) Date on which it will begin to yield profit.

5. Repayment.—

- (a) suitable date for first instalment. ..
- (b) Proposed instalments and period of re-payment. ..
- (c) Date or dates of payment of instalments by the applicant. ..

6. Recommendation after verification of the above particulars from the revenue record. ..

**Signatures and designation of
Inspecting Authority.**

1. Signatures of applicant(s) ..
2. Signatures of witnesses ..
- (1) ..
- (2) ..

Orders passed

**Signatures and designation of
sanctioning authority**

ANNEXURE LXIII—B

Form T-2

FORM OF APPLICATION FOR A LOAN UNDER ACT XII OF 1884

1. Officer to whom application is made.
2. Name, father's name, residence etc. of applicant/applicants.
3. Amount of loan required.
4. Amount of loan already obtained, if any, with its/their particulars and repayments made, if any, against each loan.
5. Purpose for which loan is required (strike out all except those purposes for which loan is required)
2. (1) Purchase of seeds.
- (2) Purchase of fodder.
- (3) Purchase of cattle.
- (4) Purchase of Fertilizers.
- (5) Purchase of agricultural implements.
- (6) Repairs to and purchase of tractors.
- (7) Purchase of fruit plants for garden colonies.
- (8) Purchase of foodgrains in distressed areas.
- (9) Any other purpose not specified above.
6. Security:—
- (a) Nature of Security offered whether personal, land, or otherwise
- (b) In the case of land, or other immovable property, its description.
- (c) Applicant's interest in the land.
- (d) Details of pre-existing encumbrances on land or other property offered as security.
7. Repayments:—
- (a) Proposed period of repayment.
- (b) Date of repayment of first instalment.
8. Remarks.

Applicant's signatures or thumb mark

REPORT BY AN INSPECTING OFFICER

When the loan is repayable in instalments.

1. Mauza. ..
 2. Object of loan. ..
 3. Security:—
 - (a) If the land, the value of the applicant's interest in it and the extent of pre-existing encumbrances ..
 - (b) If personal, the name and status of co-sureties. ..
 - (c) If property other than the land is offered as security, its nature and value and the extent of pre-existing encumbrances, if any. ..
 4. Repayment:—
 - (a) Suitable date for first instalment. ..
 - (b) proposed instalments and period of repayment. ..
 - (c) Date or dates of instalments by the applicants. ..
- Recommendation after verification of the above particulars from the revenue record. ..

Signatures and designation of Inspecting Authority

1. Signatures of applicant(s) ..
2. Signatures of witnesses ..
 - (1) ..
 - (2) ..

Orders passed

Signatures and designation of sanctioning authority

ANNEXURE LXIII-C

Form T-3

Register of applications for grant of taccavi loans under Act XIX of 1883 and Act XII of 1884

Serial No.	Date of application	Village	Name of applicant(s)	AMOUNT OF ADVANCE APPLIED FOR AND ITS PURPOSE				Nature of final order passed and its date
				<i>Under land Improvement Loans Act</i>		<i>Under Agriculturists Loans Act</i>		
				Amount	Purpose	Amount	Purpose	
1	2	3	4	5	6	7	8	9

Note.—This register will be maintained by all officers authorised to entertain applications for grant of loans under these two Acts and all applications received including those rejected, will be entered in this register.

ANNEXURE LXIII-D

Form T-4

Form of Order and Agreement used for a loan sanctioned under Act XIX of 1883 or a loan payable in instalments under Act XII of 1884

Village

Whereas A B _____ son of _____ and CD _____ son of village _____ of tahsil/district _____ has/have (with the consent of EF _____) applied to Government for a loan under Act _____ for the purpose of _____.

It is hereby ordered that a loan of Rs _____ be advanced to _____ mentioned above, subject to the undermentioned conditions and that Government will not be bound by clerical mistakes in the order or agreement and will be entitled to recover the full amount of principal and interest on account of the loan in accordance with the rules in force. The loan will be repaid with interest at the rate of _____ per cent per annum in _____ equal instalments of Rs _____ each. First instalment will commence with kharif/rabi 19 _____ and each instalment thereafter will be paid on the dates fixed for the payment of first instalment of land revenue at each harvest. The total sum repayable will be Rs _____ and penal interest at a fixed rate of Rs 6½ per cent per annum, simple interest, will be charged on over due principal, not suspended by competent authorities. If any of these conditions is contravened or any instalment is not paid on the due date, the whole amount of the loan with such interest as may have become due thereon may, at the discretion of the Collector, be deemed to become at once due and recoverable in a lump-sum as arrears of land revenue.

Conditions.

- 1.
- 2.
- 3.

I (AB) _____ on behalf of myself and my and each of my heirs and legal
We (AB) and (CD) ourselves and our our representatives do hereby bind myself and them and each of them to be
personally responsible to Government for the repayment of the loan and to abide by the above
jointly conditions prescribed for advancement of loan.

I make _____ default in the punctual payment of my debit then I
 If any of us makes _____ his share then the others of us and
 Where sureties given X and Y (sureties) are responsible jointly and severally to
 personal security Government for the payment of it.

As between ourselves we the applicants are responsible for re-payment of the
 loan in the following shares :—

The loan shall be applied solely to the purposes specified above, and if it
 shall be, proved to the satisfaction of the Collector that any part of the
 loan has been misapplied the whole amount of the loan shall, with such
 interest as may have become due thereon be deemed to become at once
 due. Unless the work has been completed by _____ to the satisfaction
 of a competent officer, the loan shall be held to have been misapplied.

Whereas collateral security for the punctual repayment of the loan according
 to the terms of the order is demanded, _____ mortgage to Government
 Where immovable property is hypothecated as collateral security _____ we
 the immoveable property mentioned in the schedule below as a collateral security.

SCHEDULE

I _____
 —the undersigned acknowledge the receipt of Rs _____ borrowed by
 We
 me _____
 —and hereby agree to the conditions of repayment specified above. In witness where of we
 us
 have hereunder set our thumb marks and signatures on the dates specified, respectively.

Signatures of the officer making the grant.

Signatures of thumb marks of applicants.

Signatures or thumb marks of Sureties.

1	2	3	4	5
No.	Name of applicant(s) and his/ their signatures or thumb marks	Name of Surety/sureties and his/their signatures or thumb marks	Amount of loan	Date of execution

ANNEXURE LXIII-E

Form T-5

Form of order and agreement to be used for a loan or loans advanced under Act XII of 1884-against repayment at the next harvest

Village

I
 We—the undersigned acknowledge to have received from Government the sums hereunder specified against our names respectively as advances under Act XII of 1884 and bind myself _____ and each of our heirs and legal representatives severally (or where ourselves and each of us the word jointly is entered hereunder against the names of any two or more of us, then jointly and severally) to repay the said sum with interest at Rs_____percent per annum on the day of payment of 1st instalment of the land revenue of _____19 . The total sum repayable will be Rs._____and penal interest at a fixed rate of $6\frac{1}{4}$ per cent per annum, simple interest, may be charged on overdue principal, not suspended by competent authorities. If any instalment is not paid on the due date, the whole amount of the loan with such interest as may have become due thereon may, at the discretion of the Collector, be deemed to become at once due.

I
 We—understand and agree that Government will not be bound by clerical mistakes in the order of agreement and will be entitled to recover the full amount of principal and interest payable on account of the loan in accordance with the rules in force.

As between ourselves, we, the applicants, are responsible for the repayment of the loan in the following :—

REVERSE

INSPECTION

1	2	3
Date	Remarks	Signature of Officer

REPAYMENTS

1	2	3
Date	Amount	Signature of Tahsil Officer

Owing Shares :—

Order of suspension/remission.

No.	Name of borrower and his surety	Amount received	Signature or thumb-mark	Attestation by Officer	Date of execution	Amount of each instalment	Number of instalments
1	2	3	4	5	6	7	8

REVERSE

REPAYMENTS

Date	Amount	Signature of Tahsil Officers

Order of suspension/remission.

Note.—Where there are sureties they should be shown as such in the same number with the principal, and the word 'surety' should be added.

When the loan is taken by two or more persons jointly their shares should be stated
Columns 1 to 3 will be filled up by the officer, recommending or disbursing
the loans.

ANNEXURE LXIII-F

Form T-6

- 1 Serial No.
- 2 Date
- 3 Name of village
- 4 Name of borrower with father's name and caste
- 5 Amount of taccavi
- 6 Quantity of grain at the rate of
- 7 Remarks

ANNEXURE LXIII-G

Form T-7

Book No.....

Book No.....

Permit No....., dated.. .. issued to... .. son of..... village.....tahsil..... and district..... to draw.....of .....worth Rs..... from..... against agreement bond executed on.....	Permit No....., dated..... Shri..... Son of village.....tahsil..... district..... is hereby permitted to draw*..... on credit worth Rs..... from the distributing agents... .. for the purpose of..... This permit has been issued against the agreement bond filled in today by.....and will be valid for a fortnight from the date of issue	Permit No....., dated..... Shri.....son of village.....tahsil..... district..... is hereby permitted to draw*..... on credit worth Rs..... from the distributing agents.. .. for the purpose of This permit has been issued against the agreement bond filled in today by.....and will be valid for a fortnight from the date of issue.
Date..... Initials and designation of sanctioning authority-----	Date..... Signatures and designation of sanctioning authority-----	Date..... Signatures and designation of sanctioning authority-----

*Quantity be mentioned

*Quantity be mentioned

ANNEXURE LXIII-H

Form T-8

*Register of Daily sales of.....on credit to cultivators of.....
Circle.....Tehsil.....District, during the month of.....*

Name of dealer and address.....

No. and date of permit	Sanctioning authority	Name and address of borrower	Quantity	Sanctioned	Quantity issued	Rate per	Amount	Signatures or thumb-impression of borrower
							Rs nP.	

ANNEXURE LXIII-I

Form T-9

Allotment and disbursement of taccayi under Act.....

In *tahsil* *district during the* *month of*
C. P./N. E. S. Block *year.*

ALLOTMENT		AMOUNT DRAWN FROM TREASURY		DISBURSEMENT			Amount of detailed bill	REMARKS
No. and date of letter of credit	Amount	No. and date of the abstract bill	Amount	Amount disbursed	Brief particulars of files	Amount refunded		

Dated.....

Signatures

Designation of Drawing and
Disbursing Officer

Note.—This statement is prepared, in triplicate, separately for loans advanced under each Act. One copy is sent to the Collector and the second to the Controlling Authority and the third is kept by the Distributing Officer as office copy.

APPENDIX V

1. Form T-10
2. Form T-11
3. Form T-12
4. Form T-13
5. Form T-14
6. Form T-15

ANNEXURE LXIII-J

Form T-10

File No.

Act XIX/XII

-
1. Designation of Disbursing Officer
 2. Name of borrower and his fathers' name and residence
 3. Amount of loan sanctioned
 4. Purpose of loan and the Act under which sanctioned
 5. Period of repayment and date of payment of first instalment
-

ANNEXURE LXIII-K

Form T-11

Act XIX of 1883

Statement showing transfer of files of taccavi loans advanced under

Act XII of 1884

from to the Tahsildar/Naib-Tahsildar of district
for the fortnight ending

Serial No.	Name and designation of Disbursing Officer	AMOUNT DRAWN FROM TREASURY			DISBURSEMENT		
		No. and date of the abstract bill	Amount	Amount disbursed	Amount refunded	Balance in reserve, if any	Brief particulars of files for the amount advanced
1	2	3	4	5	6	7	8

TRANSFER OF FILES OF AMOUNT DISBURSED		TRANSFER OF OLD FILES		REMARKS
Particulars of files enclosed for transfer	Particulars of borrowers whose files are pending completion and reasons therefor	Particulars of borrowers whose files enclosed. ∴ for transfer	Particulars of borrowers whose files still outstanding and reasons therefor	
9	10	11	12	13

Certified that the files mentioned at serial No. to in columns 9 and 11 of this statement, duly completed, have been received.

Signatures of _____
Tahsildar
Naib-Tahsildar

No.

A copy is forwarded to the Secretary to Government, Punjab,
Agriculture Department

Development Department (in Community Project, National Extension Service Branches for information.

Signature of Disbursing Officer

Notes—

1. Entries in columns 9 and 10 should be of serial Nos. in column 8.
2. Entries in columns 11 and 12 should be of serial Nos. in column 8 of the statement for the fortnight concerned.
3. This statement should be prepared, in triplicate ; one copy will be sent to the Administrative Secretary; one to the Tahsildar/Naib-Tahsildar concerned along with the files and the third will form office copy.

ANNEXURE LXIII-L

Form T-18

Statement showing coercive processes employed to recover arrears of taccavi loans advanced by Revenue Department

Agriculture Department

Development Department in C. P./N. E. S.

Scheme of.....under head.....in the month of.....

Tahsil Block	Particulars of the defaulter(s)	PARTICULARS OF LOANS			INSTALMENTS OVERDUE IN RESPECT OF EACH LOAN			Total
		Kind	Purpose	Amount	Principal	Interest	Penal Interest	
1	2	3	4	5	6	7	8	9
	Grand Total..							

COERCIVE PROCESSES UNDER SECTION 67 OF THE PUNJAB LAND REVENUE ACT, 1887 WHICH WERE EMPLOYED TO EFFECT RECOVERY			Further coercive processes proposed to be employed	REMARKS
Coercive processes employed and reaction	Amount recovered	Balance due, if any		
10	11	12	13	14

Tahsildar

District

ANNEXURE LXIII-M

Form T-20

Report on a loan to an Agriculturist in respect of which suspension/remission of instalments is proposed

1. Tahsil and Village
2. Names and description of borrowers and sureties, if any
3. Amount and date of loan, and purpose for which granted
4. Terms as to repayment made and date of grant
5. Total repayments to date
6. Amount now outstanding
7. Cause of default and proposals

ANNEXURE LXIII-N

Form T-21

Statement showing Suspensions/Remissions allowed in respect of taccavi loans under Kharif

Act..... in

Rabi

Suspension/Remission allowed.

Kind of loan	Particulars of borrower	Village where Suspension/Remission is given on a large scale	AMOUNT SUSPENDED/REMITTED			Reasons
			Principal	Interest	Penal Interest	

Note.—This statement will be forwarded by the Commissioner to the Financial Commissioner and the Accountant-General, Punjab.

7.4. (i) The mutation register consists of a counterfoil and foil. The former is the **General instructions** patwari's copy of the register, the latter is removed after orders have been passed, and sent to the tahsil to be filed with the *jamabandi*. The patwari should make his entries in column 1 to 13 of the counterfoil, but he should make no entry in column 15. Having thus filled up column 1 to 13 in the counterfoil, the patwari will copy these entries in the foil. He will then write his report in column 15 of the foil. He will briefly state the facts explaining the change, the names of the persons on whose information the entry is based, and he will require the *lambardar* concerned to attest the entry by seal or signature. He is, however, strictly forbidden to take the thumb-mark or the signature of any of the parties to the transaction anywhere on the mutation sheet.

(ii) The field kanungo must attest by personal examination of the papers concerned every entry made by the patwari in the counterfoil and foil, noting briefly that he has done so with date below the report in the latter. He must sign the entries in both counterfoil and foil.

(iii) The revenue officer should carefully compare the entries in counterfoil and foil, and must write his order on the latter. He should see that all entries in the mutation sheets as well as his orders thereon are neatly and legibly written. The order should show whether the parties interested were all present or, if any one was absent, the way in which his evidence was obtained; or, if it was not obtained, what opportunity was given to him to be present; also who identified the parties present and the place at which, and date on which, it was written. In mutations of alienation of land the tribes of the parties should be named in the order. It is not sufficient to note that parties are ZARRAT PESHA or GHAIR ZARRAT PESHA. No detailed record of the statements of parties and witnesses need be made, but the order must state briefly the persons examined by the revenue officer, the facts to which they deposed and the grounds of the order. Except in the case of KILLABANDI mutations (paragraph 15 of appendix XIV to Settlement Manual) no revenue officer's any more than the kanungo or patwari should take the signatures or thumb-marks of parties or witnesses anywhere on the mutation proceedings. Except where the mutation order relates to an entire holding and in cases of undisputed inheritance the revenue officer must enter with his own hand the numbers of the fields affected and their total area. In the case of mutations relating to registered companies or firms, the attesting officer shall not pass final orders unless he has satisfied himself that the company or the firm has been duly registered and the party concerned has produced a certificate of registration by the Registrar, Joint Stock Companies. Mention to this effect shall be made in the attestation order.

(iv) He must write with his own hand in the counterfoil a very brief abstract of the operative part of his order giving the numbers of the fields affected and their total area, thus, "DAKHIL KHARIJ NUMBER; HAI FALAN RAKBA FALAN MANZUR HAI". No recital of the facts on which the order is based should be entered in the counterfoil.

(v) When mutation is refused the revenue officer must similarly pass his order to that effect on the foil and note the fact in the counterfoil. He must sign the entries in the counterfoil after comparing them with those on the foil.

(vi) For the action to be taken with reference to the share of SHAMILAT attached to land transferred, see paragraph 7.19 INFRA. Regarding the procedure to be observed in connection with alienations which are affected by the Punjab Alienation of Land Act, see paragraphs 7.22 and 7.23 INFRA.

(vii) To save heavy stamp duty and registration fee on deeds relating to the alienation of immovable property, it has become the practice, especially in urban areas, to execute, instead of a regular sale deed, two documents as follows :—

- (a) a receipt for the payment of the price of the property which is described as having been orally sold, together with
- (b) an indemnity bond relating to such oral sale ;

and then get both these documents registered. Thereafter the sale is reported for mutation proceedings as “*zabani bazaria rasid registri shuda*” with the object of clothing what is essentially an oral transaction with something of the protection attaching to registration proceedings. In such cases, no mention of any receipt or indemnity bond should be made in the mutation proceedings either in the patwari or kanungo’s report or in the order of the revenue officer, who should treat such transactions purely as ‘Zabani’ and not as “*zabani bazaria rasid registri shuda*”.

Any contravention of these instructions by the patwari and the other revenue staff, will be severely dealt with.

(viii) All revenue officers responsible for mutation work should give immediate attention to all mutations applied for to give effect to schemes of consolidation. It must be remembered that every member before joining or being admitted to a consolidation of holdings society has signed a statement that he—

- (1) agrees to the principles of the re-arrangement of scattered holdings so as to secure more compact blocks of fields for each owner ;
- (2) agrees to submit to any arrangements approved by two-thirds of the whole number of members in a general meeting or such other proportion as the by-laws of the society concerned may prescribe ;
- (3) agrees to permit the re-arrangement of his lands in accordance with any such scheme and to give possession in accordance therewith for ever ;
- (4) agrees to submit to arbitration in accordance with by-law No. 29, all disputes touching the business of the society (including disputes as to rights, boundaries, rents, responsibility for land revenue and cesses and possession of the lands affected by any such scheme) that may arise during the existence of this society ;
- (5) agrees to submit to any arrangement approved by two thirds of the whole number of members in a general meeting or such other proportion, as the by-laws of the society concerned may prescribe in case of any future partition or re-arrangement of the consolidated area in which he may be concerned.

In view of this and of the special revenue qualifications of the co-operative societies, staff engaged on consolidation work it will be sufficient for the patwari to accept the draft of the new entries prepared by the Officer-in-charge of consolidation and to enter them in his records. The verification of the kanungo will then consist in satisfying himself that the copy is a true copy. On receipt of information that the entries are ready for attestation it is the duty of the tehsildar or naib-tehsildar concerned to proceed immediately to the spot to hear the case and to pass orders.

(ix) As regards mutations for the consolidation of holdings affected by a Co-operative Consolidation Society the Financial Commissioners have ruled as follows :—

- (a) Revenue officers are bound to hear all relevant objections to proposed mutations.
- (b) Revenue officers can refer to proceedings of the Consolidation of Holdings Society concerned in order to decide whether—
 - (i) the objection is or is not correct,
 - (ii) the objector is a member or a non-member,
 - (iii) he offered the area objected to for consolidation, and
 - (iv) the area allotted to him has been allotted in accordance with scheme approved by the prescribed majority of the society in accordance with its by-laws.
- (c) When the objector is a member of the Consolidation Society, he has his remedy under rule 18 of the rules published with Punjab Government notification No. 13819, dated the 23rd June, 1917, and the decision of the Registrar Co-operative Societies, or of the arbitrator, should be followed by the revenue officer.
- (d) No general rule can be laid down with regard to the attestation of mutations of holdings of which the possession has not yet passed, or the exchange whereof has been reversed after one or two harvests. Possession is, however, very strong evidence of facts that have actually occurred.

It should be clearly understood that the duty of a revenue officer attesting a mutation is confined to ascertaining whether a fact does or does not exist. It is not his function to entertain an application and come to a finding upon it in the manner laid down in the rules under the Co-operative Societies Act. On the other hand, he should follow any decision given by the Registrar or arbitrator under those rules, or by the society in accordance with its by-laws. His only duty is to ascertain whether a fact does or does not exist.

(x) All mutations, not attested within a period of two years, are shown in the quarterly business returns of revenue work for each district by tahsils. A list will be prepared in each tehsil and supplied to the tahsildar or , naib-tahsildar concerned, so that special steps may be taken to ensure that all such mutations will be attested are one, if possible. Any mutations,

remaining unattested by the end of the next quarter, will be entered in a special list, with reasons showing why each mutation could not be attested. These lists will be forwarded to the Collector for information, and if any mutation in such a list remains unattested by the end of the quarter then next ensuing, a full report with an explanation will be submitted to the Commissioner for any action that he may think fit to take.

(xi) A practice has been followed in some districts under which parties to a transaction pertaining to land put in an application on a court fee stamp of Rs 1 before a revenue officer for recording their statements to the effect that their transaction has been completed and that the mutation be sanctioned in their absence. In pursuance of this request, the revenue officer sanctions the mutation. This practice is liable to gross abuse particularly of the Alienation of land Act and should, therefore, be stopped. Rule 34(ii) of the Land Revenue Rules cannot be constructed as doing away with the necessity of the mutation being decided in public. Persons acquiring rights can certainly report under section 34 Land Revenue Act, in writing, but this does not justify a decision of the mutation being made outside the estate in the manner explained above.

ANNEXURE LXVI-A

Table F

Showing the repayment of a loan of Rs 100 with interest at 5½ per cent per annum

Number of years in which the loan is repayable	Amount of annual instalments on the supposition that the first instalment is repayable after		Number of half years in which the loan is repayable	Amount of half yearly instalments on the supposition that the first instalment is repayable after	
	One year	Two years		One year	Two years
1	2		1	3	
	Rs	A. P.		Rs	A. P.
2	54	0 0	4	27	6 0
5	23	4 0	10	11	13 0
10	13	2 0	20	6	11 0
15	9	13 0	30	5	0 0
20	8	3 0	40	4	3 0

ANNEXURE LXVI-B

Table G

Showing the repayment of loan with interest at 2 per cent half yearly in respect of Ammonium Sulphate

Serial No.	Amount of loan advanced	When due	Amount of interest to be paid	Amount of Penal interest to be paid at Rs 6½ per annum
	Rs	A. P.	Rs	A. P.
1	34	8 0	0	11 3
2	69	0 0	1	6 1
3	138	0 0	2	12 2
4	207	0 0	4	2 3
5	345	0 0	6	14 5
6	379	8 0	7	9 5
7	414	0 0	8	4 5
8	483	0 0	9	10 6
9	552	0 0	11	0 7½
10	586	8 0	11	11 7½
11	690	0 0	13	12 10
12	828	0 0	16	9 0
13	897	0 0	17	15 1

ANNEXURE LXVII

Copy of paragraphs 630 of the Punjab Land Administration Manual

630. Instructions have been issued with the object of making the grant [of loans prompt and easy. To ensure that this object is not defeated the Deputy Commissioner should set his face against all vexatious formalities, and especially against repeated summonings of the applicant to the tahsil. There is no reason why an ordinary taccavi case should occupy more than three weeks, from first to last. Revenue Officers of any grade can receive applications, which may be written or oral. *In the case of the latter a few questions put to the applicant by the revenue officer will enable him or his reader to fill up the very simple printed form of application. On the back of that form there is a note stating the different points regarding which a report is necessary. Landowners should be encouraged to present their applications to revenue officers in camp in order that the enquiry may be made at once, and that the necessity of summoning the applicant and his headman to the tahsil may be avoided. In an ordinary case the simple enquiry called for can be made with the greatest ease. All that is required is for the revenue officer to see the land for whose improvement the loan is asked, to obtain an extract from the entries regarding it in the last annual record, and to put a few questions to the applicant, the village headman, and the *Patwari*. If however the necessary information cannot at once to be obtained, the enquiry can be made by a field *Kanungo*, if the loan does not exceed Rs 500. The tahsildar must state in his report whether the applicant wishes to receive payment at the tahsil or at the *sadr*. In the former case his attendance at the district office is usually quite unnecessary. When the tahsildar decides to recommend the loan he sends the file to the district revenue accountant (*wasil bakin avis*), and, if the applicant is to receive the money at the district office, gives him a slip containing the date on which he is to appear before the Deputy Commissioner. The date should be so fixed as to give the revenue accountant time to check the file carefully before it is brought before the Deputy Commissioner for orders. The Government of India have authorized a system of employing selected officers to take money into camp and disburse loans on the spot. For the details of the procedure to be followed under this system reference should be made to Standing Order No. 32, paragraph 7 (1). A system of peripatetic distribution with oral application and disbursement on the spot is also specially suitable for tracts in which it is desirable to encourage any particular form of agricultural improvement such as the sinking of masonry wells, the embankment of land for purposes of irrigation, etc. Such a system has been approved by Government for adoption under certain conditions. Needful instructions will be found in paragraph 7 (2) of the Standing Order above referred to.

*See paragraph of Financial Commissioner's Standing Order No. 32.

ANNEXURE LXVIII

Copy of paragraph 7.18 of the Punjab Land Records Manual.

7.18. (i) All mortgages and sub-mortgages, whether collateral or with possession, whether contracted for long or short periods, and whether by deed or by oral agreement, should be entered in the mutation register. Redemptions of such mortgages should also be entered. Cases of increase of mortgage money on a previous mortgage between an agriculturist mortgagor and a non-agriculturist mortgagee, even though the other conditions of the mortgage are maintained unchanged, should be entered in the mutation register : in such cases if the revenue officer is of opinion that the change sought to be introduced would result in contravention or evasion of any of the provisions of the Land Alienation Act, such, for instance, as those described in paragraph 29 of standing order No. 1, he should forward the mutation, without passing orders on it, to the Deputy Commissioner for the exercise, in his discretion, of the powers vested in him under that Act. But other cases of mere increase of mortgage money on a previous mortgage which is otherwise maintained unchanged should not be entered in the mutation register. In order, however, to ascertain the correct account of mortgage and redemption money for purposes of statements 5 and 5-A of the village note book (paragraph 10.1), the Patwari shall enter such cases in the village diary (roznamcha), noting therein the name of the village, parties and the amount of increased mortgage money. In cases of mutations of redemption of mustajri mortgages the Patwari should note in column 13 of this register the amount of mortgage money discharged by referring to the or entry of the mutation of mortgage. If the register containing the original entry is not in his possession, he should get the necessary information from the office² or the sadr Kanungo. If for any reason such information cannot be secured without undue delay, the amount admitted by the parties or proved should be accepted. Care should be taken to ascertain how the mortgaged land is cultivated, how the produce or rent is enjoyed, and by whom the revenue is paid. Other conditions of mortgages need not be particularly enquired into, but the amount of the mortgage debt as admitted by the mortgagor should be noted in column 13 of the mutation register. Collateral mortgages though entered in the register are only noted in the remarks column of the jamabandi. Nor is the amount of the mortgage debt shown in the jamabandi. Land which is already subject to mortgage is sometime mortgaged by the mortgagor to a third person on the condition that the previous mortgaged will be redeemed by the latter. This second mortgage should be treated as a collateral mortgage and subsequently a new mortgage with possession should be sanctioned when the land is redeemed by the second mortgagee. A sub-mortgage, accompanied by transfer of possession is treated as a mortgage with possession.

(ii) Under paragraph 13 of standing order No. 32 a mutation should be entered up in respect of land hypothecated to Government by way of security for repayment of an advance. If a second loan is taken on the same security it is not necessary to enter up a new mutation.

(iii) Transactions relating to mortgage of rights of cultivation by owners, involve the acquisition of a right and as such mutation should be exercised to see that such alienations are not made to defeat the purpose of the Punjab Alienation of Land Act, 1900, and when they do mutation should be refused.

Mortgages Punjab
Government Letter
No. 29—Rev.,
dated 8th March
1915.

ANNEXURE LXIX

Copy of section 67 of Land Revenue Act.

67. Subject to the other provisions of this Act, an arrear of land revenue may be recovered by any one or more of the following processes, namely :—

- (a) by service of a writ of demand on the defaulter ;
- (b) by arrest and detention of his person ;
- (c) by distress and sale of his moveable property and uncut or ungathered crops ;
- (d) by transfer of the holding in respect of which the arrear is due ;
- (e) by attachment of the estate or holding in respect of which the arrear is due ;
- (f) by annulment of the assesment of that estate or holding ;
- (g) by sale of that estate or holding ;
- (h) by proceedings against other immoveable property of the defaulter.

ANNEXURE LXX

No. 5827-NES-54/1530, dated Simla-2, the 9th November, 1954

FROM

K. S. NARANG, Esq., I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department (Community Projects).

TO

The Block Development Officer, Rohtak, Panipat, Kharar, Palampur, Hamirpur, Outer Seraj, Garhshankar and Ludhiana.

Subject:—Rules regulating the use of Government -owned vehicles.

Memorandum

A copy of the rules regulating the use of Government vehicles and the conditions of service of drivers of these vehicles in the Punjab, circulated with Punjab Government letters No. 3163-P-51/1889, dated the 26th April, 1951, No. 4926-P-51/2838, dated the 14th August, along with its enclosures, is enclosed herewith for your information and guidance.

2. You are also requested to submit monthly reports about the journey performed and petrol and oils consumed etc., for plying the jeeps, when received, in the *proforma* prescribed in this department memorandum No. 1386-NES-54/544 dated the 9th June, 1954 (copy enclosed).

3. (*For the Block Development Officer, Garhshankar only*).—This disposes of your memorandum No. 93, dated the 14th September, 1954.

PRITHVI SINGH,
SUPERINTENDENT,
for Deputy Secretary to Government, Punjab, Development,
Community Project.

Copy of letter No. 3163-P-51/1889, dated the 26th April, 1951 from the Chief Secretary to Government, Punjab, to all Heads of Departments, Commissioners of Divisions and Deputy Commissioners, in the Punjab.

Subject :—Use of requisitioned and Government-owned Motor Vehicles.

With a view to exercise proper control over the use of Government Transport ; Government have framed a set of rules on the subject (copy enclosed). In order to achieve the desired end I am directed to impress upon you the desirability of a strict observance of those rules. As carelessness in handling Government transport means avoidable loss to the State Exchequer any laxity on the part of Government servants in the matter will be taken up for action.

2. A senior officer of the Finance Department is being deputed to scrutinise the existing needs of each Department in respect of Government-owned vehicles. Each Head of Department should, therefore, report immediately to the Finance Department the essential minimum

requirement of each type of vehicles of the Department, indicating whether the vehicle is required permanently or temporarily. In the latter case the Head of Department concerned should also indicate the period for which the vehicle is required to enable Government to fix the sanctioned strength of such vehicles for the Department. A special audit of all Government-owned vehicles and their accounts should be carried out periodically to ensure observance of the rules and instructions prescribed by the Government.

3. It has also been decided that a pool of cars will be maintained by the Provincial Transport Controller at Simla and Jullundur so that the officers sanctioned at these two stations can draw upon the vehicles in case of need. For this purpose a list of priorities will be maintained by the Provincial Transport Controller. The creation of these two control pools will obviate the necessity of allowing individual officers or Departments to maintain Government-owned vehicles separately at these stations, except in the case of Police and such other Departments as can furnish adequate justification.

4. Further Government have decided that all requisitioned vehicles belonging to Muslims or non-Muslims should be de-requisitioned forthwith under advice to Government.

Copy of Endorsement No. 3163-P-51/1890, of even date from the same officer.

A copy, with a copy of the rules, is forwarded to the Accountant-General, Punjab, for information.

Subject.—Rules regulating the use of Government-owned vehicles and the conditions of services of drivers of these vehicles in the Punjab.

CONTROLLING OFFICERS

1. Government owned vehicles will be under the administrative control of an officer not below the rank of an Assistant Secretary, selected for the purpose by the Administrative Secretary concerned, in the case of Secretariat Offices and a Gazetted Officer, selected by the Head of Department in the case of other Departments. This officer will act as Controlling Officer in respect of the vehicles. The controlling officers will be responsible for the proper use, care and maintenance of the vehicles and for the strict enforcement of these rules.

2. The controlling officer will maintain :—

(a) Particulars of each Government owned vehicle in form G.VI ;

(b) A log book in form G. V. II showing :—

(i) particulars of journeys performed by the vehicles, both on duty and otherwise (non-duty), and

(ii) petrol and mobil oil consumed ;

(c) a register in form G. V. III showing cost of repairs etc., carried out ;

(d) a register of receipts and expenditure in form G. V. IV, and

(e) drivers over-time Register in form G. V. VII.

The spare parts and other equipment on each vehicle should be checked by the Controlling Officer every month and any loss arising out of negligence or fault recovered from the persons concerned.

3. The Controlling Officer will have the vehicles tested every six months regarding fitness for journeys and place a report in record. He will also submit a half-yearly report to his senior officer on the expenditure incurred on the maintenance of the car.

4. On the transfer from his post, the Controlling Officer will ensure that the vehicle is handed over to his successor (or to any other officer under the orders of the Administrative Secretary or the Head of Department as the case may be) with complete equipment and full complement of spare wheel, tyres and tools, and have this fact mentioned in his charge report. All the documents mentioned in rule 2 above should be signed by the officer making and taking over charge in token of the correctness of the relevant entries in those documents on the date the charge is transferred.

IX.—USE OF GOVERNMENT-OWNED VEHICLES FOR OFFICIAL PURPOSES

5. Government vehicles are intended for use for official-touring outside the headquarters, and for journeys on *bona fide* official duties at the headquarters ; for example, for proceeding to places where official meetings or other official functions are held. The use of Government vehicles for official journeys at the headquarters will not be permitted except with the previous sanction of the Head of the Department obtained in writing. In the case of Secretariat Offices, the previous sanction of the Secretary of the Department will be required in such cases.

N.B.—Journey performed by the touring and visting Officers from the Railway Station or Airport to the places of duty or halt and *vice versa* would be regarded as official duty.

6. No road mileage will be charged in their T. A. Bills by officers in respect of official journeys performed by a Government vehicle : officers will be entitled to charge only D. A. in respect of such journeys except when such an officer makes separate arrangements for his servant and luggage due to non-availability of accommodation in the vehicle when T.A. will be regulated under rule 2.170(b) of the T. A. Rules. When more than one officer travel in the same Government vehicle, the T. A. of each of them will be regulated separately under the rule 2.170 (b) of the T. A. Rules.

III.—USE OF GOVERNMENT-OWNED VEHICLES FOR NON-DUTY JOURNEYS

7. Government vehicles may be permitted to be used for non-duty journeys by the Secretary or the Head of the Department as the case may be to a limited extent, subject always to the condition that their use for such purposes should not interfere with official requirements in any way. The following classes of non-duty journeys will be regarded as permissible:—

(a) Occasional journeys performed by officers from their residence to offices and *vice versa* ; and

(b) urgent visits to hospitals.

N.B.—If an accident occurs when an officer is using a Government vehicle while actually not on duty, he will be responsible for the entire cost arising out of such accident.

8. The use of Government vehicles for journeys to places of public amusement such as cinemas, races, clubs etc., will not be permitted.

9. The charge for the use of Government vehicles for non-duty journeys within the normal working hours fixed for their use, viz., 9 a.m. to 7 p.m. will be annas 8 per mile for a staff cars and annas 12 per mile light or heavy transport vehicles.

10. If the Government vehicle is used before or after normal duty hours, or on Sundays and other Gazetted holidays an extra charge of annas four per hour or fraction of an hour subject to a minimum of annas eight will be leviable.

11. The charges prescribed above will be recovered from officers through bills in form G. V., presented to them by the Controlling Officer, who will issue receipt in form G. V. VI and the amounts are credited to Government as "Miscellaneous receipts of the Departments". The Controlling Officer will be personally responsible for the proper and prompt recovery of charges and for their credit to Government. He will bring to the notice of his senior officer cases of inordinate delays in the payment of bills on the part of officers.

IV.—PAY AND ALLOWANCES OF DRIVERS OF GOVERNMENT VEHICLES

12. The drivers of Government vehicles will be employed on a scale of pay of Rs 50—3—80 (a higher initial pay being admissible on the merits of each case with the sanction of Government).

N.B.—The cases of drivers who have been employed on a higher rate of pay should be referred separately to Finance Department for concurrence.

13. The drivers of Government Vehicles will be treated as members of the regular Establishment, belonging to Provincial Service Class III and will be entitled to Dearness and other allowances at the usual rates.

14. The normal working hours of the drivers will be from 9 a.m. to 7 p.m. with an interval of 1½ hours for lunch.

15. Over-time allowance will be admissible to the drivers on the following scale, and will be paid to them on a certificate from the Controlling Officer that it has been earned :—

- (a) On working days annas four per hour, for working outside normal working hours subject to a minimum of annas eight and a maximum of Rs 1-8-0 per day ;
- (b) On Sundays and closed holidays, over-time allowance at the above rates will be admissible for duty at all hours.

The minimum and maximum will be based on the total over-time in a day.

ANNEXURE LXXI

No. 4425-ECDI-57/8560, Chandigarh; dated the 27th August, 1957

FROM

SHRI SAPURAN SINGH, I.A.S.,

Deputy Secretary to Government, Punjab,
Development Department.

TO

1. THE ALL COMMISSIONERS OF DIVISIONS.
2. ALL DEPUTY COMMISSIONERS (EXCEPT SIMLA) IN THE PUNJAB.

Subject :—Writing of confidential reports on the work and conduct of officers working under the Community Development/National Extension Service Organisation.

Memorandum :

This Department have had under consideration the matter regarding adopting a uniform procedure for writing of annual remarks on the work and conduct of officers working under the Community Development/National Extension Organisation. After careful consideration and on the basis of the experience of the working of the Organisation the following procedure has been approved to be adopted:—

(1) *Community Project Officers (Industries)*

The annual confidential report about the work and conduct of Community Project Officer (Industries) will be originated (in the prescribed *pro forma*) by the Sub-Divisional Officer (Civil). If however the C.P.O. (I) happens to be senior to the Sub-Divisional Officer or an I. A. S. Officer, the Deputy Commissioner will write his report originally and forward it to the Commissioner of the Division, for onward transmission to the Planning and Development Commissioner, Punjab.

(2) *Principals, Extension Training Centres*

The Director of In-service Training who is incharge of the Training Institutions will initiate the reports originally (in the *pro forma*) after getting reports from the Director of Agriculture, Punjab and Director of Animal Husbandry and Warden of Fisheries, Punjab. The Director in-Service Training will then pass on to Additional Development Commissioner Planning and Development Commissioner.

(3) *Gazetted Staff working in the Training Institutions*

The Principals of the Extension Training Centres, will initiate the reports originally (in the *pro forma*) and then send it to the Director-in-Service Training. He will then record his remarks and pass on to the Additional Development Commissioner/Planning and Development Commissioner for recording their remarks.

(4) *Block Development Officers*

The Deputy Commissioner will initiate the reports of the Block Development Officers originally (on the *pro forma*). He will then send the reports to the Commissioner of the Division who will record his remarks in column 2 of the *pro forma* and pass on to the Development Department (in Community Development and National Extension Service Organisation).

2. It is requested that while recording remarks on the work and conduct of Officers mentioned above the instructions issued by the Punjab Government with their letter No. 15851-GI-56/1643/3916-GI-57/9867, dated the 28th January, 5th June, 1957 may kindly be kept in view. The instructions issued with this Department memo No. ECD-57/6367, dated the 6th February, 1957, may be treated as in abeyance till further orders.

3. A copy of the revised *proforma* for recording the annual remarks on the work and conduct of officers of the categories mentioned above is enclosed.

SAPURAN SINGH,

Deputy Secretary to Government. Punjab.

No. 4425-ECDI-57,)8561

A copy with a copy of *pro forma* is forwarded to :—

1. the Community Project Officer (I) Pilot Project, Batala/Malerkotla ;
2. the Principal, Extension Training Centre, Batala/Nabha ;
3. all Block Development Officers;

for information.

SAPURAN SINGH,

Deputy Secretary to Government, Punjab.

No. 4425-ECDI-57/8561-A

A copy is forwarded to the Director of Agriculture/Director of Animal Husbandry, Punjab, for information.

SAPURAN SINGH,

Deputy Secretary to Government, Punjab.

**CONFIDENTIAL REPORT ON THE WORK OF BLOCK DEVELOPMENT
OFFICER AND OTHER GAZETTED OFFICERS**

FROM

To

Name _____

Block Development Officer,

District _____

	Deputy Commissioner	Commissioner	Planning and Development Commis- sioner
<p>1. Intelligence and Intellectual capacity</p> <p>2. <i>Social adjustment</i>—</p> <p>(a) Whether of friendly disposition and gets along with people, deals with public complaints properly and expeditiously and is courteous in his/her behaviour</p> <p>(b) Whether exhibits an open mind and accepts new ideas willingly and whether keen to learn from persons of all levels of social strata</p> <p>3. <i>Temperament Traits</i>—</p> <p>(a) Whether he/she has the patience to deal with new and sometimes difficult situation and is not easily perturbed</p> <p>(b) Whether he/she is well-balanced and is considerate and dependable for his/ her subordinates and superiors</p> <p>4. <i>Leadership and organizing qualities</i>—</p> <p>(a) Whether he/she is a good organiser with quality for working in co-operation and has demonstrated ability to lead in contrast to merely issuing orders to accomplish objectives</p> <p>(b) Capacity for heard work</p>			

	Deputy Commissioner	Commissioner	Planning and Development Commis- sioner
<p>(c) Power of accuracy of observation</p> <p>(d) Whether methodical and systematic in his/her work</p> <p>(e) Whether he/she has acquired adequate knowledge of rules, regulations, maintenance of proper accounts and of office functioning</p> <p>(f) Relations with the representatives of development departments at the block and district level</p> <p>6. <i>Character and fitness for the Job—</i></p> <p>(a) General reputation for honesty and integrity</p> <p>(b) Knowledge of rural problems, and aptitude for rural development work.</p> <p>(c) Whether he/she has faith in the Community Development Programme.</p> <p>(d) Effectiveness of oral expression ..</p> <p>7. <i>General—</i></p> <p>(a) Whether regular and disciplined ..</p> <p>(b) Whether his/her touring is systematic and adequate whether he/she has toured jointly with his/her executive officers</p> <p>(c) Special quality or defect, if any</p> <p>(d) General assessment of his/her work</p>			

Confidential**FROM**

SHRI R. S. RANDHAWA, I. A. S.,

Planning and Development Commissioner, Punjab.

To

ALL DEPUTY COMMISSIONERS (EXCEPT SIMLA) IN THE PUNJAB

No. 4958-ECDI-57/8664

Chandigarh, dated the 18th March, 1958.

Subject.— Writing of character Rolls of the staff working under the Community Development/National Extension Service Organisation.

Memorandum

The question of writing the annual Confidential remarks on the work and conduct of personnel working under the Community Development/National Extension Service Organisation has been under the consideration of this Department. After a careful consideration and keeping in view the instructions contained in the Punjab Government letter No. 15885 GI-56/1643, dated the 28th January, 1957, and No. 3916-GI-57/9867, dated the 5th June, 1957, it has been decided that the following procedure regarding writing of Character Rolls of the non-gazetted staff working under the Community Development/National Extension Service Organisation may be adopted in future:—

(1) *Social Education Organisers.*—In the case of Social Education Organisers the first remarks will be recorded by the Block Development Officer in first column of the prescribed form enclosed. In column 2, the remarks will be recorded by you and forwarded to this Department in duplicate. The column 3 of the form will be filled by the Planning and Development Commissioner, Punjab, by recording his remarks on the work and conduct of the Social Education Organiser. One copy of the form will be returned to you for record in your office and the second copy will be retained in the Development Department at the State Headquarters.

(2) *Extension Officers.*—(a) In the case of Extension Officers, Agriculture, Co-operation, Animal Husbandry and Veterinary Science, Cottage Industries, Panchayats, Assistant Medical Officers, Sanitation, and Lady Health Visitors the remarks will be recorded in column I of the prescribed form enclosed, by the Block Development Officer/other officer. He will then send it to you for recording remarks in column 2 of the form. The column 3 of the form will be filled by the Divisional Heads of Departments concerned who will record their remarks on the work and conduct of Extension Officer. The Column 4 of the form will be filled by the Planning and Development Commissioner, Punjab. One copy of the form will be retained by the Block Development Officer/other officer and the second copy of the same will be kept by the Divisional Head of the Department concerned or where he may like to retain the same.

(b) In the case of Overseers, the first column of the form mentioned above will be used by the Block Development Officer who will then forward it to you for recording remarks in column 2 of the form. One copy of the form will be retained by you and 2nd copy by the Block Development Officer concerned.

(3) *Gram Sewaks*.—So far as the Gram Sewaks are concerned it is decided that the remarks in column 1 of the form enclosed, will be recorded by the Extension Officers, Agriculture, Co-operative, Animal Husbandry and Social Education Organisers (in the case of Gram Sewikas, the Lady Social Education Organisers will be consulted). The column 2 of the form will be filled by the Block Development Officer and column No. 3 by you. The Confidential Report will be returned to the Block Development Officer, who will keep it in safe-custody in his office.

(4) *Ministerial Staff*.—In the case of Head Clerks, Accountant-cum-Store-keepers Stenographers, Steno-typists, Clerks, the remarks in column 1 of the prescribed form enclosed will be recorded by the Block Development Officer/other officer. He will then forward the same to you for recording remarks in column 2 of the form. They will then be kept by the Block Development Officer/in his office for record. As regards the Head Clerks/Accountants-cum-Storekeepers the final remarks will be recorded by the Under Secretary to Government Punjab, Development Department Incharge Establishment) in consultation with the Account Officer, Development Department. One copy will be retained in the Development Department and the second will be returned to the Block Development Officer for record in his office.

2. The following schedule of period will have to be observed very strictly at every stage:—

(a) *Social Education Organisers*—

Block Development Officer

Deputy Commissioner

By the 10th April, every year.

By the 20th April, every year.

(b) *Extension Officers*—

Block Development Officer

Deputy
Commissioner

Divisional Heads of Departments

By the 10th April, every year

By the 20th
April, every
year

By the 1st May, every year.

(In the case of Overseers by the 1st week of May, every year by the Deputy Commissioner)

(c) *Gram Sewaks*

Block Development Officer

Deputy Commissioner

By the 10th April, every year

By the 20th April, every year.

(d) *Ministerial staff*—

Block Development Officer
By the 10th April, every year

Deputy Commissioner
By the 20th April, every year.

[In the case of Head Clerks/Accountants-cum-Storekeepers by the 1st week of May every year by the Under Secretary (Establishment)].

3. While recording remarks on the work and conduct of personnel by the reporting officers, the instructions issued by the Punjab Government with their letters mentioned above will have to be strictly observed by them. While doing so he should clearly mention that he is related to the Officer/Official reported on and bring out the exact nature of relationship.

4. It is also urged that the officers while recording confidential reports should realise the value and importance of such reports in making or adversely affecting the careers of officers/officials reported upon. While the superior officers have the fullest freedom and the right to record their opinion about the work and conduct of their subordinates, in doing so they should be guided solely by consideration of merit, justice and fairplay. No personal considerations, approaches or *safarish* of any kind should be allowed to supervise and their conscience alone should be their guide in this matter.

5. If any adverse remarks have previously been communicated to official concerned, the reporting officer should specifically state whether the defects reported have already been brought in any other communication to the notice of officer/official concerned.

R. S. RANDHAWA,
Planning and Development Commissioner,
Punjab.

Confidential

No. 4958-ECDI-57/8665, dated 18th March, 1958

A copy, with a copy of letters No. 15851-GI-56/1643, dated the 28th January, 1957 and 3916-GI-57/9867, dated the 5th June, 1957, and prescribed forms, is forwarded to the Community Project Officer, (I) Batala/Malerkotla and all Block Development Officers for information and necessary action.

R. S. RANDHAWA,
Planning and Development Commissioner,
Punjab.

No. 4958-ECDI-57/8666, dated 18th March, 1958

A copy with a copy of the form prescribed for Extension Officers is forwarded to:—

- (1) the Director of Agriculture, Punjab, Chandigarh.
- (2) the Registrar Co-operative Societies, Punjab, Jullundur.
- (3) the Director of Animal Husbandry, Punjab, Simla.
- (4) the Director of Panchayats, Punjab, Jullundur.
- (5) the Director of Industries, Punjab, Chandigarh.
- (6) the Director of Health Services, Punjab, Chandigarh.

for information and necessary action.

R. S. RANDHAWA,
Planning and Development Commissioner,
Punjab.

DEVELOPMENT DEPARTMENT

(NATIONAL EXTENSION SERVICE)

Confidential report on the work of Gram Sewaks

Name _____

Block _____

District _____

For the period from _____ to _____

Names and designations of reporting Officers 1. _____

2. _____

3. _____

Serial No.	Points on which information is required	Remarks by No. 1 above	Remarks by No. 2 above	Remarks by No. 3 above
1	Has he/she justified his/her appointment as Gram Sewak/Gram Sewika ?			
2	Knowledge of rural Problems, adaptability and aptitude for rural development work.			
3	Whether he/she is of friendly disposition, creates friends, gets well along with people and is courteous in his/her behaviour.			
4	Whether he/she has developed local leadership and helped the village people to study their problems, become concerned about the improvement of their conditions and to develop a programme of self improvement ?			
5	Has he/she drawn up programme of development including village Agricultural production Plans ?			
6	Has he/she maintained cordial relations with members of village Panchayats, Panchayat Secretaries, Patwaries, school teacher, other officials of the development departments at the village level and whether he/she utilized all these agencies in furtherance of the Community Development Programme ?			

Serial No.	Points on which information is required	Remarks by No. 1 above	Remarks by No. 2 above	Remarks by No. 3 above
7	Has he/she maintained necessary records and registers as directed from time to time?			
8	Whether he/she is conscientious, industrious and hard working, regular and disciplined			
9	Effectiveness of oral expression ..			
10	Patience to deal with difficult situations ..			
11	General reputation for honesty and integrity.			
12	Whether he/she is methodical and systematic in his/her work			
13	Whether his/her touring in his/her circle is adequate and systematic			
14	Special quality or defect, if any ..			
15	General assessment of the work done by him/her			

DEVELOPMENT DEPARTMENT

(NATIONAL EXTENSION SERVICE)

Confidential report on the work of Social Education Organiser.

Name _____

Block _____

District. _____

for the period from _____ to _____

Names and designations of reporting officers 1. _____

2. _____

3. _____

Serial No.	Points on which information is required	Remarks by No. 1 above	Remarks by No. 2 above	Remarks by No. 3 above
1	Intelligence and intellectual capacity ..			
2	Has he/she justified his/her appointment as Social Education Organiser/Lady Social Education Organiser			
3	Knowledge of rural problems, adaptability and aptitude for rural development work.			
4	Effectiveness of oral expression ..			
5	Whether he/she has arranged programmes of participation by the rural population in the development programmes, such as agriculture, village Industries, sanitation, health and general village improvement.			
6	Has he/she given adequate attention in organising youth welfare, women welfare and child welfare activities ?			
7	Has he/she organised voluntary agencies for carrying out Social Education activities on self help basis ?			
	(b) Skill in dealing with the public ..			
	(c) Whether he/she has the patience to deal with new and sometimes difficult situations and is not easily perturbed.			

Serial No.	Points on which information is required	Remarks by No. 1 above	Remarks by No. 2 above	Remarks by No. 3 above
	<p>(d) Has he/she given/adequate guidance to Gram Sewak/School teachers in the fields of social education ?</p> <p>(e) Ability to get along with others.</p> <p>8 Has he/she maintained cordial relations with members of village Panchayats, Panchayat Secretaries, Patwaries, School teachers, other Officials of the Development Departments at the Village Level and whether he/she utilized all these agencies in furtherance of the Community Development Programme</p> <p>9 General reputation for honesty and integrity</p> <p>10 Whether he/she is conscientious industrious and hard-working, regular and disciplined</p> <p>11 whether he/she is methodical and systematic in his/her work</p> <p>12 Whether his/her touring in the block is adequate and systematic</p> <p>13 Special quality or defect, if any</p> <p>14 General Assessment of the work done by him/her.</p>			

DEVELOPMENT DEPARTMENT

(NATIONAL EXTENSION SERVICE)

Confidential report on the work of Extension Officer.

Name _____

Block _____ District _____

For the period from _____ to _____

Names and designations of reporting officers

1. _____

2. _____

3. _____

4. _____

Serial No.	Points on which information is required	Remarks by No. 1 above	Remarks by No. 2 above	Remarks by No. 3 above	Remarks by No. 4 above
1	Intelligence and intellectual capacity,				
2	Has he/she justified his appointment as Extension Officer				
3	Knowledge of rural problems, adaptability and aptitude for rural development work.				
4	Whether he/she has achieved the targets fixed for his subject during the period under report				
5	Has he/she given adequate attention in giving demonstration concerning various items of his/her subject and covered atleast 1/3rd villages and his/her Block during the period under report				
6	Has he/she utilized young boys and village leaders in groups and clubs on some useful work covering his/her subject in furtherance of the programme of Community Development?				
7	(a) Has he/she co-ordinated the activities of Social Education Organisers and other agencies including that of Co-operative and panchayts in accomplishing his/her objectives				

Serial No.	Points on which information is required	Remarks by No. 1 above	Remarks by No. 2 above	Remarks by No. 3 above	Remarks by No. 4 above
8	<p>(b) Has he/she given adequate guidance to Gram Sewaks/ Gram Sewikas on his/her subject and whether he/she has supervised their work effectively ?</p> <p>(c) Whether he/she has maintained cordial relations with/ other Extension Officers and other staff at the block level</p> <p>Has he/she maintained necessary records and registers as directed from time to time</p>				
9	Whether he/she is conscientious, industrious and hard-working, regular and disciplined				
10	Has he/she maintained cordial relations with members of Village Panchayats, Panchayat Secretaries, Patwaries, School teachers, other officials of the Development Deptts at the Village Level and whether he/she utilized all these agencies in furtherance of the Community Development Programme.				
11	Whether he/she is methodical and systematic in his work.				
12	Whether his/her touring in the blocks is systematic and adequate.				
13	Effectiveness of oral expression				
14	Patience to deal with difficult situations.				
15	Special quality or defect if any				
16	General assessment or the work done by him/her.				
17	General reputation for honesty and integrity				

DEVELOPMENT DEPARTMENT

(NATIONAL EXTENSION SERVICE)

Confidential report on the work of Ministerial Staff

Name _____ Designation _____

Block _____ District _____

For the period from _____ to _____.

Name and Designation of reporting Officers. .. 1. _____

2. _____

3. _____

Serial No.	Points on which information is required	Remarks by No. 1 above	Remarks by No. 2 above	Remarks by No. 3 above,
1	Has he shown himself able to do the work of his employment			
2	General reputation for honesty and integrity			
3	Is he conscientious and hard working			
4	Management of subordinates and maintenance of discipline			
5	Whether his relations with his subordinates/Superiors are satisfactory			
6	Whether he is accessible, and courteous in his behaviour			
7	Punctuality and regularity in attendance			
8	General reputation and conduct ..			
9	General knowledge of rules and regulations			
10	Particular incident occurred during the period under report			

Copy of letter No. 15851-GI-56/1643, dated the 28th January, 1957 from the Chief Secretary to Government Punjab, to all Heads of Departments, Commissioners of Divisions, Deputy Commissioners, District and Sessions Judges and the Sub-Divisional Officers (Civil) in the Punjab, and Registrar, High Court of Punjab.

Subject.—Confidential reports.

I am directed to invite attention to Punjab Government letter No. 9026-G-51/1-654+ dated the 14th December, 1951, containing the procedure to be followed in dealing with confidential reports of officer and to say that since then, a number of important letters containing further instructions on the subject have been issued. It has, therefore been decided to consolidate all the instructions on the subject in this letter :—

(A) Need for regular and punctual recording of reports for Personal files.

It is essential that all officers write their reports on the Personal files of their subordinate regularly and punctually. Not only should every official, whether gazetted or non-gazetted, possess a Personal file or character roll, but it should be kept up-to-date and not allowed to remain barren of remarks for over a period of 12 months otherwise its utility as a confidential record disappears. It must be remembered that the Personal file of an officials is used for various purposes e.g., promotion, punishment, appeals, memorials or in dealing with the question whether his service has been really approved for the purpose of a full pension. If, therefore, it is not carefully maintained it will result in the record being robbed of much of its value. Indeed the very purpose for which it is maintained will be largely defeated. There are different instructions in different departments regarding the dates on which confidential remarks are to be recorded and the frequency of these remarks. In some cases, confidential reports are written twice a year and in others once a year. Whatever the frequency laid down, it is necessary that the same should be adhered to rigidly and the reports recorded on or by the due dates. A certificate should be furnished by all Heads of Departments to the Administrative Secretaries concerned to show that all confidential reports have been recorded in their respective departments on or by the due dates.

(B) What should the reports contain

Various forms have been laid down by different departments for different officers and it is not possible for Government to prescribe any standard forms for all departments on which reports should be submitted. While (Punjab Govt. letter No. 8368-G-54/34958, dated 28-9-54.) therefore, every department is free to obtain the reports in forms which may have been laid down or which it may consider most suitable, generally speaking, the reporting officers must state whether the officer or officials concerned has been able satisfactorily to discharge the duties of his office. It should be stated whether the person is able, conscientious and hardworking and the degree of his qualities in these directions should be indicated. If the officer or officials reported on has to control an establishment under him, it should be stated whether he is able to supervise their work and whether his relation with his subordinates are satisfactory. It is important to note whether the officer

or officials is punctual in attendance, has maintained discipline and disciplined conduct, and it should be stated whether (if he comes into contact with the public) he is accessible, hears and deals with their complaints properly and is courteous in his behaviour. In the case of touring officers it should be stated whether their touring is systematic and adequate. The reports should specifically bring out any defects, remediable or otherwise. For this purpose, each form should contain a separate column "Defects if any" and the reporting authority should be asked to fill up this column carefully. If any particular incident has occurred during the period under report, which shows up the officer in good or bad light, the same should be reported.

(C) Report regarding integrity

A special mention should invariably be made regarding the integrity of the officer, to which Government must naturally attach the greatest importance. It should be clearly stated Pb. Govt. letter No. 8588-G if the officer or officials concerned is suspected of corruption or is (C)-56 believed to be corrupt and this opinion should be fortified 11533-G1(S) 56/31680, dated 4-10-56. by reasons, which may be in the possession of the reporting officer. Any ill-considered remarks in this respect may do a lot of mischief and harm. On the other hand, the reporting officer must be quite honest and frank and discuss an officer's worth from the point of view of his integrity openly and frankly in the column "Defects, if any". Government observe that reporting officers are still following the practice of making non-committal remarks like 'no complaints' in this behalf. Government view this practice with disfavour and desire that the practice of making non-committal entries in the column relating to integrity should cease. Reporting officers should give a definite opinion on the integrity of their subordinates while writing their confidential reports. Further, instances have come to the notice of Government in which officers are being proceeded against for serious forms of corruption on the one hand, and, on the other, their confidential reports for the same periods certify their integrity to be good. It is felt that contradiction of this type arises only because reporting officers are failing in their duty to make entries in the column relating to integrity forthrightly and without hesitation. In case an officer/official has been given a good report for integrity which is later proved to be wrong, the reporting officer will run the risk of earning Government's displeasure. Ordinarily, the inference would be that either he did not exercise proper supervision or he was in dishonest collusion with his subordinate. The intention of Government is that the truth about subordinates should be known to reporting officers and brought to the notice of higher authorities. This would not, however, justify the entering of ill-considered remarks based on inadequate observation.

(D) Writing of Annual Confidential Reports on the Secretaries, Joint Secretaries, Heads of Departments and other officers working under the State Government

(i) The Minister-in-charge will be the recording authority in respect of Secretaries, Additional Secretaries, Joint Secretaries to Government Punjab, Pb. Govt letter No. 5490-G-53/ 800043, dated 26-9-53. Inspector-General of Police Legal Remembrancer and Director of Health Services, Punjab.

(ii) The Minister-in-charge will not be the recording authority but accepting authority in regard to Deputy Secretaries. Remarks in their files will be recorded in the normal course by their superior officers and then, put up to the Minister-in-charge for information. In case of other officers, the Minister-in-charge would normally be neither a recording nor an accepting authority. He would be competent, however, in any particular case, if he so chooses, to send for the file of an officer and record such remarks therein as he considers should be made on the basis of his personal knowledge.

(iii) The Administrative Secretaries to Government will be competent to write confidential remarks on the Heads of Departments, included in their sphere of work except in the case of the Inspector-General of Police, the Legal Remembrancer and the Director of Health Services, and also in that of the Registrar, Co-operative Societies, the Director of Industries and the Director of Panchayats, Punjab, if they happen to be senior in service to their Administrative Secretaries, in which event their reports will be written by the Minister-in-charge and not by the Administrative Secretaries.

(iv) Where there is a conflict between the remarks made in regard to an officer by the senior-most officer and those made by the Minister-in-charge, in the normal course, both remarks will continue to remain on the Personal file and the adverse remarks of either authority would be communicated to the subordinate officer in accordance with the existing practice.

These instructions should be brought to the notice of Ministers by the Administrative Secretaries concerned while submitting reports on officers to them.

(E) Minimum period for which a reporting officer should have seen the work of a subordinate before recording remarks on him.

In future no reporting officer should record his remarks in the confidential report of an officer/official under him unless he has seen his work and conducted for at least three months. If the officer has served under the reporting authority for less than three months, the [opinion of the officer under whom he has previously served should be incorporated in the report, case being taken to indicate how far the opinions expressed are based on personal knowledge and how far on reports of other officers.

Pb. Govt. letter No. 4616-G
(C) 56/16304, dated 21-4-56.

(F) Recording of remarks on the occasion of relinquishment of charge by reporting authority

An officer or Minister may, if he had not done so previously, record remarks for the confidential file of officers/officials subordinate to him within six months of his relinquishing charge of his post, or office or portfolio as the case may be.

Pb. Govt. letter No. 1556-G-
53/12447, dated 27-2-53.

(G) Issue of letters of appreciation.

The practice of recognising good work of an officer by a letter of appreciation is a very sound one and should be adopted by all Departments. It is important that such letters should not be issued indiscriminately but this should be done in really deserving cases to encourage good work. The criterion for granting such commendatory letters should be based on a record of exceptionally good work and not merely on the performance of routine duties with more than average ability and industry; and since commendation will lose much of its value if it is too easily won, it is essential that the greatest care should be taken to limit the number of commendatory letters and to grant them only in cases really deserving of notice. The Personal file of an officer should not be burdened with personal letters or certificates issued by a superior officer to his subordinates in recognition of any special help that may have been rendered by him on particular occasion e.g., a local exhibition, visit of a V.I.P., etc.

(H) Communication of adverse remarks

In this connection attention is invited to paragraph 7 of Punjab Government Consolidated Pb. Govt. letter No. 9026-G- Circular No. I which is reproduced below for facility of reference. 51/6544, dated 4-12-51.

“ The attention of Government of India having been directed to the diversity of procedure followed in different provinces in regard to the communication to subordinate officers in civil employ of unfavourable remarks made by their superiors in or other reports of a periodical nature, the Governor-General in Council has, with the approval of the Secretary of State, laid down the following general principles to which effect has to be given in all departments in all provinces :—

- (a) when report is built up on the individual opinions as noted of different departmental superiors in gradation, it is only the opinion as accepted by the highest authority which need be considered from the point of view of communication ;
- (b) an officer should not at any time be kept ignorant of the reporting officer's opinion where his service is not considered satisfactory ; criticism should be communicated promptly and should indicate in suitable language the nature of the defects in question ;
- (c) the practice of discriminating between a remediable and irremediable defect should be abandoned as far as practicable except that a certain degree of discretion should be regarded as permissible in communicating reported defects of an irremediable nature. For instance, it might do more harm than good to inform an officer year after year that his brains are below average or that he is unduly sensitive ;

- “(d) The reporting officer should specifically state whether the defects reported have already been brought in any other communication to the notice of the officer concerned ;
- “(e) remarks in case in which the Government or head of a department or other officer suspends judgment should not be communicated ;
- “(f) Great attention should be paid to the manner and method of communication in order to ensure that the advice given or the warning or censure administered whether orally or in writing, shall, having regard to the temperament of the officer concerned, be most beneficial to him ; and
- “(g) any remarks on an officer’s report which show that he has taken steps to remedy defects to which his attention has been drawn in a previous year, should be communicated to him so that he may know that his efforts to improve have not passed unnoticed.”

The highest reporting authority should be consulted at the time of communication of any adverse remarks if, at the time of writing the report, his views were not by any chance recorded therein. Further if a representation is made by any officer against the remarks communicated to him such representation should be brought to the notice of the highest administrative authority and his orders should be obtained thereon. It would be very undesirable that an officer against whose adverse remarks representations are submitted should himself dispose of such representations.

In certain departments, e.g., in the Punjab Civil Secretariat, the practice is to show the remarks recorded to non-gazetted Government servants, so that they know what their superior officers think of their work and conduct. This practice might usefully be followed in other departments in the case of non-gazetted staff. Where such a practice is not desirable in the case of non-gazetted staff. Where such a practice is not desirable the interest of discipline, e.g. in the Police Department, the reporting officer should send for the official reported upon and speak to him personally about the defects that he may have noticed, followed by a note on the personal file of the official that the reporting officer has personally brought the defects to the notice of the official concerned. In the case of gazetted officers the main objection too allowing such an officer to see confidential reports his work is that the knowledge that this will be done may prevent his superior from frankly expressing his views and writing exactly what he thinks. The danger is not so great in the case of non-gazetted staff. It may be emphasized that in the case of gazetted officers remediable defects should be pointed out very carefully and in suitable language, not with the intention of discouraging the officers, but with the sole idea of getting them to remedy the defects. The general record and reputation of an officer should be considered before conveying any adverse remarks of an isolated character.

(I) Representations against adverse remarks.

Ordinarily, the departments, should not enter into any controversy with officers in the matter of adverse remarks communicated to them on the basis of their confidential reports.

Occasionally, however, cases arise where the adverse remarks are not made bona fide, or are based on a patent error of fact. In examination of the representations is, therefore, called for, and these should not be turned down automatically. Where the preliminary examination of the representation does not prima facie establish that the adverse remarks are *mala fide*, or based on a patent error of fact, there should be little hesitation in disposing of the representation on the general policy referred to above. Where, however, it appears prima facie that the remarks are not bona fide or that these are based on a clear error of fact, the representation should be examined on merits. If, as a result, it is found that the adverse remarks were not justified, after obtaining the orders of the highest administrative authority, a note should be recorded on the confidential report by such authority expunging the remarks, and the officer concerned should be informed of the action taken. Recourse to expunction of remarks may be had only in cases of exceptional character after observing the procedure laid down above. There may also be borderline cases, in which there may be some substance in the adverse remarks conveyed to the officer and also some justification for the representation made by the officer against the adverse remarks. In such cases, the proper course to adopt would be to place the representation on the personal file after obtaining the orders of the highest administrative authority.

(Pb. letter Govt. No. 2356-G-55/1847 dated 31-3-55.

Pb. Govt. U.O. No. 15172-G-55, dated 22-12-55.

(J) Nature of Documents/communications which need be placed on personal files.

Besides the confidential reports on the work and conduct of an officer/official concerned copies of documents/communications, specified below should also be placed on the Personal files :—

Pb. Govt. letter No. 9500-G-55/52409, dated 14-8-55.

- (i) All orders imposing any of the penalties prescribed under Rule 4 of the Punjab Civil Services (Punishment and Appeal) Rules, 1952, as amended from time to time.
- (ii) All communications conveying adverse remarks or appreniation, of Government (as distinct from commendatory letters of personal nature issued by authorities other than Government).

In regard to other communications of the nature of advice or warning or conveying displeasure of Government, orders of the competent authority whether or not a copy should be placed in the Personal file should be obtained in each individual case. "Competent authority" referred to above will be :—

- (a) Government, in case where the advice given to a Government servant is from Government or the displeasure of Government is conveyed or Government is the authority competent to impose the punishment of censure ; and

- (b) the authority competent to hear appeals from an order imposing the punishment of censure, in other cases, except when the advice given is that of a higher authority in which cases such higher authority should be the "competent" authority.—

(K) Placing of copies of letters of appreciation on Personal files.

Only those letters of appreciation by Government should find their way to the Personal File of an officer which deal with the outstanding nature of his performance as an officer on an overall assessment of his work and conduct during the year in the light of the remarks recorded in his confidential reports. The Personal file should not be burdened with copies of personal letters or certificates issued by superior officers to their subordinates or letters of commendation issued by Government in recognition of any special help that might have been rendered by the officer/official concerned on a particular occasion e.g., a local exhibition, visit of a V.I.P. etc.

2. I am to urge again that the officers recording confidential reports should realise the value and the importance of such reports in making or adversely affecting the careers of officer reported upon. While superior officers have the fullest freedom and the right to record their opinion about the work and conduct of their subordinates, in doing so, they should be guided solely by considerations of merit, justice and fairplay. No personal considerations, approaches or sifarish of any kind should be allowed to supervene and their conscience alone should be their guide in this matter.

3. I am to request that these instructions should be strictly followed in future.

Copy of letter No. 3916-GI-57/9867, dated the 5th June, 1957, from the Chief Secretary to Government, Punjab, Chandigarh to all Heads of Departments, Commissioners of Divisions, Deputy Commissioners, District and Sessions Judges and the Sub-Divisional Officers (Civil) in the Punjab and the Registrar, High Court of Punjab."

Subject :—Confidential Reports.

I am directed to say that the Punjab Government have made the following amendments in paragraph 1 of their letter No. 15851-GI/56/1643, dated the 28th January, 1957 :—

(i) (Page 2) For clause (i) in sub-paragraph (D), the following shall be substituted, namely :—

“(i) The Minister-in-charge will be the recording authority in respect of Secretaries, Additional Secretaries and Joint Secretaries to Government, Punjab.

(ii) (Page 3) For Clause (iii) in sub-paragraph (D), the following shall be substituted, namely :—

“(iii) The Administrative Secretaries to Government will be competent to write confidential remarks on the Heads of Departments included in their sphere of work. The Minister concerned is, however, free to record his remarks on the opinion expressed by the Administrative Secretary.”

(iii) (Page 4) After the copy of paragraph 7 of Punjab Government Consolidated Circular No. 1 given in sub-paragraph (H), the following shall be added, namely :—

“The above instructions should continue to be followed with the modification that all adverse remarks should be communicated to the officials/officer concerned”.

(iv) (Page 6) After sub-paragraph (K), the following shall be added as sub-paragraph Pb. Govt. letter No 6895-G- (L), namely :—
55/35774, dated 16-6-55.

“(L) Procedure to be followed where a reporting authority is related to the officer officials to be reported on.

(a) When the reporting officer is the first reporting authority he should be competent to record his remarks but while doing so he should clearly mention that he is related to the officer/official reported on and bring out the exact nature of relationship.

(b) When the reporting officer is not the original reporting authority he need not normally write any remarks. If, however, he feels that for some reasons he must enter some remarks, he should, while doing so, act as under (a) above”.

ANNEXURE LXXII

DEPARTMENTAL EXAMINATION FOR THE BLOCK DEVELOPMENT OFFICERS

Memorandum.

Being the Leader of the team consisting of Inspector Level Officers of the various Development Departments, it has been observed that only that Block Development Officer can be an affective leader who has a comprehension of the general problems of each Development Department at the Inspector level and their inter-relationship. From experience it has been realised that for betterment of the rural area an integrated approach is necessary to tackle the problems of various Development Departments. It is the Block Development Officer who has to ensure an integrated approach to the problems in the Block area. While Inspector level technical officers of the various Development Departments are concerned with the particular aspects of the development programme pertaining to their Departments, the Block Development Officer is concerned with all aspects. He has to ensure coordinated development of the block area. For him to succeed in this role, it is essential that he should have the necessary breadth of outlook and training to equip him sufficiently for this role. He will acquire that broader outlook and over all comprehension. Only if he has a thorough grasp of the general problems which are sought to be tackled under the Five Year Plan schemes of all the Development Departments concerned with rural development. It is also only then that Inspector level officers would look up to him for advice and assistance in their work and respect him as a leader.

2. Keeping in view all these aspects and in the interest of the smooth working of the Blocks in the State, the Government have had under consideration the question of prescribing a Departmental Examination for the Block Development Officers. After careful consideration, the Government have decided to prescribe such an Examination for all Block Development Officers working under the Community Development N.E.S. Organisation in the Punjab State just as it has been done in the case of all services in the State. In consequence the Block Development Officers will have to pass a Departmental Examination in the following subjects :—

GROUP I.

- (a) The general chapters of the Indian Five-Year Plan and the necessity of Planning.
- (b) Community Development and National Extension Service movement and organisation and its role in development.
- (c) Coordination at the Block and District Levels, and Programme Planning for the Block.
- (d) General problems of Agriculture, Animal Husbandry, Soil Conservation, Consolidation of Holdings, Cooperation, Panchayats, Village and Cottage Industries, School Education, Social and Adult Education, Rural Sanitation and the schemes relating thereto in the State Five Year Plan.

GROUP II.

Budget and Accounts.

GROUP III.

Laws and important statutory rules and administrative instructions regarding subjects in sub-para (e) of Group I except Social and Adult Education and Rural Sanitation.

The Block Development Officers will take the Departmental Examination in the subjects in Group I within one year of their joining and pass at least in lower standard obtaining 50 per cent marks. They will pass the departmental examination in subjects in Groups II and III within 18 months. Within two years' probation period they shall have to pass the examination in higher standard obtaining 66 per cent marks in all Groups including Group I, if not done earlier. If any Block Development Officer fails to pass the Departmental examinations, he will be removed from service, if he has been appointed direct and in case he has been appointed on transfer he will be liable for reversion to his parent Department, provided the State Government may exempt him from passing the whole or any portion of the Departmental examination or may extend the period within which he shall so pass the examination.

3. The General outlines of the syllabus for the Block Development Officers are prescribed as under :—

GROUP I

Paper A

	<i>Marks</i>
(a) The general chapters of the Indian Five-Year Plan and the necessity of Planning ..	30
(b) Community Development and National Extension Service movement and Organisation and its role in Development and Extension ; Elementary Rural Sociology ..	50
(c) Coordination at the Block and District level and programme Planning for the Block ..	20
	100

Paper B

General problems of Agriculture, Animal Husbandry, Soil conservation, Consolidation of Holdings, Cooperation, Panchayats, Village and Cottage Industries, School Education, Social and Adult Education, Rural Sanitation, and the schemes relating thereto in the State Five-Year Plan ..	100
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	GROUP II		
Budget and Accounts		..	50
	GROUP III		
Law and important statutory rules and administrative instructions		..	100

Full details of the syllabus for each paper and procedure for holding departmental examination will be issued in due course.

3. The Block Development Officers already working under the Community Development/National Extension Service Organisation will also have to pass the Departmental Examination within a period of two years and the other conditions will also be applicable to them, "mutatis mutandis."

G.R. VIJ,
Deputy Secretary to Government, Punjab,
Development Department (A).

No. 17940-ECDI-57/17853, Chandigarh, dated the 28th November, 1957.
A copy is forwarded to the Accountant-General, Punjab, Simla, for information.

G.R. VIJ,
Deputy Secretary to Government, Punjab,
Development Department (A).

No. 17940-ECDI-57/17854, Chandigarh, dated the 28th November, 1957.
A copy is forwarded to all Block Development Officers for information.

G.R. VIJ,
Deputy Secretary to Government, Punjab,
Development Department (A).

No. 17940-ECDI-57/17855, Chandigarh, dated the 28th November, 1957.
A copy is forwarded to all Deputy Commissioners (except Simla), for information.

G.R. VIJ,
Deputy Secretary to Government, Punjab,
Development Department (A).

A copy is forwarded to the Principal Secretary/Private Secretary/Personal Assistants, for the information of Chief Minister/Ministers/Deputy Ministers.

G.R. VIJ,
Deputy Secretary to Government, Punjab,
Development Department (A).

To
The Principal Secretary/Private Secretary/Personal Assistants to Chief Minister/
Ministers/Deputy Ministers.

U.O. No. 17940-ECDI-57/17856, Chandigarh, dated the 28th November, 1957.

FROM

SHRI G.R. VIJ, I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department.

To

THE PLANNING AND DEVELOPMENT COMMISSIONER,
PUNJAB.

Memo No. 1ECDI-58/26370-A

Chandigarh, dated the 13th June, 1958.

Subject.—Departmental Examination for the Block Development Officers working under the Community Development/National Extension Service Organisation.

In continuation and in partial modification of this Department Memo No. 17940-ECDI-57/17852, dated the 28th November, 1957, it has been decided to prescribe the details of the syllabus for the Departmental Examination for Block Development Officers as under :—

GROUP I

Paper A

	<i>Marks</i>
(a) Chapters 1, 2, 4, 5 and 11 of the summary of the Indian Second Five-year Plan ..	30
(b) (i) Guide on Community Development by Dr. D. Ensminger.	
(ii) Manual on Community Development issued by the Community Development Organisation, Punjab.	
(ii) Manuals issued by the Ministry of Community Development on the following subjects :—	
(1) Agriculture	
(2) Health	
(3) Social Education	
(4) Communication	
(5) Manual for Village Level Workers ..	50
(c) (i) Co-ordination on the Block and District Levels-Programme Planning for Blocks	
(ii) Evaluation of work in the Blocks ..	20
Total ..	100

Paper B

- (a) Important aspects of the State Five-Year Plan. Schemes of all Development Departments subject to the condition as explained in Note below ..

50

Note.—Under the heads Agriculture and Co-operation only the following schemes of the Plan will be included.

Agriculture

1. Establishment of Seed Farms and Stores.
2. Development of Horticulture in Punjab.
3. Establishment of Fruit Nurseries and progeny gardens at important Centres in the State.
4. Green manuring Scheme.
5. Manufacture of Compost from town refuse.
6. Crop competition Scheme.
7. Establishment of Vegetable Seed Farm and Seed Testing Laboratory.
8. Destruction of field rats, jackals and control of insect pets
9. Sugarcane Development Scheme
10. Cotton Extension Scheme
11. Establishment of Potato Seed Farm, Manali (District Kangra)
12. Taccavi loans for sinking of tube wells
13. Tacavi loans for sinking and repair of percolation wells
14. Tacavi loans for purchase of pumping sets
15. Land Reclamation Scheme

Co-operation

1. Principles of Cooperation, Broad idea of Capitalist and Socialist Organisation of economic activity—Cooperative way
2. Cooperative schemes under the Second Five Year Plan of the State
3. Warehousing Schemes—their working—Advantages to the Cultivators, Warehousing Act.
4. Organisation and Registration of Cooperative Societies.
5. Working and management of Co-operative Societies.
6. Main types of Cooperative Societies.
 - (i) Co-operative Farming Societies.
 - (ii) Multipurpose Cooperative-Societies.
 - (iii) Labour and construction Cooperative-Societies.
 - (iv) Tube wells Irrigation Cooperative Societies.
 - (v) Industrial Cooperative-Societies.
 - (vi) Women Cooperative-Societies.

(b) Block Development Officer Manual issued by the Development Department, Punjab including important Policy Instructions ..	40
(c) Chapter 4 of the Khadi Commission's Hand book on Village Industries ..	10
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	100
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GROUP II

Budget and Accounts

(a) Handbook on the maintaining of Accounts in Community Development/National Extension Service Blocks issued by the Development Department. ..	40
(b) Chapter I, II, III, VII and 8.1, 8.4, 8.9, 8.13 to 8.20, 8.25 to 8.31, 8.36, 8.37, 8.42 to 8.47, 8.113 to 8.128, 8.133 to 8.140 of Chapter VIII and rules 9.1, 9.2, 9.4, 9.5, 9.8, 9.10 to 9.12, 9.15, 9.18 to 9.20 of Chapter IX of the Punjab Civil Services Rules, Volume I, Part I ..	25
(c) Punjab Civil Services Rules, Volume III (Travelling Allowance Rules) ..	15
(d) Chapter II (except rules 2.12 to 2.19, 2.36, 2.37 and Annexure "C") Rule 5.1, 5.3, 5.6, 5.7 and 5.13 of Chapter V, Rule 6.1, 6.2, of Chapter VI, Chapter VII (except Rules 7.5 to 7.10) Chapters VIII, XV, XVII and XVIII of the Punjab Financial Rules, Volume I, 1955.	
Extract of Punjab Financial Rules (delegation of powers) included in the Block Development Officer's Manual. ..	20
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GROUP III

*Statutory Acts and Rules**Agriculture*

1. Punjab Agriculture Produce Markets Act, 1938	
2. The East Punjab Agriculture Pests, Diseases and Noxious Weeds Act, 1948.	
3. The East Punjab Conservation of Manure Act, 1949.	
4. The East Punjab Improved Seeds and Seedling Act, 1949	
5. The Punjab Municipal (East Punjab Third Amendment) Act, 1949. ..	30

Forests

Laws concerning soil conservation and Punjab Land Preservation Act .. 10

Industries

State Aid to Industries Act and Rules thereunder .. 10

Health

The conservation of Manure Act for digging of manure pits .. 10

Panchayat

The Gram Panchayat Act and Rules thereunder .. 10

Cooperation

1. Sections 1 to 7, 16, 21, 33 to 36 and 38 of the Punjab Co-operative Societies Act, 1954
2. The Punjab Co-operative Societies Rules, 1956 (Rule 1 to 70) .. 20

Animal Husbandry

Punjab Live Stock Improvement Act, 1953 .. 10

100

G.R. VIJ,

Deputy Secretary to Government, Punjab,
Development Department (A).

No. I ECDI/58 26371, Chandigarh, dated the 13th June, 1958.

A copy is forwarded to Accountant General, Punjab, Simla in continuation of this Department endorsement No. 17940 ECDI-57/17853, dated the 28th November, 1957.

G.R. VIJ,

Deputy Secretary to Government, Punjab,
Development Department (A).

No. I ECDI-58/26372-499, Chandigarh, dated the 13th June, 1958.

A copy is forwarded to all Block Development Officers, for information.

G. R. VIJ,

Deputy Secretary to Government, Punjab,
Development Department (A).

No. 1 ECDI-58/26499-517, Chandigarh, dated the 13th June, 1958

A copy is forwarded to all Deputy Commissioners except Simla, for information.

G.R. VIJ,

Deputy Secretary to Government, Punjab,
Development Department (A).

No. 1 ECDI-58/26518, Chandigarh, Dated the 13th June, 1958

A copy is forwarded to the Director in-service Training Cum-Under Secretary to Government Punjab, Development Department, for taking further action in the matter.

2. He may please draw necessary detailed programme for giving in service training to the Block Development Officers in accordance with the prescribed syllabus. He may also make further arrangements for holding these departmental examinations as early as possible.

G.R. VIJ,

Deputy Secretary to Government, Punjab,
Development Department (A).

No. 1 ECDI-58/26519, Chandigarh, Dated the 13th June, 1958.

A copy is forwarded to all Officers and Branches of Community Development, National Extension Service Organisation at the State Headquarters.

G.R. VIJ,

Deputy Secretary to Government, Punjab,
Development Department (A).

A copy is forwarded to the Principal Secretary/Private Secretary/Personal Assistants for the information of Chief Minister/Ministers/Deputy Ministers.

G.R. VIJ,

Deputy Secretary to Government, Punjab,
Development Department (A).

To

The Principal Secretary/Private Secretary/Personal Assistants to Chief Minister/Ministers/Deputy Ministers.

U.O. No. 1 ECDI-58/26520, Chandigarh, dated the 13th June, 1958.

ANNEXURE LXXIII-A

Memo No. 21335

From

SHRI R. S. RANDHAWA, I.A.S.,

Planning and Development Commissioner, Punjab.

To

ALL BLOCK DEVELOPMENT OFFICERS.

Dated Chandigarh, the 2nd January, 1958.

Subject :—Projectors.**Memorandum :**

The Projector is an important link in the teaching and learning process and as such it is an important audio-visual aid. 85 per cent of our learning begins with the senses of seeing and hearing. A movie has the additional advantage of combining entertainment with learning and thus sustaining interest. Moreover larger people can be covered in lesser time and the training is made uniform. The following instructions are, therefore, issued for guidance of the field staff :—

Grouping of blocks.—The blocks have been grouped together as in the list enclosed for arranging cinema shows. The programme for each month will be decided upon by the Block Development Officers in the group taking care to give priority to Community Development Blocks, two weeks to Community Development blocks and one week each to the remaining blocks. The special needs of a block, e.g. holding of a mela, shall be taken into consideration while deciding upon the actual dates of sending the projector to block.

Vehicle.—A jeep with trailer (or other vehicle) shall be exclusively earmarked for carrying projector. The expenses on propulsion charges, etc. e.g. petrol, mobil oil, other oil including minor repairs shall be proportionately borne by the blocks utilising. The charges on servicing shall be borne by the blocks from where it is sent for the purpose after covering the usual mileage. The bills shall be paid promptly in all cases.

Projector.—The projector including its accessories is a costly equipment. Its spare parts are not readily available and it may not be possible to replace it. It is, therefore, desirable that one machine should be handled by a particular operator only whose exclusive responsibility it should be.

The cinema operators are available in Community Development Blocks. Recently we trained some of the Social Education Organisers. You may send up proposals for training of suitable drivers or Social Education Organisers where they have not received training.

Instruction booklets for proper handling of projectors of each make are being issued separately. The Technical Officer and District Public Relations Officer will be arranging their servicing and repairs. They will also send their inspection reports for which a pro forma will be circulated. A head office official will also make a similar report at least once a year. If at any time, it is found that the defect in a projector is due to negligence, the operator may be required to pay the cost of replacement in addition to any other punishment.

Films.—Films will be circulated from Head Office and can also be borrowed from field officers of the various departments. A great care is necessary to return them by due date as otherwise, the cycle is broken which causes inconvenience. The films should be handled with care.

You have been enrolled as a member of the Central Film Library. If not, you, may send your papers on the prescribed proforma.

Social Education Organisers and Extension Officers.—The Social Education Organisers should be responsible for arranging cinema shows and should accompany the projector. The Extension Officers should also utilize this vast potent force available to propagate their programme. A brief note as to how motion pictures can be utilized for entertainment, creating interest and educational purposes is enclosed.

The facility of projector is being extended where it was not hitherto possible to provide this facility. It all depends upon you to work out the scheme smoothly and coordinate your work in a regular and methodical manner. Your difficulty if any, may be brought to the notice of Assistant Director Training Young Farmers and Village Leaders for prompt redress.

for Assistant Director Training
for Planning and Development Commissioner.

Subject :—Grouping of Blocks for cinema shows.

The following grouping of blocks, with the Community Development Block, having cinema equipment, as its centre, for utilising the material to the maximum advantage is hereby proposed:—

Name of the District	Name of the Central Block	Names of the Blocks in the group
1. Ambala ..	Kharar .. (Devki Nandan)	Panjaur (Patiala), Chamkaur Sahib (Ambala), Sadhaura, Chhachhrauli, Barar,
2. Gurgaon ..	Gurgaon .. (Lok Nath) Ballabgarh Faridabad	Pataudi, Jhajjar Palwal, Hathin

Name of the District	Name of the Central Block	Names of the Blocks in the group
3. Hissar ..	Hansi (Parminder Singh) ..	Hansi II, Hissar I and II
4. Rohtak ..	Rohtak (Ish Kumar) ..	Kalanaur, Dadri II
	Sonepat ..	Kharkhauda, Sampla
	Ganaur ..	Gohana
5. Karnal ..	Panipat (Satnam Singh) ..	Gharaunda
	Nilokheri	
	Guhla (Gurbachan Singh)	
	Thanesar ..	Ladwa, Shahbad
6. Amritsar ..	Tarn Taran ..	Bhikhiwind, Paṭṭi
7. Ferozepore ..	Moga (Hardial Singh) ..	Moga II, Dharmkot, Zira
8. Gurdaspur ..	Batala ..	Dera Baba Nanak, Dhariwal,
	Hargobindpur ..	Khadur Sahib
9. Hoshiarpur ..	Garhshankar (Darshan Singh) ..	Mahilpur, Balachaur
	Una ..	Nurpur Bedi, Amb
	(Kehr Singh)	
10. Jullundur ..	Nawanshahr ..	Phillaur, Nurmahal
11. Kangra ..	Hamirpur (Harkishan Chand) ..	Bhota, Barsar
	Kangra ..	Dera Gopipur, Paragpur (Palampur Kangra)
	Ani ..	Banjar, Kulu
	Nurpur (Sardul Singh) ..	Indora
12. Ludhiana ..	Ludhiana ..	Sidhwan, Jagraon
	(Chhaju Ram)	
	Samrala ..	Doraha
13. Bhatinda ..	Bhatinda (N) ..	Sangat Talwandi Sabo,
	Kotkapura ..	Faridkot, Baghapurana
14. Kapurthala	Phagwara ..	Goraya, Banga
	Bholath ..	Kapurthala
	(Tirlochan Singh)	
15. Mohindergarh	Mohindergarh ..	Ghol, Narnaul, Dadri I
16. Patiala ..	Patiala	
	Sirhind ..	Bassi Pathana
	Nabha ..	Trg. Centre
	Rajpura ..	Dera Bassi, Patiala
	Nalagarh ..	Rupar
17. Sangrur ..	Malerkotla (N) ..	Ahmedgarh, Dhuri
	Sangrur ..	Langowal, Barnala
	Sunam ..	Moonak, Narwana-Kalait
	Barnala	
	Jind ..	Narnaud (Hissar)

ANNEXURE LXXIII-B

Memo. No. 5ECDII-58/16449.

From

SHRI R. S. RANDHAWA, I.A.S.,
Planning and Development Commissioner, Punjab.

To

ALL BLOCK DEVELOPMENT OFFICERS

Chandigarh, dated the 9th May, 1958

Subject :—Projectors

Reference.—In continuation of this Department memo. No. 21335, dated the 2nd January, 1958.

The grouping scheme already forwarded with this department memo. under reference has been amended in view of experience gathered since its inception. A revised grouping scheme is enclosed for the guidance and necessary action of all concerned.

It should be ensured that the cinema operators on an average gives 24 shows atleast in a month i.e. 12 shows in Community Development Blocks and 6 shows in the remaining two blocks in the group.

PURAN SINGH,
Under-Secretary to Government,
for Planning and Development Commissioner,
Punjab.

SCHEME FOR GROUPING OF BLOCKS FOR CINEMA SHOW PURPOSES

The following scheme is proposed for grouping of blocks for cinema show purposes :—

Name of the District	Name of the headquarter block with name of the cinema operator	Blocks in the grouping
Ambala ..	Kharar (Devki Nandan) ..	Panjaur (Patiala) Chamkaur Sahib ..
Gurgaon ..	Gurgaon (Lok Nath) ..	Pataudi, Sohna ..
Karnal ..	Panipat (Satnam Singh) Guhla (Gurbachan Singh) ..	Gharaunda Ganaur .. Samana, Pundri ..
Rohtak ..	Rohtak (Ish Kumar) ..	Kalanaur Sampla ..
Hoshiarpur ..	Garhshankar (Darshan Singh) ..	Balachaur Mahilpur ..
Kangra ..	Hamirpur (Harkishan Chand) ..	Bhota, Barsar ..
Ludhiana ..	Ludhiana (Chhajju Ram) ..	Sidhwan, Jagraon ..
Bhatinda ..	Kot Kapura (Kehar Singh) ..	Faridkot Baghapurana ..
Kapurthala ..	Bholath (Tarilochan Singh) ..	Kapurthala ..
Patiala ..	Nalagarh (Sardul Singh) ..	Ropar Nurpur Bedi ..
Sangrur ..	Jind (Parminder Singh) Sunam (Hardayal Singh) ..	Narnaud, Hissar, Gohana .. Moonak, Narwana .. Kaliat ..

ANNEXURE LXXIV

Copy of memorandum No. CRO (Ch)-56/1817, dated the 25th May, 1956, from the Deputy Secretary to Government, Punjab, Development Department (Community Projects), to the Block Development Officers, Jagraon, Hissar, Lambagraon, Zira, Ladwa, Naushehra Pannuan, Sampla, Praggpur, Khol, Narnaund, Balachaur, Nuh.

Subject—Setting up of Information Centres at Block Headquarters.

In pursuance of the decisions taken in the meeting of the Information Centres Committee, Punjab, held on the 14th May, 1956, under the Chairmanship of the Planning and Development Commissioner, Punjab, it is proposed to set up Information Centres at the headquarters of each National Extension Service Block. These Centres should preferably be located in one of the rooms of the Block Office, provided it is situated in a central place, otherwise, a suitable room at a central place may be rented for the purpose. As far as possible, the Information Centre should be of the size 30' × 20' with verandah of 30' × 10' and a court-yard to accommodate large gatherings. You are, therefore, requested to keep this requirement in view while selecting buildings for your offices.

2. One of the peons in the Block Office may please be put on duty at the Information Centre. The Social Education Organiser or an Extension Officer, should also attend these Information Centres whenever they are free from field duties. As the field duties of the Social Education Organisers prevent them from attending these Centres on a whole-time basis, efforts should be made to enlist the services of honorary workers for running these centres. These workers should be given necessary training and basic information relating to the progress in the Block.

3. *Furniture and equipment.*—The information centres should be equipped with photo-stands and display boards for displaying photographs, charts and graphs depicting the progress of work in the Block. Regarding furniture it has been left to your discretion whether you may like to provide chairs and tables or durries with low-lying tables.

4. *Supply of literature.*—Publications of Community Projects Administration, the Ministry of Information and Broadcasting, Government of India, the Public Relations Department, Punjab, and the Planning and Development Commissioner's Office, will be supplied to the Information Centres ditrect.

5. *Newspapers.*—It has been decided that at least two daily newspapers should be provided at each Information Centres. The selection of newspaper has been left to your discretion and according to what is most useful and of interest to the local people. One of the newspaper may be in English if this is likely to interest people visiting the Centres.

6. *Photographs.*—There is a photographer attached to the Planning and Development Commissioner's Office who will shortly go out on tour in different blocks for taking suitable photographs of development activities. Copies of these photographs will be supplied to you

for display at the Information Centres. Community Projects Administration and Ministry of Information and Broadcasting, will also be sending copies of suitable photographs for the Information Centres direct. As the caption of these photographs may often be in English, you will please arrange to get them translated suitably in the regional language of the area.

7. *Journals*.—The Public Relations Department, Punjab is publishing four monthly journals—Pasban (Urdu), Advance (English), Jagriti (Hindi and Punjabi). The Director, Public Relations, Punjab, has agreed to consider the possibility of supplying one of these journals free of cost to the Information Centres. You are, therefore, requested to indicate your choice out of these four journals at a very early date, so that the Director, Public Relations, Punjab may be informed accordingly. You may, however, subscribe to the journals published by the Public Relations Department, except the one which will be supplied free of cost. It has been the practice in the past that the journals received from the Public Relations Department were circulated to the Gram Sewaks and Social Education Organisers. It has now been decided that these journals should be sent to the Community or Information Centres when no longer required by the Gram Sewaks and Social Education Organisers.

8. *Information Centres at Jullundur and New Delhi*.—The Ministry of Information and Broadcasting has established Model Information Centres at Grand Trunk Road, Jullundur, near the Amritsar Bus Stand and in the Tropical Building, Outer Connaught Circus, New Delhi. Public Relations Department, Punjab, has also set up an Information Centre at Chandigarh in Sector 22, near the Telegraph Office. When you are on a visit to any of these places, you will please see these Centres to acquaint yourself with their activities and the way these have to be organised in the Blocks.

9. Expenditure for the establishment of Information Centres should be met from the sub-head “ G—Social Education ” out of the allotment placed at your disposal during the current financial year.

10. *Manual for Information and Community Centres*.—The Community Projects Administration, Government of India, have brought out a manual on Information and Community Centres. A copy of the Manual is being sent to you for guidance and necessary action.

No. CRO (Ch)-56/1818

A copy is forwarded to all Project Executive Officers/ Assistant Project Officers/Block Development Officers, for information and similar action relating to paras 2, 3, 4, 5, 6, 7, 8 and 9.

(For Block Development Officers Nurpur, Dera Gopipur, Guhla and Loharu only)

They will take immediate steps to organise Information Centres at their headquarters keeping in view the instructions contained in para 1 of the this letter.

BALDEV KAPUR,
ADMINISTRATIVE INTELLIGENCE OFFICER,
for Deputy Secretary, Development (C.P.)

No. CRO (Ch)-56/1819

A copy is forwarded, for information and necessary action to:—

1. The Director, Public Relations, Punjab, Chandigarh.
2. The Director, Information and Public Relations, Community Projects Administration, Government of India, New Delhi.
3. The Regional Information Officer, Ministry of Information and Broadcasting Government of India, Jullundur.

BALDEV KAPUR,

ADMINISTRATIVE INTELLIGENCE, OFFICER,

for Deputy Secretary, Development (C. P.)

ANNEXURE LXXV

Administrative and Municipal Functions of Panchayats

1. *Area covered by each Panchayat.*—Every village with a population of 500 or more has a Panchayat and a village with a population of less than 500 is grouped for this purpose with a contiguous village or villages so that the total population of all the villages so grouped is not less than 500 to constitute a Panchayat. Under the new amendment a Panchayat can be established in any local area provided that the Panchayat thus established does not become defunct for want of funds and adequate population.

2. *Number of members of Panchayat.*—Every Panchayat consists of 5 to 9 Panches as determined by the State Government on the basis of population. The following scale is followed in this behalf:—

<i>For Population</i>	<i>Number of Panches</i>
1,000	5
1,001 to 2,000	6
2,001 to 3,000	7
3,001 to 4,000	8
4,001 to above	9

3. *Nature of Elections.*—A Panchayat is formed on the basis of adult franchise and the Panches are elected by direct vote by all adults entered as voters on the electoral rolls for the State Legislative Assembly in force for the time being and pertaining to the Gram Panchayats area.

The Election is held by the secret ballot in accordance with the Gram Panchayat Election Rules and the prescribed number of candidates securing the highest number of valid votes are declared to have been elected. Immediately after their election the Panches elect from among themselves the Sarpanch. A Sarpanch can be removed from office if atleast 2/3 of the Panches vote for such removal.

Special privilege has been provided in the Panchayat Act, 1952, for persons belonging to scheduled castes for the period expiring on 26th January, 1960. In every Panchayat where the population of the Scheduled Castes is five per cent or more of the total population, one seat has been reserved for them. In Panchayats with more than 6 Panches where the population of the Scheduled Castes is 10 per cent or more of the total population 2 seats have been reserved for them. If the required number of successful candidates does not include one or two members from the scheduled castes as the case may be, then the scheduled castes candidate or candidates as the case may be, securing the highest number of votes from amongst themselves shall be deemed to have been elected as the last or last two Panches. In case the requisite number of Panches belonging to the Scheduled castes are not elected in the manner given above the deficiency is made good by nominating duly qualified person or persons of such castes by the Deputy Commissioner of the District.

Nomination of the Panches by the Deputy Commissioner of the district is permissible only if for any reason a Sarpanch sufficient number of Panches are not elected or a casual vacancy is not filled within the prescribed period of 60 days. Director of Panchayats on behalf of Government can also nominate to each Gram Panchayat such number of officials not exceeding four as may be fixed by it to act as advisors to Gram Panchayat in the discharge of its functions pertaining to village development, who shall have the right to take part in the proceedings of the Gram Panchayat relating to the said functions but shall not be deemed to be members thereof or be entitled to vote.

4. *Term of Office.*—The term of office of Panches has been fixed as three years. A person who is nominated or elected to a Panchayat at any belated stage to fill up any casual vacancy shall hold office for the unexpired period of the term for which the person in whose place he was elected would have otherwise continued.

5. *Number of Panchayats.*—There are 22,785 (revenue estates) villages in Punjab. All of them have been covered by 10,904 notified Panchayats.

6. *Powers and Function of Panchayats.*—(i) One of the important duties of Panchayats is to arrange for sanitation of the village. For this purpose a Panchayat can issue notices under section 21 of the Gram Panchayat Act, to get removed encroachments, and nuisances on a public place, street or drain which is considered to be in any way dangerous or injurious to public health, to get an unhealthy place reclaimed and to get maintained in proper repair the level surface of any road or street passing in front of a building from its occupier. Panchayat has also powers to make general orders to regulate or prohibit the use of water of well or pond, the steeping of hemp within 440 yards of the Abadi, excavation of earth or stones or other material except for the construction of a building or other structure, establishment of brick kilns within 880 yards and pottery kilns within 220 yards and disposal of carcasses of dead animals within 440 yards of the Abadi, construction, extension or alteration of any existing and new building. Besides Panchayats can issue general orders to ensure general protection of standing crops and trees on common land and the planting of such trees, the killing of stray dogs or animals suffering from rabies, etc., slaughter of animals, maintenance of water-courses meant for irrigation purposes and to get destroyed "Pohli" or any other such harmful weeds.

Any person who disobey an order of the Panchayat explained above can be penalised to the extent of Rs 25.

(ii) Other important duties of Panchayats are in respect of following matters:—

- (1) The lighting of public places.
- (2) Ponds for animals.
- (3) The relief for the poor.
- (4) Public gardens, play grounds, and recreation parks, organisation of games and sports, holding of tournaments.

- (5) Libraries and reading rooms.
- (6) Development of Agriculture and Village Industries.
- (7) Laying out of new roads and maintenance of existing ones, construction and maintenance of culverts and bridges.
- (8) Construction and repair of public places and buildings of public utility.
- (9) Water-supply arrangements.
- (10) Burial and cremation grounds.
- (11) The organization and celebration of public festivals other than religious festivals.

(iii) Panchayats have also been empowered subject to such exceptions as State Government may by general or special order make to provisions for:—

- (a) The establishment, maintenance and managements of maternity and Child Welfare centres.
- (b) Medical relief and first aid.
- (c) Establishment and maintenance of first aid centres for animals.
- (d) Famine relief.
- (e) Educational facilities.

(iv) A Panchayat can by vote of atleast 2/3 majority of Panches direct that intoxicating liquor may not be sold at any licensed shop within the Panchayat area and such resolution of the Panchayat shall be binding on the Excise Department of the State provided no illicit distillation or smuggling of alcohol has been carried on within 2 years in the Panchayat area.

(v) Panchayats have been armed with authority to enquire and make report about misconduct of petty officials such as a Peon, Baillif, Constable, Chaukidar, Patrol of Irrigation Department, Forest Guard, Patwari, Vaccinator, Canal Overseer, Head Constable, Game Watcher, etc.

7. *Judicial Powers.*—Civil and Revenue Powers.

Gram Panchayat can try the following offences:—

- (a) suit for the recovery of moveable property or the value of such property.
- (b) suits for money or goods due on contracts or price thereof.
- (c) suits for compensation for wrongfully taking or injuring moveable property.
- (d) suits mentioned in clauses (j), (k), (e) and (n) of sub-section 3 of section 77 fo the Punjab Tenancy Act, 187.

The pecuniary limits of the jurisdiction of a Panchayat with enhanced powers is of Rs 500 for suits mentioned against clauses (a, b and c) and Rs 200 for those mentioned against

clause (d) above. The pecuniary limits for other Panchayats is Rs 200 except clause (d) on which the limit has been fixed at Rs 100.

Criminal Powers.—A Gram Panchayat can try offences under the sections of I.P.C., Vaccination Act, 1860, Cattle Tress Pass Act, 1971, the Punjab Primary Education Act, 1919, The Northern India Canal and Drainage Act, 1873, The Weights and Measures Act, 1941, The Punjab Juvenile Smoking Act, 1918, The Gambling Act, 1867, The Prevention of Cruelty to Animals Act, 1890, The Indian Forest Act, 1927, specified in schedule I-A of the Punjab Gram Panchayat Act, 1952. The Panchayats or a group of elected representatives of group of Panchayats vested with enhanced powers by Government can also try offences specified in schedule I-B of the Act. The pecuniary limits of the jurisdiction of a Panchayat with enhanced powers is Rs 500 and that of a Gram Panchayat with ordinary powers is Rs 200.

7. *Source of Revenue for Panchayats.*—(1) All grants from Government or Local Bodies and all sums other than judicial fees and fines received by or on behalf of the Gram Panchayat under the Panchayat Act, 1952, or otherwise. |

(2) The balance if any standing at the credit of the Panchayat at the commencement of the Panchayat Act.

(3) The balance and proceeds of all funds which in the opinion of the Collector were or are being collected for the common secular purposes of the village.

(4) Ten per cent of the Land Revenue paid by the Gram Panchayat area to the Government.

(5) It is obligatory for a Panchayat to impose house tax and if it fails to impose the tax, Government may take necessary steps to impose the Tax. A Gram Panchayat can also with the previous sanction of Government levy any other tax which the legislature of the State has power to impose in the State under the Constitution of India. Panchayat may with the previous permission of Director of Panchayats Punjab, impose a special tax on the adult male-members of the Panchayat area for the construction of any work of general utility for the inhabitants of the said area provided that it may exempt any member from the payment of this tax in lieu of doing voluntary labour or having it done by another person on his behalf.

(6) The management and control of the shamlat lands in villages have been transferred to Panchayats under the Punjab Village Common Land Act, 1953. The income accruing from the occupation and use of the shamlat lands is credited to the Gram Fund. Where the village shamlat land cannot be cultivated without incurring unduly high costs, cultivable land is being reserved for Panchayat at the time of consolidation of holdings in accordance with the following scale. In case of villages with area between 151—300 acres, 5 acres, between 301—500 acres, 10 acres between 501—1,000 acres, 20 acres between 1,001—2,000, 30 acres and over 2,000 acres 50 acres.

8. *Miscellaneous.*—(i) *Panchayats Unions.*—The Panchayat Act provides formation of advisory board to be called “THE (NAME OF LOCAL AREA) PANCHAYAT UNION ” The union shall consist of all Sarpanches of the Gram Panchayats situated within the local area and if scheduled castes are not adequately represented in the Union the deficiency is to be made up by making nominations from Scheduled Castes Panches of the area.

(ii) *Powers to Borrow.*—A Panchayat with the prior permission of Government can take loan for carrying out any of its duties under the Panchayat Act.

(iii) *Separation of Judiciary From Executive.*—Taking into consideration the practice prevalent in some other states and in consonance with the principle of separation of judiciary from executive followed by the Punjab State Government a proposal is under consideration to divest the Gram Panchayats of Judicial powers they exercise under the Panchayat Act, 1952 and to establish separate Naya or Judicial Panchayats in the State. In that case the Gram Panchayats will discharge administrative and executive powers only.

10. The annual report of the Department for the year 1953-54 has not as yet been published and the Annual report for 1954-55 will be compiled in July, 1955. These reports will be sent in due course.

ANNEXURE LXXVI

FROM

SARDAR SAPURAN SINGH, P.C.S.,
Deputy Secretary to Government,
Punjab, Development Department (C.P.)

To

THE PROJECT EXECUTIVE OFFICER.
ASSISTANT PROJECT OFFICERS.
BLOCK DEVELOPMENT OFFICERS.

Memo No. 1088-CP-56/3937(CH), Chandigarh, dated the 10th August, 1956

Subject.—Review of Targets of Agricultural Production in the 2nd Five Year Plan.

Considering the important role that the National Extension Service could play in the Programme of increased agricultural production and taking note that the entire State is proposed to be covered by National Extension Service agency by 1960-61, it has been decided that:—

- (i) foremost priority should be given by the extension staff particularly the Gram Sewak to agricultural production in Community Projects/National Extension Service areas ;
- (ii) the funds provided for agriculture, minor irrigation and animal husbandry in the schematic block budget of the National Extension Service/Community Project areas should be used only for agricultural programme and should, on no account be diverted to other heads of expenditure.

SAPURAN SINGH
Deputy Secretary to Government,
Punjab, Development Department (C.P.)

ANNEXURE LXXVII

AGRICULTURAL EXTENSION PROGRAMME

Village.....

Year.....

FORM I

STATEMENT OF SITUATIONS

1. Location with distance from nearest rail or road centre	.....	
		<i>Total No.</i>	<i>Number of families</i>
2. Population—			
(a) Dependent on Agriculture	.....	
(b) Owning land	.....	
(c) Not owning land	.....	
3. Number of farms	.....	
4. Size of holdings—			
Below 5 acres	.....	
From 5—10 acres	.....	
From 11—25 acres	.....	
From 26—50 acres	.....	
From 51—100 acres	.....	
Above 100 acres	.....	
5. Land use—			
(a) Cultivated area	.....	
(b) Area not available for cultivation	.....	
(c) Culturable waste land	.....	
(d) Current fallows	.....	
(e) Forests	.....	
Total	.....	

6. Irrigation—

(a) Area irrigated	.. .. .
(i) By Canals	.. .. .
(ii) By minor irrigation Works	.. .. .
(iii) Number of wells	.. .. .
(iv) Number of pumping sets	.. .. .
(v) Number of Tube-wells	.. .. .
(b) Area yet lying Barani	.. .. .
(c) Scope of increase in irrigation—	
(i) By canals	.. .. .
(ii) By minor irrigation Works	.. .. .

7. Types of soil

.. .. .

8. Crop Pattern and Yields:—

Crop	Area	Average per acre yield	Percentage under improv- ed variety
Wheat	..		
Barley	..		
Gram	..		
Rabi Fodders	..		
Rabi Oilseeds	..		
Sugarcane	..		
Cotton	..		
Rice	..		
Maize	..		
Jawar	..		
Bajra	..		
Kharif fodders	..		
Kharif oilseeds	..		
Fruits	..		
Vegetables	..		

(9) Crop rotations followed:

(10) Manures and Fertilizers—

(a) No. of composts pits and heaps
separately

- (b) Consumption of Ammonium Sulphate
- (c) Superphosphate
- (d) Area Green manured
- (11) Number of improved implements and machinery being used—
 - (a) Furrow turning ploughs
 - (b) Tarphalis
 - (c) Bar Harrows
 - (d) Single row cotton drills
 - (e) Hand Weeders
 - (f) Automatic rabi drills
 - (g) Threshing machines
 - (h) Tractors
 - (i) Cane Crushers
 - (j) Improved furnaces
 - (k) Pneumatic carts
- (12) Incidence of Pests and Weeds.
 - (a) Type of Pest—

	<i>Extent of damage</i>
(i)
(ii)
(iii)
(iv)
 - (b) Weeds

AGRICULTURAL EXTENSION PROGRAMME

Village.....

Year.....

FORM II

STATEMENT OF OBJECTIVES

1. To make every farm holding compact and well laid out.

2. To Increase level of production of crops in the village during Second Five-Year

Plan by:—

Foodgrains	.. 50 per cent in irrigated areas and and 30 per cent in un-irrigated ares	(over 1955-56)
Cotton	.. 70 per cent	Ditto
Sugarcane	.. 50 per cent	Ditto
Oilseeds	.. 30 per cent	Ditto

These are based on all State percentages. Local factors should, however, be duly taken into account.

3. To ensure that every farm family has adequate number of fruit plants and area under vegetab'es for their home consumption of fruit and vegetables.

4. To reclaim and bring under plough every available acre lying waste.

5. To cover the cropped area by improved seeds:—

	Per cent
Wheat	.. 100
Paddy	.. 100
Maize	.. 50
Cotton	.. 100
Sugarcane	.. 100
Linseed	.. 100
Groundnut	.. 100

6. To extend irrigation to maximum percentage of cropped area.

7. To ensure composting of all Farm Yard Manure produced in the village.

8. To make use of fertilizers in every acre of crop and receiving irrigation or assured rainfall. The targets for the application of fertilizers shall be calculated as below:—

Ammonium Sulphate

Wheat	.. 1½ maunds per acre.
Maize	.. 3 maunds per acre.
Bajra	.. 1½ maunds per acre.
Rice	.. 2½ maunds per acre.
Sugarcane	.. 5 maunds per acre.
Cotton	.. 2 maunds per acre.

Superphosphate
(Foodgrains)

.. One half of the dose of Nitrogeonous fertilizers in plains and equal dose in hill areas.

9. To cover one-sixth of the irrigated area with green manuring every year.

10. To introduce suitable crop rotations on every farm holding.

11. To popularise improved methods of sowing and interculture:—

(i) To cover 100 per cent area under Cotton, Maize and Sugarcane with line sowing method.

(ii) To cover 50 per cent area under Rice with Japanese method.

12. To ensure that every farm family maintains set of improved farm implements and tools.

13. To provide effective plant protection facilities in the village. On the basis of average 1,000 acre cropped area, the village shall own 10 hand dusters, 10 sprayers and adequate stock of insecticides. To organise a plant protection squad in the village for effective control of crop pests and diseases.

AGRICULTURAL EXTENSION PROGRAMME

Village.....

Year.....

FORM III

STATEMENT OF TARGETS

Activity	Total target for 5 years		Target for the year		
	5 years target	Target for the year	5 years target	Target for the year	
(1) Agricultural Production—					
Foodgrain	.....	.....	.....	.....
Cotton	.....	.....	.....	.....
Sugarcane	.....	.....	.....	.....
Oilseeds	.....	.....	.....	.....
(2) Reclamation—					
(i) Waste land	.....	.....	.....	.....
(ii) Kallar land	.....	.....	.....	.....
(iii) Water-logged	.....	.....	.....	.....
(3) Minor Irrigation Works—					
(a) Number of wells	.....	.....	.....	.....
(b) Number of Pumping sets	.....	.....	.....	.....
(c) Number of tube-wells	.....	.....	.....	.....
(d) Number of tanks	.....	.....	.....	.....
(e) Lining of channels and koohls	.....	.....	.....	.....
(4) Improved Seeds					
		Area to be covered	Quantity of seed required		
	<i>Crops</i>	<i>5 years target</i>	<i>Target for the year</i>	<i>5 years target</i>	<i>Target for the year</i>
	Wheat
	Gram
	Barley
	Maize
	Bajra
	Rice
	Sugarcane
	Cotton
	Linseed
	Groundnut
	Berseem

(5) Manures and fertilizers—

	<i>5 years targets</i>	<i>Target for the year</i>
(i) Number of compost pits		
(ii) Compost production		
(iii) Ammonium Sulphate		
(iv) Superphosphate		
(v) Area to be green manured		
(vi) Quantity of seed to be distributed for green manuring		

(6) Improved Agricultural practices—

(a) Line sowing—		
(i) Sugarcane		
(ii) Cotton		
(iii) Maize		
(b) Japanses method of paddy cultivation		
(c) Area to be covered with legume crops		
(d) Wat Bandi		
(e) Other dry farming practices		
(f) Improved furnaces for gur making		

(7) Improved Implements—

(i) Furrow turning ploughs		
(ii) Tarphalis		
(iii) Bar Harrows		
(iv) Single row cotton drills		
(v) Hand Weeders		

(8) Diversification of Agriculture—

(a) Acreage to be planted, under new orchards		
(b) Fruit plants to be supplied (Kinds)		
(c) Old orchards to be rennovated		
(d) Area to be put under vegetables		

**9) Plant Protection and Weed destruction
drives—**

(i) Deratting (area)		
(ii) Crop pests (area)		
(iii) Fruit trees (No.)		
(iv) Weeds destruction		

AGRICULTURAL EXTENSION PROGRAMME

Village.....

Year.....

FORM IV

EVALUATION OF PROGRAMME

Activity	Five years target	ACHIEVEMENTS					Total
		I year	II year	III year	IV year	V year	
1. Agricultural Production—							
Foodgrains ..							
Cotton ..							
Sugarcane ..							
Oilseeds ..							
2. Reclamation—							
(i) Waste lands ..							
(ii) Kallar Land ..							
(iii) Water-logged ..							
3. Minor Irrigation Works—							
(a) Number of wells ..							
(b) Number of Pumping sets ..							
(c) Number of tube-wells ..							
(d) Number of tanks ..							
(e) Lining of water channels and kooahls ..							
4. Improved Seed—							
Wheat (Area/quantity) ..							
Gram (Area/quantity) ..							

Activity	Five years target	ACHIEVEMENTS					Total
		I year	II year	III year	IV year	V year	
4. Improved Seed— <i>contd</i>							
Barley (Area/quantity) ..							
Maize (Area/quantity) ..							
Bajra (Area/quantity) ..							
Rice (Area/quantity) ..							
Sugarcane (Area/quantity) ..							
Cotton (Area/quantity) ..							
Linseed (Area/quantity) ..							
Groundnut (Area/quantity) ..							
Berseem (Area/quantity) ..							
5. Manures and Fertilizers—							
(i) Number of compost pits ..							
(ii) Compost production ..							
(iii) Ammonimum Sulphate ..							
(iv) Superphosphate ..							
(v) Area green manured ..							
(vi) Quantity of seed distributed for green manuring ..							
6. Improved Agricultural practices—							
(a) Line sowing—							
(i) Maize ..							
(ii) Cotton ..							
(iii) Sugarcane ..							
(b) Japanese methods of paddy cultivation							

Activity	Five years target	ACHIEVEMENTS					Total
		I year	II year	III year	IV year	V year	
Improved Agricultural practices—concl'd							
(c) Area covered with legume crops							
(d) Improved furnaces for gur-making							
(e) Wat bandi ..							
(f) Other dry farming practices ..							
7. Improved Implements—							
(i) Furrow turning ploughs ..							
(ii) Tarphalis ..							
(iii) Bar Harrows ..							
(iv) Single row cotton drills ..							
(v) Automatic rabi drills							
(vi) Hand weeders ..							
8. Diversification of Agriculture—							
(a) Acreage planted with new orchards							
(b) Number of fruit plants supplied							
(c) Old orchards rennovated (area)							
(d) Area put under vegetables ..							
9. Plant Protection and Weed destruction—							
(i) Deratting ..							
(ii) Crop Pests ..							
(iii) Fruit trees ..							
(iv) Weed destruction ..							

ANNEXURE LXXVIII

Form A

Form of application for loan by an individual or firm not being a company within the meaning of the Indian Companies Act, 1913 (see rule 4 of the rules published with Punjab Government Notification No. 42-1, and L-36/2766, dated 23rd January, 1937).

1. Name, parentage, caste and residence, or in the case of a firm, the style and principal place of business of the applicant.

2. Amount of loan required

3. Object for which the loan is required. If it is proposed to supplement the loan by private capital, the estimated cost of the whole undertaking to be financed partly by the loan should be stated. It should be stated clearly whether the loan is required for working capital, purchase of machinery or erection of building.

4. (i) Number of instalments by which it is proposed to repay the loan.

(ii) Date on which it is proposed that the first instalment should be due.

(iii) Amount of each instalment.

5. Nature of security offered to which it relates*

6. Names, parentage, caste and residence of sureties (if any)

7. Nature of security offered by sureties

I declare that the statements made and the particulars given above are to the best of my knowledge and belief true, and that to the best of my knowledge and belief there are no encumbrances other than those mentioned above on the land or other property offered as security for the loan applied for.

Signature of surety

Signature of applicant

Date

Date

N. B.—(1) If the security offered is land or other immovable property, sufficient particulars should be given to enable the land or other property to be easily identified, the nature and extent of any encumbrances on the land or property should also be stated.

(2) The application for the loan shall also contain information on the points mentioned in the accompanying form as required by rule 4 of the rules issued under section 46 of the Punjab State Aid to Industries Act, 1935.

(3) If the security consists of immovable property, the application should be accompanied by a complete plan. In case of machinery sufficient particulars of its name, maker, etc., should be given for purposes of identification.

(4) In case of land reference should be made to finally published record-of-right.

Information required under rule 4 of the rules issued under section 46 of the Punjab State Aid to Industries Act, 1935

1. The nature of the Industrial concern for which aid is sought

2. The nature of the staff employed or to be employed for administrative, technical and executive purposes, and the qualifications of the members of such staff

3. The prospects of and facilities available for the development of the industry, such as sources of raw materials, transport conveniences, and marketing of the products and, as far as possible, an estimate of the anticipated profits.

4. The nature of the processes to be employed

5. The total cost, estimated as accurately as possible, of the starting of the industrial concern

6. The reasons for applying for financial assistance from Government

7. The nature and the amount of the loan applied for.

8. The security for the loan; on this point information shall be furnished as to the financial resources of the applicant, the assets and revenues which will be available as security for the loan, and particulars of any existing charges thereon ; and debts, and as to the additional assets which may be created by utilization of the loan applied for. These particulars shall be supplemented by recent Balance Sheets and Profit and Loss Account, where such exist, certified by an auditor entitled to audit the accounts of companies under the Indian Companies Act, 1913. Information should also be furnished as to the collateral security offered in the event of the above being found insufficient.

9. The period, if any, over which the payment of the loan should be spread.

Date

Signature of applicant.

ANNEXURE LXXIX

From

SHRI R. S. RANDHAWA, I.A.S.,

Planning and Development Commissioner, Punjab.

To

ALL BLOCK DEVELOPMENT OFFICERS IN THE STATE.

No. 13361-13488 dated Chandigarh, the 29th/3rd April,/May, 1958

Subject :—Establishment of Primary Health Centres under the National Extension Service/Community Development Programme.

Memorandum

As you are probably aware, each Block is ultimately to have a Primary Health Centre. It has now been decided that this Centre should be opened during the third year of the life of a National Extension Service Block, so that it may start functioning effectively from the first year of the Community Development phase of the block. In case any change is made in this policy under the new pattern of the phasing of blocks, which is under consideration by the Government of India, you will be informed separately.

2. Government are very keen that the decision mentioned above is implemented, and that every National Extension Service Block possesses a Primary Health Centre before it completes its first three years of existence. This is necessary not only from the point of view of providing greater medical facilities for the rural population, but also in order to become eligible for the very valuable aid, which is being offered to us by the UNICEF. The following instructions are being issued with the intention of helping the various authorities concerned to set up Primary Health Centres in time.

(a) *How is the cost of the Primary Health Centre to be met.*—It has been estimated that a sum of Rs 16,000 will be required for making the necessary additions to an existing dispensary building in order to make it fit to accommodate the Primary Health Centre. There is no provision for any such expenditure in the schematic budget of a National Extension Service Block. However, there is a provision in the National Extension Service schematic budget for a non-recurring expenditure of Rs 30,000 under "Health and Rural Sanitation" and of similar amount under "Education". It has been decided that a sum of Rs 10,000 should be diverted from the former Head and a sum of Rs 6,000 should be diverted from the latter Head towards the construction of additions to existing dispensary buildings for the purpose under reference. You are requested to take action accordingly.

We shall also require residential accommodation for the Doctor and the Lady Health Visitor to be posted to the Primary Health Centre. It has been estimated that these residences will cost Rs 25,000. It has not yet been decided as to how this sum is to be provided, and the matter has been referred to the Government of India. You will be addressed further in the matter as soon as a decision is taken. In the meanwhile, you are not to build any residences for medical personnel except in the case of the Una, Nurpur, Phagwara and Hansi I Blocks to whom instructions have been issued separately.

The cost of the skeleton staff to be employed in the Primary Health Centre during the National Extension Service phase of the block should be met from the provision of Rs 10,000 under "Health and Rural Sanitation—Recurring". Details of this staff are given in (c) below.

No expenditure is to be incurred on equipment and medicines for the Primary Health Centre during the National Extension Service stage. It is envisaged that as far as medicine are concerned they will be forthcoming from the Health Department as part of the provision for the dispensary, which has been converted into the Primary Health Centre. As far as equipment is concerned, it is likely that a good deal of it will be received by the Primary Health Centre from the UNICEF sources before the Community Development stage is reached. As soon as the Community Development stage is reached, money will become available for both equipment as well as medicines from the block budget.

(b) Where should the Primary Health Centre be located.—An existing dispensary situated in a rural area is to be selected for conversion into a primary Health Centre. In a Block where there is more than one dispensary situated in the rural area, that dispensary should be chosen which is best equipped, is most easily accessible, and is likely to be of the greatest benefit to the Block as a whole. A dispensary which contains a Maternity and Child Welfare Centre, should ordinarily be preferred to one that does not. However, one of the most important considerations which should guide you in the selection of the dispensary is the extent to which the people of the surrounding areas are prepared to give voluntary help in cash, land or labour, towards the construction of the Primary Health Centre. In any case, land for the extension of existing buildings and for the construction of residences of medical personnel in the future should be available free of charge.

There may be some blocks which do not contain any dispensary situated in the rural area. In such cases if there is a dispensary situated at the headquarters of the Block, it may be converted into a Primary Health Centre, provided the Block Headquarters town is not a Class I or Class II Municipality.

Cases of Blocks not covered by the policy laid out above should be referred to the Deputy Director of Health Services, Punjab, Chandigarh, who will take a final decision in consultation with the Development Department after obtaining a report from the Deputy Commissioner concerned.

Blocks which have not yet decided where their Primary Health Centre are to be located should do so immediately under intimation to the Deputy Director of Health Services, Chandigarh. These decisions should be taken in consultation with the District Medical Officer of Health and should have the approval of the Deputy Commissioners concerned.

(c) *Creation of posts and payment of staff.*—It has been decided that we should not wait for the additional accommodation to be constructed in a dispensary before appointing additional staff to convert it into a Primary Health Centre. Although the full complement of staff for the Primary Health Centre can be made available only when the Block enters the Community Development stage, it is proposed to a post nucleus staff consisting of one Lady Health Visitor one Sanitary Inspector and one Auxiliary nurse mid-wife to the dispensary as soon as it has been selected for conversion into a Primary Health Centre. It is, therefore, necessary that you should move for the creation of these posts as soon as your Block enters the third year of the National Extension Service stage.

Each Primary Health Centre is expected to receive one vehicle from the UNICEF sources. As soon as this vehicle is received in your Primary Health Centre, you should move for the creation of the posts of a driver and a Cleaner.

The staff mentioned in the preceding paragraphs will be paid out of the Head "Health and Rural Sanitation Recurring Charges", so long as the Block is in the National Extension Service stage. Thereafter, this staff will be paid from the Head "Block Headquarters Personnel" except in the case of the Cleaner, who will continue to be paid from the Head "Health and Rural Sanitation Recurring Charges".

(d) *Recruitment of staff*

The recruitment of staff is entirely the responsibility of the Health Department. The Deputy Director of Health Services, Punjab, Chandigarh, will obtain information from the Development Department regarding the number of Primary Health Centres to be opened during the year, and will take steps to make the necessary trained staff available to each centre as soon as it opens on receipt of a requisition from the Block Development Officer concerned. You should accordingly write to the Deputy Director of Health Services as soon as the creation of posts has been sanctioned. Formal orders regarding the posting of Primary Health Centre staff will be issued by the Development Department.

(e) *Control over staff*

The medical staff posted to a Primary Health Centre will be under the administrative as well as technical control of the District Medical Officer of Health. Confidential Reports on these officials will also be written by the District Medical Officers of Health and not by the Block Development Officers. These instructions will not apply to Sanitary Inspectors' whose position vis-a-vis Block Development Officers will be the same as that of any other Block Level Extension Officer.

(f) Purchase of medicines, fittings and equipment.

Expenditure on the purchase of medicines, fittings and equipment for the Primary Health Centre will be incurred by the Block only after it has entered the Community Development stage, as already mentioned above. All schemes under this Head will be prepared under the guidance of the District Medical Officer of Health and will bear his counter-signatures. The schemes will be got approved in the usual manner, and will be implemented thereafter in accordance with the procedures which are being followed by the Department of Health

(g) Construction of Buildings

As will be seen from the preceding paragraphs, it is intended that Primary Health Centres should start functioning even before the additional accommodation has been built for them. In certain cases this may be possible only if extra accommodation is obtained on rent. It will be permissible to do so. This does not, however, mean that there should be any delay in the construction of additional accommodation.

Additional accommodation is to be provided to existing dispensary buildings at a maximum cost of Rs 16,000, excluding the value of voluntary contributions. The question as to what this additional accommodation should consist of will depend upon what accommodation already exists in the dispensary, and how best it can be added to a decision in this respect should be taken by the District Medical Officer of Health in consultation with the local Executive Engineer, P.W.D., Buildings and Roads Branch. They may, however, obtain useful guidance in the matter from the drawing which forms an Annexure to the booklet 'Primary Health Centre' issued by the Community Project Administration, Government of India, in December, 1955. A copy of this booklet should be available in your office, and in case it is not, may be obtained from the Ministry of Community Development direct.

(h) UNICEF Assistance

It will be the responsibility of the Director of Health Services, Punjab, to arrange for UNICEF assistance for each Primary Health Centre established under the National Extension Service/Community Development programme.

(i) Taking over of Primary Health Centres by the Health Department.

Primary Health Centres established under the National Extension Service/Community Development programme will become the responsibility of the Health Department as soon as a Block enters its post Intensive Development stage. Intimation of the date on which this is to happen, should be given by the Block Development Officer concerned to the Director of Health Services will in time for the latter to make budget provision in the Schedule of New Expenditure. In practice, this will mean that such information should reach the Health

Department by the beginning of August of the year preceding the financial year during which the change-over is to take place.

B.B. VOHRA
Deputy Secretary Development (P)I,
for Planning and Development Commissioner,
Punjab.

No.58/13488, dated Chandigarh, the 29th April, 1958.

3rd May 1958.

A copy is forwarded to:—

- (1) Commissioners, Jullundur, Ambala, Patiala Divisions, for information.
- (2) Deputy Commissioners of all Districts in the State except Simla, for information and necessary action.
- (3) The Director of Health Services, Punjab, Chandigarh (with 25 spare copies) for information and necessary action. This is with reference to the discussion on the subject held by the undersigned with Dr. D.D. Sharma, Deputy Director, of Health Services.
- (4) The Chief Engineer, P.W.D. (Buildings and Road Branch), with 40 spare copies for information and necessary action.

B.B. VOHRA
Deputy Secretary Development (P) I,
for Planning and Development Commissioner,
Punjab.

ANNEXURE LXXX-A

FROM

SHRI B. B. VOHRA, I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department.

To

1. ALL DEPUTY COMMISSIONERS— IN THE STATE.
2. ALL BLOCK DEVELOPMENT OFFICERS IN THE STATE.

No. 4853-BDO-(P)58/15854, dated Chandigarh, the 6th/9th May, 1958

Subject.—Construction of pavement of streets.

Memorandum

It has been noticed that in certain blocks pavement of streets is done even in the streets which are wide enough for bullock carts to ply. This results in the pavement being damaged by the cart wheels. It has been found by experience that in such cases the streets may not be paved. As an alternative only drains should be constructed along the sides of such streets and bands of single bricks 4½" inches high at intervals of 8—10 yards laid. The space in between the side drains and the bands should be filled up with earth containing a high proportion of sand. The bands will prevent the earth from being washed away and the high sand contents of earth will prevent the streets from getting muddy during rains. It may also prove useful to lay a 9 inches thick band in the middle of the streets to serve as a footpath in the rainy season.

B. B. VOHRA,
Deputy Secretary, Development (P) I.

ANNEXURE LXXX-B

FROM

SHRI R. N. CHOPRA, I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department (C.P.)

TO

1. ALL PROJECT EXECUTIVE OFFICERS.
2. ALL ASSISTANT PROJECT OFFICERS.
3. ALL BLOCK DEVELOPMENT OFFICERS.

No. 2902-NES(CH)-56/2509, dated Chandigarh, the 28th May, 1956

Subject.—Diposal of drainage water and elimination of ugly village ponds
in the Project/Block areas.

Memorandum

During his visit to some Project/Block areas, the Development Commissioner, Punjab observed that village enthusiasm had been roused considerably in paving the streets and the construction of drains. In some cases even spectacular work had been done in this respect. It is considered that the situation now is favourable for giving a new emphasis to this programme with a view to keeping the surroundings of the village clean.

2. At present, in most cases, the drains end with the built-up area, with the result that the drain water stagnates in puddles very near the abadi. It is obvious that this dirty water should be disposed of satisfactorily in order to avoid spreading of disease, besides giving a cleaner look to the village. The following are some of the suggestions to solve the problem:—

- (a) The drainage water should be channelised to the nearby fields or utilized for growing vegetables in private plots available near the drain-terminals.
- (b) The drain water may be collected in pits, where composting could be undertaken with advantage.

You may adopt any of these suggestions to suit local conditions.

3. Ponds are at present a feature of almost every village and generally they present an unhygienic, if not an ugly sight. In areas, however, where clean drinking water for the cattle is not available from other sources, these ponds may even be a necessity, but where water is available, it is obvious that in any ultimate programme of development these must be eliminated or substituted by cleaner arrangements. Where it is physically possible to undertake this operation within the limits of resources and the interest of the village people in the work, attention should be directed towards doing so.

In case of ponds, where sufficient supply of water is available throughout the year, the possibility of utilizing them for the starting of fish culture should be explored, in consultation with the local representatives of the Fisheries Department. Alternatively, local irrigation schemes on a small scale by ' Jhallars ' or ' Waras ' may be considered.

R. N. CHOPRA,

Deputy Secretary, Development (C.P.)

No. 2902-NES-56/2510(CH)

A copy is forwarded to the Director of Animal Husbandry and Warden of Fisheries, Punjab, Simla, for information.

2. It is requested that suitable instructions may be issued to the local officers subordinate to him for rendering assistance to the Project Executive Officers/ Assistant Project Officers/ Block Development Officers when the latter approach them for stocking ponds with fish in the Project/Block areas, under advice to this Department.

R. N. CHOPRA,

Deputy Secretary, Development (C.P.)

No. 2902-NES-56/2511

A copy is forwarded to the—

- (1) Commissioners, Ambala and Jullundur Divisions,
- (2) All Deputy Commissioners in the Punjab excepting Deputy Commissioner, Simla, for information.

R. N. CHOPRA,

Deputy Secretary, Development (C.P.)

ANNEXURE LXXX-C

FROM

SHRI SUBE SINGH, P.C.S.,
Under-Secretary to Government, Punjab,
Development Department.

No 249J-CDI(CA)-56/102, dated Chandigarh the 2nd January, 1957.

TO

ALL BLOCK DEVELOPMENT OFFICERS IN THE PUNJAB.

Subject.—Drainage of rural areas under the Community Projects and National and Extension Service Schemes.

Memorandum

A copy of memorandum No. 31841, dated the 30th November, 1956, and its enclosures received from the Chief Engineer, Punjab, P.W.D., Public Health Branch, Simla-2, is enclosed. It will appear therefrom that the Chief Engineer, Public Health Department has pointed out that while constructing surface drains, girder crossings etc. in the Block areas the instructions contained in their office letter No. 11408, dated the 22nd May, 1953, a copy of which has already been forwarded to you with this department memo No. 1916-NES-(CH)-56/892, dated the 27th November, 1956, are not followed by you. It is requested that while constructing surface drains, girder crossings, etc., in your Block area, those instructions should be followed in future.

2. *For Block Development Officers of the erstwhile State of Pepsu only.*

Copies of Chief Engineer, Punjab, P.W.D., Public Health Branch's letter referred to in para 2 above are being sent for from him. As soon as the same are received, copies thereof will be supplied to you.

SUBE SINGH,
Under-Secretary Development (C.P.) I

No. 2497-CDI(CH)-56/103

A copy is forwarded to the Chief Engineer, Punjab, P.W.D., Public Health Branch, Simla-2, for information with reference to his letter No. 31841, dated 30th November, 1956.

2. It is requested that 30 more copies of his letter No. 11408, dated the 22nd May, 1953, together with its enclosures may also be sent to this department at an early date for supplying the same to the Block Development Officers of the erstwhile State of Pepsu.

SUBE SINGH,
Under-Secretary Development (C.P.) I

Copy of letter No. 31841, dated the 30th November, 1956, from the Chief Engineer, Punjab P.W.D., Public Health Branch Simla-2., to the Deputy Secretary to Government Punjab, Development Department.

Subject.—Community Development Programme Board.

I forward herewith a copy of memo. No. 23161, dated 7th November, 1956, from the Executive Engineer, Ludhiana, Public Health Division, to this office, from which it will appear that the work of drainage in the Community Projects and Development Blocks is not being carried out in accordance with the recommendations made in this office letter No. 11408, dated 22nd May, 1953. It is accordingly, requested that suitable instructions may kindly be issued to the Community Project Officers and Block Development Officers to follow the designs of this Branch for surface drains, girder crossings, etc.

2. As recently some additional staff has been posted in this Branch, instructions are being issued to the Executive Engineers to exercise better supervision on the water-supply and drainage works under the Community Project Development Programme and to render all possible assistance to your officers. In fact they are being advised to treat the water-supply and drainage works as pertaining to this department and to exercise better supervision to the extent possible with the help of the existing staff. If any difficulties are anticipated by the Executive Engineers, Public Health Branch, in implementing these instructions, these will be brought to the notice of Government in due course.

3. It is furthermore advised that the work of constructing the drains or providing water-supply should henceforth be the technical concern of the officers of this Branch and not of the sanitary inspectors and District Medical Officers of Health of the Directorate of Health Services.

Endorsement No. 31842, dated 30th November, 1956

Copy forwarded to the Director of Health Services, Punjab, Chandigarh, for information. A copy of the Executive Engineer, Ludhiana P.H. Division's letter referred to above is also enclosed herewith for his information.

Enclosures: Copy of letter.

(Sd) . .

Chief Engineer, Punjab, P.W.D.,
Public Health Branch

Endorsement No. 31843, dated 30th November, 1956

Copy with four spare copies, forwarded to the Executive Engineer, Ludhiana Public Health Division, for information with reference to his memo No. 23161, dated 7th November, 1956. He should please ensure that surface drainage works in the Community Project Administration are provided upto the standard of the Public Health Branch. The Community Project Administration is not a separate department but merely an authority for co-ordinating the works of various departments. Till recently it was not possible to take an active interest, in the matter because of lack of adequate staff. Such works must henceforth be

treated as a part of our own work with the exception that the financial responsibility is that of the Community Project Officers and Block Development Officers and not of the officers of this Branch. Would he please, therefore, remain in constant touch with the officers of the above Administration to ensure that the work proceeds in accordance with the accepted standard and specifications. In case he experiences any difficulty in giving a practical shape to the above instructions, he should please bring the same to the notice of this office.

(Sd) . . .

Enclosures 4 spare copies

Chief Engineer, Punjab, P.W.D.
Public Health Branch, Simla-2

Endorsement No. 31844, dated 30th November, 1956

Copy with 12/9/4 spare copies of this letter forwarded to—

The Superintending Engineer, 1st P.H. Circle, Simla.

Superintending Engineer, 2nd P.H. Circle, Patiala

Executive Engineer, Amritsar Public Health Division.

for information and similar action as advised in the above-quoted endorsement addressed to the Executive Engineer, Ludhiana.

Sd . . .

Enclosures/12/9/4 spare copies

Chief Engineer, Punjab, P.W.D.,
Public Health Branch, Simla-2.

Copy of letter No 23161, dated 7th November, 1956, from the Executive Engineer, Ludhiana, Public Health Division, to the Chief Engineer, P.W.D., P.H. Branch, Simla -2.

Subject.—Second meeting of the Community Development programme Board
Change of date of.

Kindly refer to your endorsement No. 26688-90, dated 26th October, 1956

I inspected a few villages in Samrala Tehsil about three months back but I did not send any inspection note regarding that inspection. As is already known the surface drains which are being provided in the villages are very much below our specifications. They are providing brick drains with their insides cement plastered. Although the Block Development Officers themselves realise the inferior quality of these drains, they point out that they are not in a position to provide concrete drains on account of paucity of funds. This is a question of policy which is to be decided at the higher level and the Block Development Officers can hardly do anything in this respect. It is, therefore, requested that this point may kindly be discussed in the proposed meeting.

2. The other most important point regarding the drainage in the rural area is to dispose of waste water. I inspected a number of villages with the Block Development Officer and the District Medical Officer of Health. The Block Development Officers have hardly got enough money to construct some drains inside the village. They have absolutely no funds to provide an intercepting drain outside the village so that the water can be disposed of at one or two suitable points. The number of points of disposal can no doubt be increased but at present the water is being disposed of at the end of every street and gets collected in depressions close to the village. The problem of taking this waste water to some distance from the villages where these can be used on the fields is also very ticklish because the owners of the intervening area do not allow the passage of these drains.

3. There are no funds for the construction of small disposal works comprising of Persian Wheels. We have either to provide small storage pumps and persian wheels on various points of disposal or we have to construct the intercepting drains. There are no funds to carry out either of these two proposals.

4. The problem of disposal of sullage should also be discussed in the meeting. The ultimate bottle-neck to every proposal is the finance. We either provide main amenities to the maximum number of people and tolerate the nuisance and the deficiencies which are natural in incomplete schemes or we provide comparatively self-contained drainage systems in a smaller number of village.

Enclosure :—Nil

ANNEXURE LXXXI

FROM

SHRI B.B. VOHRA, I.A.S.,
Deputy Secretary to Government, Punjab,
Development Department (C.P.)

To

ALL BLOCK DEVELOPMENT OFFICERS.

Memorandum No. 739 (BDP) CP/58/10542, Chandigarh, dated the 24th March, 1958

Subject.—Village roads.

Chief Engineer (Buildings and Roads) has pointed out that pucca roads built by the National Extension Service/Community Development Organisation and passing through the villages are being damaged by water from wells or ponds as no drains have been provided on the sides of the roads. On the advice of the Chief Engineer (Buildings and Roads), it has been decided that drains should be provided on the sides of all such roads, for the lengths which lie in the villages. Drains should also be provided on the roads already constructed and transferred to P.W.D. The approximate cost of the drains as intimated by Chief Engineer (Buildings and Roads) is likely to be Rs 5.25 per rft.

B.B. VOHRA,
Deputy Secretary Development (P) I.

No. 739 (BDP)CP/58/10543, Chandigarh, dated the 24th March, 1958.

A copy, is forwarded to Chief Engineer (Buildings and Roads), Patiala, for information, with reference to his memorandum No. 39-R-57/469/R II, dated 13th February, 1958.

B.B. VOHRA,
Deputy Secretary Development (P) I.

<i>Analysis of Rate for drain along village road.</i>		Rs	A	P
Take unit of rate	= 10 Rft.			
I. Excavation in ordinary soil as in grounds, etc.—				
Drain $1 \times 10 \times 4 \times 2\frac{1}{2}$	= 100 Cft.	0	10	0
@ 6/0/00 Cft.				
2. Cement concrete I : 6 : 18 in grounds				
Drain $1 \times 10 \times 3\frac{1}{2} \times \frac{1}{2}$	18 Cft	3	15	0
@ Rs 22 per hundred Cft.				
3. Ist class B. B. in cement in .. 1:7				
grounds and plinth				
Drain Bottom. $1 \times 10 \times 3 \times 8/8$	= 11			
Drain sides sloping $2 \times 10 \times 3/4 \times 1\frac{1}{2}$	= 19			
Top sides $2 \times 10 \times 1\frac{1}{2}$	= 8			
	<hr/>			
Total	38 Cft.			
	<hr/>			
@ Rs 30 per hundred Cft.	..	11	6	0
4. Cement pointing 1:2 flush on B. B. Walls.				
Drain alround $1 \times 10 \times 7\frac{1}{2}$ (interior)	78 Sft.	3	2	0
@ 4 per hundred Sft.				
		<hr/>	<hr/>	<hr/>
Total	..	19	1	0
		<hr/>	<hr/>	<hr/>
Add 175 per hundred premium on all items. ..		33	6	0
		<hr/>	<hr/>	<hr/>
Grand total		52	7	0
		<hr/>	<hr/>	<hr/>
∴ Rate per Rft.		52	7	0
		<hr/>	<hr/>	<hr/>
		10	0	0
				5-4-0 Rft.

ANNEXURE LXXXII

GRAM SEWAKS' HAND BOOK-CUM-DIARY

IMPORTANT INSTRUCTIONS

The man is apt to forget. The solution to man's forgetfulness is to maintain a record of his performances and achievements. With this end in view it has been considered necessary to devise suitable proformae in the form of a Handbook-cum-Diary for Gram Sewaks to record various types of information in each village in his circle. This Handbook-cum-Diary has been divided into four sections. Section No. I will contain the basic information regarding each village in the circle of a Gram Sewak. In section II, the budget allotment, grants and loans and public contribution in respect of each item of activity, and also the proposed targets and achievement will be recorded. In Section III, the Gram Sewak will indicate his accomplishment on monthly basis with reference to the targets fixed for each item of development activity. Section IV, which in fact is a diary of his daily record work will give details about his visits to villages, work done during the day pointing out specially to places where he stayed for the night.

To fill up this diary properly, it is essential that the targets at the village level should be fixed before the start of new financial year, latest by the 15th March. While fixing the targets it is desirable to keep in mind achievements made during the previous year in each Gram Sewak's circle. Keeping in view the main characteristics of the area concerned, when the targets in respect of each item of activity have been fixed, the Gram Sewak will point out to each Gram Panchayat the progress made in the previous year and also the programme of the current year. The Gram Sewak will record the targets in red ink and the achievement in respect of each activity in black ink, so that the progress made may be judged at a glance by the Supervisory Officers. After the close of each month, the Gram Sewak will consolidate the information recorded in his daily diary in respect of each item of development activity. The Supervisory Officer will assess his work on the basis of this information. This diary should be submitted at the Block Headquarters at the close of the year. But before it is submitted the Gram Sewak will incorporate the general information contained in the diary of the previous year in the new Diary taking note of the changes brought about due to development activities.

GENERAL INFORMATION

AND

DETAILS OF BUDGET PROVISIONS

COMMUNITY DEVELOPMENT PROGRAMME

- (A) Name of the Block
- (B) District
- (C) Name of Gram Sewak
- (D) Circle Head quarters

Serial No.	(E) Names of villages and Panchayats	(F) Sub-Division or Tehsil	(G) Revenue Circle	(H) Population of the village (as per Census 1951)	(I) Area of the Village (as per Revenue Records)
1
2
3
4
5
6
7
8
9
10
				Details on page	Details on page

N.B.—In subsequent pages only serial No. of villages will be given.

BASIC INFORMATION
INSTITUTIONS AND COMMUNITY CENTRES

Serial No. of villages	Headquarters and Sub-Division or Tehsil	Railway Station	Police Station	Posts and Telegraph Office
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				

Contd.

Serial No. of villages	Post Office	Number of Postal Deliveries per week in the village	Dispensaries and Health Centres	HOSPITALS	
				Situation	Number of Beds
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					

Serial No. of villages	COMMUNITY CENTRES		Libraries/ Reading- rooms	Youth Clubs	Women Clubs	Children Parks
	Recreation Centres	Panchayat Ghars				
1	...					
2	...					
3	...					
4	...					
5	...					
6	...					
7	...					
8	...					
9	...					
10	...					

COMMUNICATIONS

(Situational Record Shall Change from time to time with the advent of developmental activities.)

Serial No. of villages	BUS ROUTES	ROADS*	
	Details†	Motorable Roads	Other Roads
1	...		
2	...		
3	...		
4	...		
5	...		
6	...		
7	...		
8	...		
9	...		
10	...		

*If the village is not on such a road, approximate distance of the village from such a road should be indicated.

†Distance of the Bus Stand from the village etc.

PART II
PERFORMANCE
From April 195 to March 195
AND
DAILY DIARY

BUDGET PROVISIONS

Item of Activity.....

Serial No. of Village Panch- ayats	Targets for the current half year		April		May		June		July		August		September,		Achieve- ments of the current half year
	Govt Aid (Govt share)	People's contri- bution	G.A.	P.C.	G.A.	P.C.	G.A.	P.C.	G.A.	P.C.	G.A.	P.C.	G.A.	P.C.	
			T. A.	T. A.	T. A.	T. A.	T. A.	T. A.	T. A.	T. A.	T. A.	T. A.	T. A.	T. A.	
1.															
2.															
3.															
4.															
5.															
6.															
7.															
8.															
9.															
10.															
Total															
Progressive total															

N.B.—As many similar sheets shall have to be provided in the Diary as the number of items and similar column of sheets for second half year (October to March) G.A.—Government Aid (Grants and Loans) P.C.—(People's contribution) T.—Target A.—Achievement.

PART III
TARGETS AND ACHIEVEMENT FOR THE PERIOD
April 195 to March 195
DAILY DIARY

PAGE (1)

Subject—Agriculture *Main item.*—Seed Distribution (Mds.)
Season.—Kharif/Rabi. *Sub-item:*—

TARGETS AND ACHIEVEMENT

PAGE (2)

Subject.—Agriculture *Main item.*—Seed Distribution (Mds.)
Season.—Kharif/Rabi *Sub-item:*—

TARGETS AND ACHIEVEMENT

Serial No. of Village Pan- chayat	Previous year's total achievement	April	May	June	July	August	Sept.	Achievement for current half year	Previous year's total achievement	Achievement for the current year	Oct.	Nov.	Dec.	Jan.	Feb.	March	Achieve- ment for the current year
		T. A.	T. A.	T. A.	T. A.	T. A.	T. A.				T.	A. T.	A. T.	A. T.	A. T.	A. T.	
1.																	
2.																	
3.																	
4.																	
5.																	
6.																	
7.																	
8.																	
9.																	
10.																	
Total																	
Progressive Total																	

540

N.B.—(1) To face page 2, followed by 2 similar pages of Daily Diary facing each other.
(2) As many similar sheets to be provided as the number of items and sub-items.
Note.—To face page 1, as per notes numbers (1) and (2) on the same.

PART IV

DAILY RECORD OF WORK DONE

PAGE (3)

PAGE (4)

Month _____ 195

Month _____ 195

DAILY DIARY

DAILY DIARY

Date	Village visited	Work done	Place of night halt	Date	Village visited	Work done	Place of night halt

541

Notes.—(1) To face page 4 and to be alternated similarly with every 2 pages of Targets and Achievements.
 (2) To face page 3 as per note on the same page.

ANNEXURE LXXXIII-B

FAMILY REGISTER F-1*

Gram Sevak	Village	Block	Project	District.									
Serial No.	Name of the head of the household	Census House No.	Number in reference register	Principal occupation	Number of family members	Size of family holdings				Specify whether any family member is a member of			REMARKS
						Owned		Cultivated		Co-operative Society	Panchayat	Adhoc Body	
1	2	3	4	5	6	7		8		9	10	11	12
						A.	G.	A.	G.				
1	A	1	2	Mainly owner cultivator	8	10	9	9	..	..	Secretary	..	Progressive farmers
2	B	2	5	Mainly tenant cultivator	6	1	10	4	8	Yes	..	..
3	C	3	7	Agriculture Labourers	7	..	..	..	..	..	..	..
4	D	4	6	Potter	5	1	..	1	..	..	..	..
5	E	5	1	Mainly owner cultivator	5	12	..	10	..	Yes	President	..	Had demonstration plot
6	F	6	8	Teacher	3	1	8	1	8	Yes	..	..	Also conducts adult literacy classes.
7	G	7	4	Mainly tenant	7	2	5	6	20	..	..	..
8	H	8	10	Money-lender	5	10	..	..	..	..	..	..	Received share of crop-produce and outside the village.
9	I	9	9	Harijan	4	0	20	0	20	..	..	..	Wants more land.
10	J	10	3	Mainly owner cultivators	6	8	10	5	..	Yes	Member	..	

A.—Acres

G.—Gunthas.

ANNEXURE LXXXIII-C

PROGRAMME REGISTER

F-2(a) SEED/FERTILIZER/MANURE REGISTER

Gram Sevak

Village

Block

Project

District

Month and dated	Serial No.	Ref. Rg. No.	Name of the cultivator	Variety and quantity of improved seeds		Area brought under improved varieties of				Type and quantity of fertilizers/manures		Crop areas covered by fertilizers/manures					REMARKS
				Variety	Quantity	Cotton	Paddy	Wheat	Sugar-cane	Type	Quantity	Cotton	Wheat	Paddy			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
5th June	1	5	B	1. 216F	12	A G	A G	AG	AG			AG	AG	AG	AG	AG	
				2. Chinese paddy	4	..	8	..	..			..	..	..	..	..
	2	3	J	1. Chinese paddy	80	..	5	..	..						
12th	3	2	A	1. H.420	36	9	..	..	..	..			

1. Ammonium sulphate .. 4
 2. Green manure seed .. 2

ANNEXURE LXXXIII-D

PROGRAMME REGISTER F-2

F-2(c) PUBLIC CONTRIBUTION REGISTER

Gram Sevak	Village	Block	Project	District						
Month and date	Serial No.	Name of the head of the household	Reference Reg. No.	Money	CONTRIBUTION				Type of work for which contribution given	REMARKS
					Materials		Free Labour	Labour at less wages		
					Item	Value				
1	2	3	4	5	6	7	8	9	10	11
				Rs		Rs	Man-days	Man-days		
<i>April, 1954</i>										
4th ..	1	I	9	..	..	..	91	..	Approach road construction	3*members for 6 half-days (3x6x1½) during the month.
	2	D	6	..	Water storing barrel and earthen crucibles	5	..	..	Ditto	For the use of workers on road repair.
	3	H	10	30	..	..	..	..	Ditto	
20th ..	4	C	6	..	..	..	..	10	..	Two members for 5 days during the month.
	5	A	2	..	1. Land A.G. 0 10	70	..	..	School site	
30th ..	6	B	5	..	1. Bricks ..	20	..	..	Ditto	
Monthly extra act for April, 1954	Total Number of families participating				All 30 Programmes 6	95	9	10		
						13	1	1		

ANNEXURE LXXXIV-A

Appendix V(a)

Gram Sewaks' Progress Report for the month of _____ 195 .

Subject _____

Name of Gram Sewak _____ Circle Headquarters _____

Block _____ District _____

Standard Serial No. *	Items of Work	Target for the month	Achievment during the month	Correspond- ing achiev- ment last year	Cumulative Target	Cumulative Achievment	Cumulative achievement during cor- responding period last year

*This should correspond with the serial Nos. of items as given in the Monthly Progress Report *Pro forma* in Appendix IV in order to facilitate tabulation at the block headquarters.

Notes and Comments by Gram Sewak

1. Significant Successes and Failures

2. Difficulties, Bottlenecks and Suggestions for Solution—

(a) Concerning the villages.

(b) For attention at Block level.

(c) Concerning Policy matters.

(d) Others.

Signatures of Gram Sewak

ANNEXURE LXXXIV-B

Appendix V(B)

People's Contribution

Gram Sewak Circle _____ Block _____ Month _____ 195 .

Serial No.	Items	1. CASH Rs	2. LABOUR		3. LAND		4. BUILDINGS		5. OTHERS			Total Estimated value of (1) to (5) Rs	Grant-in-aid Rs	Loan Rs
			Man hours	Value Rs	Acre	Value Rs	No.	Value Rs	Particulars	Quantity	Value			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

548

Signature of Gram Sewak _____

Dated _____

ANNEXURE LXXXIV-C

Appendix V(C)

Gram Sewak's Fortnightly Programme and Tour Report

Block _____ Gram Sewak Circle _____ Fortnight from _____ 195 to _____ 195 .
 _____ 195 .

Date	Villag s to be visited	Work Programmed	Place of night halt	Actual place of night halt	Execution Report
1	2	3	4	5	6
		Total ..			

The above programme has been approved by the Group Level Workers concerned at to-days' meeting

Submitted to Block Development Officer

Dated _____

Signature of Gram Sewak _____

Signature of Gram Sewak.

Dated _____

ANNEXURE LXXXVII
COMMUNITY PROJECTS ADMINISTRATION PUNJAB

REVISED PRO FORMA

FOR

**THE QUARTERLY PROGRESS REPORT ON POST-INTENSIVE/
COMMUNITY DEVELOPMENT/N. E. S. BLOCKS**

Name of the Post-Intensive/Community Block/N.E.S. Block _____

State _____

District _____

Project/Block H. Q. _____

Date of submission _____

For the quarter ending _____ year _____

GENERAL NOTES

1. Quarterly Progress Reports should relate to the 3-month periods ending 31st December, 31st March, 30th June and 30th September.
2. The expression 'at end of current quarter' is to be taken to mean the period since the commencement of the programme right up to the end of the quarter to which the Report relates.
3. In the case of Post-Intensive Blocks, please include information for the C. D. stage also.
4. In the case of converted C. D. Blocks, please include information for the period prior to conversion.
5. Please furnish information in respect of total activities in the Block under a heads, irrespective of the fact that a particular activity is sponsored under the C. D. and N. E. S. programme or some other programme

OUTLINE OF THE QUARTERLY PROGRESS
REPORT *PRO FORMA*

- I.—General.
- II.—Narrative Summary.
- III.—Families benefited by development. work
- IV.—Personnel.
- V.—Programme—
 - A. Agriculture and animal husbandry.
 - (a) Distribution schemes—seeds, fertilizers and implements.
 - (b) Green manuring.
 - (c) Compost pits dug.
 - (d) Demonstrations held.
 - (e) Animal Husbandry and Veterinary aid.
 - B. Irrigation.
 - C. Health and Rural Sanitation.
 - D. Social Education.
 - E. Communications.
 - F. Arts, Crafts and Industries.
 - G. Co-operation.
- VI.—Block Development Committee.
- VII.—Block Budget Position.
- VIII.—People's Participation.
- IX.—Progress Indicators.
 - A. Agriculture and Animal Husbandry.
 - B. Reclamation.
 - C. Health and Rural Sanitation.
 - D. Education.
 - E. Social Education.
 - F. Communications.
 - G. Housing.
 - H. Rural Arts and Crafts.
 - I. Co-operation.
 - J. Local Bodies.
 - K. Miscellaneous.

I.—GENERAL

Area of Post-Intensive/Community Block/N.E.S. Block (sq. miles) _____

Number of villages in Post-Intensive/Community Block/N.E.S. Block _____

Population of Post-Intensive/Community Block/N.E.S. Block _____

Number of families in the Post-Intensive/Community Block/N.E.S. Block _____

II.—NARRATIVE SUMMARY

Please give a short note indicating :—

- (1) the principal accomplishments under major heads of development, viz., Agriculture, Irrigation, Education, etc., during the current quarter and the factors mainly responsible for them ;
- (2) the difficulties, if any, encountered in the execution of the programme and how they are proposed to be overcome ;
- (3) the major goals of achievements for the next quarter ;
- (4) the growth and development of people's institutions (e.g., Panchayats, Village Councils, Vikash Mandals, etc.) and co-operation
- (5) the reaction of the villagers to the programme in general and the extent of their participation in specific items of activity ;
- (6) the progress made towards the goal of bringing all rural families within the fold of development activities ;
- (7) the progress made in energising women's and youth organisation ;
- (8) the extent of increased production and employment generated in the project area and
- (9) the measures of *permanent* improvement (e.g., consolidation of holdings) undertaken
- (10) incidence of epidemic and infectious diseases :—(a) human-beings (b) cattle.

III.—FAMILIES BENEFITED BY DEVELOPMENT WORK

A. *By type of development work*

Number of families benefitted at end of current quarter

-
1. Improved agricultural practices _____
 2. Irrigation works _____
 3. Reclamation work _____
 4. Cottage Industries programme _____
 5. Miscellaneous (specify) _____

No. Percentage of families in the Block*

- B. Total number of families benefited by development activities at end of current quarter.
- C. Total number of families covered by Co-operative Societies at end of current quarter.

*Regarding B and C, no family should be counted more than one.

	Total sanction for the programme period	DURING CURRENT QUARTER		Net increase or decrease in (personnel +) or (—)	Total personnel at end of current quarter
		New Appointments	Loss of personnel, if any		
IV.—PERSONNEL					
1. B.D.O. ..					
2. Gram Sevikas ..					
3. Gram Sevaks ..					
4. Agricultural Extension Officers					
5. Veterinary Doctors ..					
6. Co-operative/Panchayat Inspectors ..					
7. Extension officers, Village Small-scale Industries ..					
8. Social Education Organisers—					
(i) Men ..					
(ii) Women ..					
9. Overseers ..					
10. Doctors ..					
11. Sanitary Inspectors ..					
12. Lady Health Visitors ..					
13. Midwives ..					
14. Progress Assistants ..					
Total ..					

	Target for the programme period, if any	Achievements during current quarter	Cumulative achievements at the end of current quarter
1	2	3	4
V.—PROGRAMMES			
A.—AGRICULTURE AND ANIMALS HUSBANDRY			
<i>Distribution Schemes</i>			
Improved seeds distributed (mds)			
(a) Cereals—			
(i) Rabi Seeds—			
(1) Wheat ..			
(2) Gram ..			
(3) Barley ..			
Total ..			
(ii) Kharif Seeds—			
(1) Paddy ..			
(2) Maize ..			
(3) Jowar ..			
(4) Bajra ..			
Total ..			
(b) Fibres—			
Cotton (Desi) ..			
Cotton (L.S.S.) ..			
(c) Green Manures—			
Barseem ..			
Others ..			
Total ..			
(d) Oil Seeds ..			
(e) Sugarcane ..			
(f) Vegetable Seeds ..			
(g) Other Seeds ..			
Grand Total all variety of Seeds			
Fertilizers distributed (mds)—			
(1) Ammonium Sulphate ..			
(2) Superphosphate ..			
(3) Ammonium Nitrate ..			
(4) ..			
Total (1—4) ..			

	Target for the programme, period if any	Achievements during current quarter	Cumulative achievements at the end of current quarter
1	2	3	4
V.—PROGRAMMES—CONTD			
A—AGRICULTURES AND ANIMAL HUSBANDRY—			
<i>contd</i>			
<i>Distribution Schemes—concl'd</i>			
Implements distributed (Number)—			
(1) Iron plough			
(2) Seed driller			
(3)			
(4)			
Total			
(b) Animal Husbandry and Veterinary aid—			
(1) Key Village Centres started			
(2) Artificial Insemination Centres started, if any, not included under (1) above (Number)			
(3) Veterinary dispensaries started (Number)			
(4) Veterinary First-aid Centres opened (Number) ...			
(5) Animals castrated (Number)			
(6) Improved animals supplied (Number)			
(7) Improved birds supplied (Number)			
(8) Poultry farms started (Number)			
(9) Eggs given for hatching (Number) ...			
(10) Number of animals inoculated			
(11) Number of animals vaccinated			
(12) Number of animals treated			
(13) Number of poultry treated			
(c) Fisheries—			
1. Number of fingerlings supplied,			
2. Tanks stocked with fish (Number) ...			
(d) Fruits—			
1. Number of fruit planted			
(e) Afforestation—			
1. No. of timber trees (planted)			
2. Other trees planted			
(f) Manure—			
1. Compost pits dug (No.)			
2. Green manuring (acres)			

	Target for the programme period, if any	Achievements during current quarter	Cumulative achievement at the end of current quarter
1	2	3	4
V.—PROGRAMMES—CONTD			
A—AGRICULTURE AND ANIMAL HUSBANDRY—contd			
(g) Demonstrations—			
1. Model Farms laid out (No.) ...			
2. Area under Model Farms (acres) ...			
3. Agricultural Demonstrations held (No.)			
4. Demonstration plots laid out (No.) ...			
(h) Crop Protection Measures—			
1. Insecticide operations (acreage covered)			
2. Derating (acreage covered) ...			
3. Other measures (acreage covered) ...			
(i) Improved methods of cultivation (Acreage)—			
1. Line sowing of cotton (acres) ...			
2. Japanese rice method (acres) ...			
3. Chinese sweet potatoes cultivation (acres) ...			
4. Other improved methods (acres) ...			
Total (acreage) ...			
B—IRRIGATIONS			
Kacha Wells—			
(a) New wells constructed (No.) ...			
(b) Old wells repaired (No.) ...			
(c) Additional area irrigated (acres) ...			
(d) Net area under irrigation (acres) ...			
2. Pucca wells—			
(a) New wells constructed (No.) ...			
(b) Old wells repaired (No.) ...			
(c) Additional area irrigated (acres) ...			
(d) Net area under irrigation (acres) ...			
3. Kuhls—			
(a) New Kuhls constructed (No.) ...			
(b) Old Kuhls repaired (No.) ...			
(c) Additional area irrigated (acres) ...			
(d) Net area under irrigation (acres) ...			

	Target for the programme, period, if any	Achievements during current quarter	Cumulative achievement at the end of current quarter
1	2	3	4
V.—PROGRAMMES—CONTD			
B—IRRIGATION—CONCLD			
4. Pumping sets—			
(a) No. installed ..			
(b) Additional area Irrigated (acres) ..			
(c) Net area under irrigation (acres) ..			
5. Tubewells—			
(a) No. constructed ..			
(b) Addition area Irrigated (acres) ..			
(c) Net area under irrigation (acres) ..			
6. Canals—			
(a) Length dug (miles) ..			
(b) Additional area irrigated (acres) ..			
(c) Net area under irrigation (acres) ..			
7. Others (specify types)—			
(a) No. length, etc. ..			
(b) Additional area irrigated (acres) ..			
(c) Net area under irrigation (acres) ..			
8. Total additional area irrigated (acres) ..			
9. Total net area under Irrigation (acres) ..			
C—RECLAMATION			
1. Total area reclaimed (acres) ..			
2. Area cleared of weeds ..			
D.—HEALTH AND RURAL SANITATION			
1. Hospitals opened (No.) ..			
2. Dispensaries started (No.) ..			
3. Child Welfare and Maternity Centres started (No.) ..			
4. No. of First-aid Centres started ..			
5. No. of Mobile Health Vans working ..			
6. Dais Centres started ..			
7. Dais trained ..			
(i) Hospitals ..			

	Targets for the programme period, if any	Achievements during current quarter	Cumulative achievements at the end of current quarter
1	2	3	4
V.—PROGRAMMES—CONTD			
D.—HEALTH AND RURAL SANITATION—			
<i>concl'd</i>			
(ii) Dispensaries ..			
(iii) Child Welfare and Maternity Centres			
(iv) First-aid Centres ..			
(v) Mobile Health Vans ..			
(vi) Total No. of persons treated ..			
(vii) Maternity cases attended ..			
9. No. of persons given preventives inoculation and vaccination ..			
10. Drinking water wells*—			
(a) Constructed (No.) ..			
(b) Renovated (No.) ..			
11. Latrines constructed (No.) ..			
12. Soakage pits constructed (No.) ..			
13. Drains constructed—			
(a) Pacca (yds) ..			
(b) Kacha (yds) ..			
14. Streets paved (sq. yds.) ..			
15. Construction of model cattle sheds (No.)			
16. Smokeless Chullahs constructed (No.) ..			
17. Construction of model houses (No.) ..			
18. Hand-pump installed ..			

*Drinking-water wells should be taken to include tube-wells used for supplying drinking water.

	Target for the programme period	Achievement during current quarter	Cumulative achievement at the end of current quarter, allowance being made of the schools closed down, if any
1	2	3	4
E—EDUCATION			
1. New Schools started—			
(i) Basic (No.)—			
(a) Primary ..			
(b) Middle ..			
(c) High ..			
Total ..			

	Target for the programme period	Achievements during current quarter	Cumulative achievements at the end of current quarter, allowance being made of the schools closed, if any
1	2	3	4
V.—PROGRAMMES—CONTD			
E.—Education—concl'd			
(ii) Ordinary—			
(a) Primary ..			
(b) Middle ..			
(c) High ..			
Total ..			
2. Ordinary schools converted in to basic type (No.)			
3. No. of pupils attending schools—			
(a) Boys ..			
(b) Girls ..			
4. School buildings donated or constructed			

	Targets for the programme period, if any	Achievements during current quarter	Achievements at end of current quarter, allowance being made for closures, if any
1	2	3	4
F.—SOCIAL EDUCATION			
1. People's Organisations developed—			
(a) Youth Clubs and Farmer's clubs Unions (No.)—			
(i) No. of members ..			
(ii) No. of meetings held ..			
(b) Mahila Samities (No.)—			
(i) No. of members ..			
(ii) No. of meetings held ..			
(c) Children Parks set up (No.) ..			
(d) Community Listening Sets installed (No.) ..			
2. Community Centres started—			
(a) Community recreation centres (No.) ..			
(b) Panchayats ghars (No.) ..			
(c) Others (specify) ..			
Total (No.) ..			
3. Reading -rooms and/or Libraries opened (No.) ..			
4. Community entertainments organised (No.)			

	Target for the programme period, if any	Achievements during current quarter	Achievements at end of current quarter, allowance being made for closures, if any
1	2	3	4
V.—PROGRAMMES—CONTD			
F.—SOCIAL EDUCATION—concl'd			
5. Adult literacy—			
(a) No. of Adult Education Centres started (No.) ..			
(b) No. of centres functioning ..			
(c) No. of adults made literate ..			
6. Village Camps (other than Youth and Children Camps)			
(a) No. of Camps held ..			
(b) No. of Villagers trained ..			
	Target for the programme period, if any	Achievements during current quarter	Cumulative achievements at end of current quarter
G.—COMMUNICATIONS			
1. Roads constructed—			
(a) Kacha (miles) ..			
(b) Pacca (miles) ..			
2. Existing roads improved—			
(a) Kacha (miles)			
(b) Pacca (miles) ..			
3. Culverts constructed (No.) ..			
H.—ARTS, CRAFTS AND INDUSTRIES			
1. Demonstration-cum-training centres started (No.) ..			
2. No. of persons trained /under training ..			
3. No. of persons provided with additional Part time employment tradewise—			
(i) Handloom, Weaving and Spinning (No.)			
(ii) Amber Charkha Spinning (No.) ..			
(iii) Cottage Industries, other than (i) and (ii) above (No.) ..			
(iv) Small scale Industries like Small Workshops, Commercial Schemes, etc.) (No.) ..			
Total of (i) to (iv) (No.) ..			

	Target for the programme period if any	Achievements during current quarter	Cumulative achievements at end of current quarter
4. No. of persons provided with additional <i>Full time</i> employment tradewise ..			
(i) Handloom, Weaving and Spinning (No.) ..			
(ii) Amber Charkha Spinning (No.) ..			
(iii) Cottage Industries other than (i) and (ii) above (No.) ..			
(iv) Small Scale Industries (like Small Workshops, Commercial Schemes, etc.) (No.) ..			
Total of (i) to (iv) (No.) ..			

	Target for the programme period	Achievements during current quarter	Achievements at end of current quarter
V.—PROGRAMMES—CONCLD			
I.—CO-OPERATION			
1. No. of new co-operative societies started			
2. Total No. of societies functioning—			
(a) Credit and Multipurpose (No.) ..			
(b) Industrial (No.) ..			
(c) Farming (No.) ..			
(d) Marketing Societies (No.) ..			
(e) Others (No.) ..			
Total ..			
3. No. of new members enrolled in new societies ..			
4. Total membership of societies functioning type-wise—			
(a) Credit and multipurpose (No.) ..			
(b) Industrial (No.) ..			
(c) Farming (No.) ..			
(d) Marketing (No.) ..			
(e) Others (No.) ..			
Total ..			

	Target for the programme period	Achievements during current quarter	Cumulative achievements at end of current quarter
J. HOUSING			
1. New Houses constructed (No.) ..			
2. No. of existing houses improved ..			
3. New 'model' houses constructed ..			
VI.—PROJECT/BLOCK DEVELOPMENT COMMITTEE			
1. No. of meetings held ..			

VII—PROJECT BUDGET POSITION

VII.—PROJECT BUDGET POSITION

Major heads	TOTAL BUDGET SANCTION FOR WHOLE PROJECT PERIOD								EXPENDITURE		
	LOANS		OTHER THAN LOANS						LOANS		
	Dollar	Rupee	Total Dollar	Recur- ring	Non-recurring			Grand total	Dollar	Rupee	Total
					Dollar	Rupee	Total				
1	2	3	4	5	6	7	3+4+7	1	2	3	
A. Block Head quarters											
B. A.H. and Agricultural Extension											
C. Irrigation ..											
D. Reclamation ..											
E. Health and Rural Sanitation ..											
F. Education ..											
G. Social Education											
H. Communications											
I. Rural Arts, Crafts and Industries											
J. Housing (Block staff and rural housing)											
Total ..											

Allocation of expenditure between the Central and State Governments

(1) Loans from Central Government	.. Rs
(2) Grant-in-aid by the Centre	.. Rs
(3) State's share	.. Rs

VIII.—Peoples participation

A. The following points may kindly be kept in view while assessing the value of people's participation.

(1) People's participation should be assessed in terms of voluntary contribution in cash, kind and labour for works of common benefit.

(2) Contribution in the form of labour should be measured by the value of work done estimated according to the P. W. D. rates or the authorised rates of the local boards which ever may be lower., Contribution in kind should be valued at the prevailing market rates.

(3) Facilities already existing in a village, eg., community centre, chaupal, etc., before the community development or N.E.S. programme started should not be included in people's contribution.

(4) When Government property such as lands, buildings etc., are utilised for a common purpose, the value of such property should not be counted as part of people's participation.

(5) Grants out of funds collected by the Panchayats from the villagers could be counted as peoples contribution, but not the grants made out of funds received by the Panchayats from the Government.

B. In addition to giving the required information in the attached form a general note covering the following points should also be furnished :—

- (a) the attitude of villagers, village leaders and village organisations (panchayats, village councils, etc.) to the various programmes of development ;
- (b) the extent to which they are supporting the programme ;
- (c) the methods adopted and the problems encountered in securing their co-operation ;
- (d) the items of work for which people's participation is most readily forthcoming ;
and
- (e) what the villagers consider to be their most pressing needs and to what extent they are receiving attention under the C.D./N.E.S. programme.

VILLAGERS CONTRIBUTION

Head*	Cash	Labour		MISCELLANEOUS			
		Man-hours	Value	Land		Buildings	
				Acres	Value	No.	Value
1	2	3	4	5	6	7	8
	Rs	No	Rs		Rs		Rs
(a) Agriculture and Animal Husbandry—							
1. During current quarter ..							
2. Till end of current quarter ..							
(b) Irrigation—							
1. During current quarter ..							
2. Till end of current quarter ..							
(c) Reclamation—							
1. During current quarter ..							
2. Till end of current quarter ..							
(d) Health and Rural Sanitation—							
1. During current quarter ..							
2. Till end of current quarter ..							
(e) Education—							
1. During current quarter ..							
2. Till end of current quarter ..							
(f) Social Education—							
1. During current quarter ..							
2. Till end of current quarter ..							
(g) Community Recreation Centres							
1. During current quarter ..							
2. Till end of current quarter ..							

*As far as possible, please mention specific of activity under each major head.

Head*	Cash	Labour		Acres	MISCELLANEOUS		
		Man-hours	Value		Land	Buildings	
					Value	No.	Value
1	2	3	4	5	6	7	8
	Rs	No.	Rs		Rs		Rs
(h) <i>Communications—</i>							
1. During current quarter ..							
2. Till end of current quarter ..							
(i) <i>Housing—</i>							
1. During current quarter ..							
2. Till end of current quarter ..							
(j) <i>Other Works programme—</i>							
1. During current quarter ..							
2. Till end of current quarter ..							
(k) <i>Total—</i>							
1. During current quarter ..							
2. Till end of current quarter ..							

*As far as possible, please mention specific

CONTRIBUTIONS

(CONTRIBUTION IN KIND)

<i>materials</i>			<i>Other</i>			Total estimated value of contributions (Total of cols. 2, 4, 6, 8, 11, 14)
Description	Qty.	Value	Description	Qty.	Value	
9	10	11	12	13	14	15
		Rs			Rs	Rs

of activity under each major head.

IX.—PROGRESS INDICATORS

(Note. 1.—Information under different heads in this section are to be supplied only once a year, along with the Quarterly Progress Report for the quarter ending 31st March.

2. The term "base year" occurring in this section should refer to the year preceding the commencement of the programme in the area.

	Base year	Current year	Previous year
A.—AGRICULTURE AND ANIMAL HUSBANDRY			
1. Area under Chemical fertilizers (acres) ..			
2. Area under Japanese method of cultivation (acres) ..			
3. Area under improved seeds (acres) ..			
4. Seed multiplication farms set up (No.) ..			
5. Chemical pesticides distributed (mds) ..			
6. Total area under green fodder (acres) ..			
7. Area under fruits (acres) ..			
8. Area under vegetables (acres) ..			
9. Number of key villages—			
(a) A. I. Centres (No.) ..			
(b) Breeding Centres for—			
(i) Cattle (No.) ..			
(ii) Sheep and Goats (No.) ..			
(iii) Poultry (No.) ..			
(iv) Pigs (No.) ..			
10. Total No. of veterinary dispensaries functioning (No.) ..			
11. Number of fingerlings supplied ('000) ..			
B.—RECLAMATION			
12. Waste and virgin land reclaimed (acres) ..			
13. Area bunded, terraced or planted (acres) ..			
C.—HEALTH AND RURAL SANITATION			
14. Primary Health Centres functioning (No.) ..			
15. Maternity and Child Welfare Centres functioning (No.) ..			
16. Family Clinic Centres functioning (No.) ..			
D.—EDUCATION			
17. Total number of schools functioning—			
(i) Ordinary (No.) ..			
(ii) Basic (No.) ..			
(iii) Number of ordinary schools converted into basic type (No.)			

	Base year	Current year	Previous year
D.—EDUCATION—concl'd			
18. Total enrolment in schools—			
(i) Ordinary schools—			
(a) Boys (No.) ..			
(b) Girls (No.) ..			
(ii) Basic Schools—			
(a) Boys (No.) ..			
(b) Girls (No.) ..			
E—SOCIAL EDUCATION			
19. Total number of literate adults in the Blocks ..			
20. Youth Camps (including .A.C.C. and N.C.C. Camps)—			
(i) Number of Camps held ..			
(ii) Number of persons participated ..			
21. Children's Camps—			
(i) Number of Camps held ..			
(ii) Number of Children participated ..			
F—COMMUNICATIONS			
22. Pucca roads constructed (miles) ..			
G—HOUSING			
23. Total number of Houses—			
(a) Kacha (No.) ..			
(b) Pucca (No.) ..			
24. New houses constructed—			
(i) Kacha houses(No.) ..			
(ii) Pucca houses (No.) ..			
25. Model villages established (No.) (Where all houses are model houses) ..			
26. Number of master plans prepared ..			
H—RURAL ARTS AND CRAFTS			
27. Number of persons trained at the Demostration-cum-Training Centres ..			
(i) Referesher Training(No.) ..			
(ii) Basic Training (No.) ..			
28. Persons given financial assistance for industrial purposes—			
(a) Loans—			
(i) Number of loanees ..			
(ii) Amount advanced (Rs) ..			

	Base year	Current year	Previous year
H—RURAL ARTS AND CRAFTS—concl			
(b) Grants—			
(i) Number of grantees ..			
(ii) Amount granted (Rs) ..			
I.—CO-OPERATION			
29. Amount of share capital raised in co-operative societies (Rs '000)—			
(a) Credit and Multipurpose ..			
(b) Industrial ..			
(c) Farming ..			
(d) Others ..			
Total (a) to (d) above ..			
30. Amount of loans advanced to members of co-operative societies (Rs '000)—			
(a) Credit and Multipurpose ..			
(b) Industrial ..			
(c) Farming ..			
(d) Others ..			
Total (a) to (d) above ..			
31. Amount of loans repaid by members to co-operative societies (Rs '000)—			
(a) Credit and Multipurpose ..			
(b) Industrial ..			
(c) Farming ..			
(d) Others ..			
Total (a) to (d) above ..			
32. Godowns constructed by co-operative societies (No.) ..			
33. Value of agricultural commodities marketed through co-operatives (Rs '000) ..			
34. Value of Cottage Industry products marketed through co-operatives (Rs' 000) ..			
J.—LOCAL BODIES			
35. Total number of panchayats and other statutory bodies functioning ..			
36. Number of women enrolled as members ..			
K—MISCELLANEOUS			
37. Number of meetings of State Development Committees held ..			

ANNEXURE LXXXVIII

IMMEDIATE**Registered**

Memo No. CRO-56/I/65, dated Chandigarh, the 2nd January, 1957.

FROM

SHRI SUBE SINGH, P.C.S.,
Under-Secretary to Government, Punjab,
Development Department.

To

ALL BLOCK DEVELOPMENT OFFICERS.

Subject :—Quarterly Progress Reports.**Memorandum.**

In supersession of all the previous instructions issued from time to time in connection with the preparation and submission of the Quarterly Progress Reports, the following instructions are issued for strict compliance :—

- (i) The Quarterly Progress Reports beginning with the quarter ended December 1956, should now be submitted in the attached proforma.
- (ii) On receipt of this communication, you are requested to call a meeting of the persons concerned with the preparation of these reports and to explain to them the attached "Instructions for filling up the proforma", so that they should know as to what exactly is required. Four spare copies of these instructions are also enclosed.
- (iii) The information should invariably be given in the same unit in which it is required.
- (iv) The report should furnish information in respect of total activities in the Community Development and National Extension Service Blocks under all heads, irrespective of the fact that a particular activity is sponsored under the Community Development and National Extension Service Programmes. The sources of finance are also not to be taken into account. You are not required to send any information in Section VIII on Non-Project in parts.
- (v) The report, in duplicate, should be sent direct to the Administrative, Intelligence Officer, Development Department, Chandigarh, by the 15th of the month following the quarter to which the report relates. The Government of India attach great importance to these reports and wants to have the consolidated reports by the target dates. It is, therefore, requested that reports must reach here in time.

- (vi) The narrative part of the report is generally conspicuous by its absence. You are, therefore, requested to see that it is always attached with the report before submission.
- (vii) The Social Education Organiser should be made strictly responsible for the preparation and punctual submission of the reports, but you must carefully, check the information before sending the reports to the Headquarters. Cases of intentional misreporting or careless reporting will be severely dealt with.
- (viii) The preparation of the reports to be sent to the Prime Minister of India and Punjab Government, etc., is mostly based on the information received from the local officers. You are therefore, requested to give a brief account of the important activities such as melas, visit of dignitaries, campaigns, etc., in the forwarding letter of the report.

2. The Controller of Printing and Stationery, Punjab, has already supplied copies of the attached proforma to all the blocks of erstwhile Punjab State, started before 1st October, 1956, at the rate of 120 forms per block. At the time of issue of necessary instructions to the Controller of Printing and Stationery, Punjab, there were five Projects, namely Batala, Nawanshahr, Jagadhri, Sonapat and Faridabad. Accordingly now the Block Development Officers of the first four blocks have received 360 copies of the printed forms and Block Development Officer, Faridabad, has received 240 copies. Therefore, the Block Development Officers, Dera Baba Nanak, Shri Hargobindpur, Phillaur, Banga, Chachhrauli, Barara, Ganaur, Kharkhauda and Ballabgarh, are requested to collect *immediately* the necessary copies of the proforma from their respective ex-Project Headquarters.

3. For all Block Development Officers of erstwhile Pepsu State and Block Development Officers, Rupar, Sadhaura, Palwal, Banjar, Bhota and Bawal.

Eighty copies of the printed proforma are sent herewith.

4. You are requested to send a progress report, in the attached proforma, immediately giving the cumulative achievements against each item of work since the inception of the block up to the 31st October, 1956, irrespective of the fact whether at a latter stage it has been converted into Community Development Block or reverted to National Extension Service pattern.

5. Please acknowledge receipt of this communication.

Under-Secretary, Development,
Community Project.

INSTRUCTIONS FOR FILLING UP THE REVISED QUARTERLY PROGRESS REPORT PROFORMA

1. It is essential that the persons who are concerned with the preparation of reports and returns should understand clearly as to what exactly is required of them. They must not be in any doubt about the meaning and significance of the statistical data furnished by them. Any doubt in the interpretation of any item of the questionnaire should be got clarified immediately. Information supplied with imperfect understanding of the questionnaire is likely to be misleading and will, therefore, reduce the value and usefulness of the final statements. Care has been taken to make the Block-wise report proforma self-explanatory as possible. Some of the items in respect of which discrepancies and lacuna are usually noticed are the explained below. It is expected that if the instructions are followed carefully the quality of reporting will improve considerably and will, therefore, enhance the value of analysis for furthering the efficiency of programme operation.

2. The important features of the proforma are discussed seriatim below :—

(i) SECTION III—*Families Benefitted*

The reason for collecting this information is to ensure that every family has a programme of work for which it is assisted, the main aim being increased production and employment. The following points should be noted while furnishing information under this Section.

Regarding the number of families benefitted till the end of current quarter by different types of development work like improved agricultural practices, irrigation works, reclamation, etc., a family should be counted once and once for each type of work. In other words the same family should not be counted several times under a particular type of work even in the event of its participating in (or being benefitted by) the work during several quarters or several times in one quarter. For purposes of categorisation and counting, one should go by the major heads of development, like improved agricultural practice and not separately by the sub-heads like the purchase (and use) of improved seeds, improved agricultural implements, etc. The sub-heads are obviously included under the major head.

It follows from what has been stated above that in case a family is benefitted by, say, two programmes or more like irrigation works, reclamation, cottage industries development etc., it ought to be counted under each of these programme but only once in one programme.

While enumerating the total number of families benefitted, (item III-B), no family should be counted more than more than once. The figure under this column is not a sum-total of the figures recorded under individual items under III-A. In fact, it is not necessary to strike a total of the type-wise figures under III-A. It is obvious that the total number of families benefitted by the programme III-B should—

- (a) include those who may have been covered by activities, other than those specifically listed under III-A and
- (b) avoid double counting of the same family.

(ii) SECTION IV—*Personnel*

It has been observed that the total sanction of personnel for the entire programme period is sometimes altered from quarter to quarter. To avoid misunderstanding, it will be appropriate if in such cases a foot-note is given explaining the reasons for such alteration. Again, the total personnel at the end of a quarter should be equal to the personnel at the end of the previous quarter *plus* the net increase, if any, (or minus net decrease) in personnel occurring during the quarter. For example if the total number of Gram Sevaks sanctioned for the whole project period is 60, the number of Gram Sevaks in position at the end of June quarter was 57 and if 7 Gram Sevaks were lost during September quarter with no replacements then the total number of Gram Sevaks at the end of September quarter will appear to be $57-7=50$ and not $60-7=53$.

It is suggested further that of the total number of Gram Sewaks in position, number trained and number untrained may be clearly indicated separately.

(iii) SECTION V—*Programme*

Descriptive items 1, 2, 3, 4, etc., under item VA(a) require that the names and qualities of different kinds of improved seeds (paddy, wheat, jowar, bajra, etc.), types of fertilizers (ammonium sulphate and superphosphate, bone meal, oil-cakes, town compost, etc.), and implements (e.g., improved iron plough seed driller, distributed should be given. The cumulative figures of distribution carried out during the successive quarters should be given carefully to provide figures for total distribution at end of current quarter. For example, the distribution till quarter ending September, 1955, should cover the entire distribution from October, 1952, to September, 1955, in the case of Community Projects/Blocks allotted in 1952-53. The quantity distributed should invariably be given in standard units like 'Maund' (one Maund $2\frac{7}{7}$ lbs) in the case of seeds and fertilizers, and not in local measures which are often misleading.

Regarding items V(A)—(d) and (e), it is possible that some of the area under fruits and vegetable may be switched over to other crops from time to time. It would, therefore, be desirable that information regarding the net area under fruits and vegetable at the end, and current quarter, allowance having been made for areas diverted to other crops, is also indicated.

(iv) SECTION IX—*Peoples' participation*

Major discrepancies are observed under this section. In the first place, considerable misunderstanding seems to exist as to what should and should not be counted under the head people's participation. This has been explained fully and clearly in the explanatory note under Section IX of the Proforma. Secondly it is sometimes noted that the value of labour is estimated differently for the same type of schemes within a Block. If there is any valid reasons for variation in rates which seems highly improbable this should be explained early in a foot-note. Thirdly, and this is a general point—the rates used for evaluating

villagers' contribution in labour appear to be rather exaggerated. Contribution in labour and kind may be stated, as far as possible, in terms of both quantity and estimated value in rupees. This is necessary because the rates used are likely to vary from place to place, and the contributions in terms of money are not always strictly comparable. Furthermore, value of contributions should be given separately for each field listed in the proforma and the *cumulative* total for all fields, both during 'current quarter' and 'end of current quarter. Against items Irrigation, Reclamation and Housing, you must specify that works were carried out for the benefits of the Community as a whole, at the foot of the statement. No works carried out for individual's benefits should be included.

(v) *General*

The Block-wise progress report proforma calls for information regarding targets of work for the entire programme period in respect of almost all the important fields of activity. This information is generally conspicuous by its absence. It is essential that the targets are recorded at the appropriate place indicated in the proforma. The progressive totals since the inception of the block, irrespective of the fact that at a latter stage, it has been converted into Community Development Block or reverted to National Extension Service pattern, should always be given. Complete information against each item of work should be given.

Immediate

Express

FROM

SHRI BALDEV KAPUR,
Administrative Intelligence Officer,
Development Department.

To

ALL THE BLOCK DEVELOPMENT OFFICERS IN THE PUNJAB.

Memo No. CRO-57/I/13782, Chandigarh, dated the 18th October, 1957.

Subject :—Quarterly Progress Report.

The quarterly progress report for the quarter ending 30th September, 1957, which was due to reach here by the 15th October, 1957, in the revised proforma, has not so far been received. It should please be sent immediately.

2. In the forwarding memorandum, the names of the foreign dignitaries, Ministers of the State Government and Government of India, High officials of the Government of India and this Department, who visited the block during the quarter under report, must be mentioned, along with a gist of their comments and suggestions, if any. You should also give an account of the outstanding activities, Melas, festivals, Campaigns, etc. A comparison should also be made with the progress made in the preceding quarter against major items of work. The Block Development Officer, Phillaur, sent a right type of review of the work done with the last quarterly progress report. Copy enclosed for guidance. Your review should also be on this basis.

3. The report must be accompanied by a narrative summary, in duplicate on the points mentioned at page one of the revised proforma.

4. The Controller of Printing and Stationery, Punjab, has intimated that he has despatched you 120 printed copies of the revised proforma. It is presumed that you must have received these copies.

(For Block Development Officers of post-intensive Blocks only)

5. Column No. 3, "Achievement during current quarter may be divided into two parts. In one part, you are requested to give the figures of the progress made during the period under report and in the other part, you may give the achievements registered during the post-intensive period. The total achievement since the inauguration of the Block should be given under column No. 4 as hereto.

6. It should please be treated as most urgent.

(Sd.) * * *

Administrative Intelligence Officer.

**REVIEW OF THE WORK DONE IN N.E.S. BLOCK, PHILLAUR, DURING QUARTER
ENDING 30TH JUNE, 1957**

An all out drive has been launched to achieve the targets in the block for agricultural production. According to the revised programme to achieve these targets much stress has been laid on the introduction of improved seeds. The use of chemical fertilizer and improved methods of cultivation. During the quarter a programme to approach every farmer was so planned that about 70 per cent of the agriculturists families could be successfully persuaded to adopt improved practices and the way of improved seed. Equally great stress was laid through a planned family-wise approach for the use of chemical fertilizer. The results are most encouraging in as much as 1484 maunds of chemical fertilizer was used in the quarter against a total of 338 maunds used in the corresponding quarter of year 1956. This fact alone goes to show the healthy signs of change in the traditional attitude of the farmer for accepting scientific methods for improved cultivation. With the achievements during the quarter for the sale of chemical fertilizer the progressive total rises to 11,213 maunds. To further push up its sale targets on village level and family level have been fixed. 28 manurial plots on sugarcane have also been laid to popularise its use, due attention has also been paid for composting manure as the result of which 48 new compost pits were dug. The cotton mostly of Desi variety was previously sown on small strips of land by the farmers to cater to his domestic needs. As a result of successive persuasion, he is growing conscious of its utility as one of the major cash crops. Desi variety has almost been completely replaced by the 320 F and quite an extensive acreage has been brought under this improved variety which is sown in lines to bring optimum yield. During the quarter an area of 4,000 acres has been sown in lines.

Taking up the achievements during the quarter, 11769 number of families have been benefitted as a result of intensive Development programme in the field of agriculture.

In the field of rural health and sanitation stress was laid for the implementation of programme of pavement of streets and construction of drains. With the result that 6,477 Rft. of drain has been constructed and 154,143 Sq.Ft. of streets have been paved in village, of Mansoorpore, Bara Pind and Lidder. To provide wholesome drinking water 10 Hand-pumps were installed during the quarter in village of Chachrari, Birk, Lidder, Lehal, Paddi Khaalsa, B-Nurewal. The programme of sanitary latrines has been taken up in a right earnest manner. Twenty-seven dug well type of latrines have been provided in individual houses in village of Sargundi, Mahal, Rurak Khurd and Mansoorpore. In villages of Paddi Jagir and Bara Pind the work is in progress.

A campaign for persuading the parents to send the children of school-going-age to the School was launched. The achievement is encouraging. 442 children have been admitted to the existing schools. Children are citizen of tomorrow. Realizing the importance of this old saying, 12 Bal Sabhas have been organised and are successfully working in villages, Jaja Khurd, Dayalpur, Rurka, Atta, Barapind, etc., and other villages for the mental

and physical Development of children. To ensure enlightened village leadership, four P.H. Clubs have been organised in village leadership. Jaja Khurd, Chhokran, Dayalpur and Ladian to train the youth to become a good farmer of tomorrow.

Useful work is being done in organising women in the villages and giving them training in embroidery, tailoring, etc. Which is a great enthusiasm among the women folk to learn this training which is combined with the training in three R's and other items of domestic interests. A competition to give incentive for care of houses care of children and home crafts was organised in village Dayalpur. One hundred twenty-nine model houses were constructed during the quarter and 92 residential houses have been renovated. The progress in this field has been slow for want of adequate supply of cement. Construction of four schools buildings is in progress, in Tarkhan Muzara, Matfalu, Sachpura and Sultanpur.

DIFFICULTIES

Although the sale of chemical fertilizer has been four times more than the quantity used during the corresponding quarter of the year, 1957, still better achievements could be visualized in the progress of its sale had the price not been raised Rs 34-8-0 to Rs 38. The recovery of fertilizer loan at village level is the genuine and pressing demand of the farmers. If acceded to, it will go a long way in pushing up the sale of chemical fertilizer.

2. A considerable head way could not be made in the progress of composting of manure as in a number of villages which were consolidated under the Co-operative act. No land for the purpose has been earmarked for the purpose is on low lying are and are no suitable for composting purpose. In some cases the demarcation has also not been given.

PROGRAMME FOR THE NEXT QUARTER

1. Plantation of Timber trees.
2. Plantation of Fruit trees.
3. Digging of compost pits.
4. Improved seeds of maize.
5. Japanese method of rice cultivation.
6. Sale of Ammonium Sulphate.
7. Dug well type of latrines.
8. Completion of school building.
9. Starting Ambar Charkha training.
10. Village leader camp.

(Sd.
Block Development Officer,
Phillaur.

ANNEXURE LXXXIX

Pro forma for Monthly Statistical Progress Report at the District level.

(As many sheets to be provided for as the No. of items may justify and report of each major head should be on independent sheets of paper).

Serial No.	Items of work with Principal Heads	Achievement during last year	Current year's Target	Target for the month	Achievements during month	Corresponding achievement last year	Cumulative Target	Cumulative achievement	Corresponding achievement last year	REMARK
1	2	3	4	5	6	7	8	9	10	11

Note.—Suggestive details such as varieties of seeds, manures and fertilisers, improved implements, crop pests and diseases, cattle diseases, breeds of cattle, definition of technical terms and instructions regarding a actual scope of items to be reported upon should be indicated in foot-notes.

ANNEXURE LXXXX

QUARTERLY PROGRESS REPORT FOR THE DISTRICT

District _____

Month _____ Year _____

PART B

Analytical Report

The analytical report should consist mainly of narrative comments on the following subjects, unless otherwise necessary.

1. Details of successes and failures during the month and their causes.
2. Difficulties and bottlenecks (particularly concerning the adequacy of officials and fieldworkers, their training, supply line, and financial sanctions etc.) and suggestions for their removal.
3. Progress of team spirit and Co-operation among the field workers in the horizontal as well the vertical planes, and suggestions for improvement.
4. Attitudes of the people, volunteer leaders and people's organisations towards various programmes, and the extent of their Co-operation in and contribution to them.
5. Seasonal analysis of the items of work which are more prominent in various months (Such as Rabi/Kharif Seed Distribution and Recovery, lay-out and analysis of agricultural demonstrations, inoculation of cattle, mass vaccination etc.)
6. Analysis of various programmes started and sustained, impact of various programmes on ultimate increases in productivity and other expected results and of achievement as proportion of the corresponding development potential of the Blocks in each sphere. (Please see the Scheme of Progress indicators also in this connection.)

ANNEXURE LXXXXI

FROM

SHRI R. S. RANDHAWA, I. A. S.,
 Planning and Development Commissioner
 and Secretary to Government, Punjab, Chandigarh.

To

ALL THE BLOCK DEVELOPMENT OFFICERS OF THE DISTRICTS OF AMRITSAR,
 JULLUNDUR, AMBALA, ROHTAK, PATIALA AND BHATINDA.

Memo No. CRO(CA)-58/3959, dated, Chandigarh the 7th February, 1958.

Subject—Submission of quarterly progress reports—Procedure regarding.

It has been observed that the quarterly progress reports usually contain large number of discrepancies, lacuna, and gaps. The result is that this Department has to enter into unnecessary correspondence with the Block Development Officers in the matter and it takes considerable time before the final figures are arrived at. The quarterly progress reports are also invariably delayed due to wrong or incomplete information supplied by the Block Development Officers. In some cases when discrepancies were pointed out to the Block Development Officers, they changed most of the figures of the previous quarter without assigning any reasons. Naturally this created a lot of confusion.

2. In the background of the facts stated above, it has been decided that the District Statistical Officers should provide technical guidance to the Block Development Officers of their respective Districts in the compilation of their quarterly progress reports the collection of other information required at Headquarters.

The Block Development Officers should complete quarterly progress reports of their Blocks in the first week of the month following the quarter to which it relates and send it to the District Statistical Officer concerned through a special messenger by the 8th of the Month without fail. The Block Development Officer will check and Scrutinise carefully all the figures reported in the quarterly progress report after comparing with the figures of the previous quarter before it is submitted to the District Statistical Officer. The District Statistical Officer will check thoroughly and point out discrepancies immediately, if any, and try to send back the Report through the same messenger if possible. The discrepancies should be removed as pointed out by the Technical Assistant or the District Statistical Officer. When the District Statistical Officer has satisfied himself the figures reported by the Block Development Officer concerned in the quarterly progress report are correct, the Block Development Officer concerned will send the same to this Department by the due date i.e., 15th of the month following the quarter to which it relates. If necessary, the District Statistical Officer may also visit the Block Headquarters to discuss the matter with the Block Development Officer concerned and remove the discrepancies at the spot. The District Statistical Officer will write 'Checked and sign the quarterly progress report at the first page.

3. The District Statistical Officers will also give technical assistance to the **gram Sevak** in the matter of maintenance of records and completion of reports. They will also supervise their work with a view to improve the data being collected by them.

4. A list of District Statistical Officers along with their addresses is enclosed.

The instructions as above may be complied with strictly.

R. S. RANDHAWA,

Planning and Development Commissioner,
Punjab.

No. CRO-(CA)-58/3959-A, dated Chandigarh, the 14th February, 1958.

A copy with 8 spare copies is forwarded to the Economic and Statistical Adviser to Government, Punjab, Simla-2, for information and necessary action with reference to his note dated the 9th January, 1958.

2. He is requested to issue necessary instructions to all the District Statistical Officers under intimation to this Department. 12 copies of the proformas of quarterly progress report along with instructions for filling up them are enclosed herewith for onward transmission to the District Statistical Officers for their information and guidance. A set of other publications will be supplied to each District Statistical Officer in due course as these are not available at the Headquarters at present.

R. S. RANDHAWA,

Planning and Development Commissioner,
Punjab.

No. CRO-58(CA)-58/3959-B, dated Chandigarh, the 14th February, 1958

A copy is forwarded to the Deputy Commissioners Amritsar, Jullundur, Ambala, Rohtak, Patiala and Bhatinda for information.

R. S. RANDHAWA,

Planning and Development Commissioner,
Punjab.

1. Shri Om Parkash Gupta, District Statistical Officer, 50-Hide Market, G. T. Road, Amritsar.
2. Shri Ranbir Singh Bawa, District Statistical Officer, E. Q. 297, opposite District Courts, Jullundur City.
3. Shri R. P. Chopra, District Statistical Officer, Parry Hotel, Ambala Cantt.
4. Shri T. R. Bhalla, District Statistical Officer, 142-L, Model Town, Rohtak.
5. Shri G. S. Dhaliwal, District Statistical Officer, Qilla Mubarak, Patiala.
6. Shri Dharam Pal Gupta, District Statistical Officer, Bhatinda.

ANNEXURE LXXXXII

FROM

SHRI BALWANT SINGH GHUMAN, P. C. S.,
Deputy Secretary to Government, Punjab,
Development Department (C.P.) II.

TO

ALL THE BLOCK DEVELOPMENT OFFICERS IN THE PUNJAB.

Memo No. CR-58/SI/5612, dated Chandigarh, the 19th February, 1958

Subject—People's contribution.

Your attention is invited to this Department memorandum No. CRO-57/I/8250, dated the 13th March, 1957, on the subject cited above (copy enclosed)

2. An officer of the Ministry of Community Development, Government of India visited the office of a certain Block Development Officer last month to check the figures of People's Contribution as reported by the Block Development Officer. A copy of his report has been received from the Government of India, which shows that contrary to the instructions repeatedly issued on this subject, the Block Development Officer had been including in his figures of People's Contribution amounts spent by individuals on private irrigation wells pumping sets, etc., It seems to be the common failing of all Block Development Officers to inflate their figures of People's Contribution in this manner. Such wrong figures occur mostly under the heads—"Irrigation" "Reclamation" and "Housing". You do not seem to realise that the supply of incorrect information will ultimately bring discredit to the whole department. I am to request that this practice should be stopped forthwith and in future the People's participation should be assessed only for works under taken for the benefit of the Community.

3. The Ministry of Community Development have also pointed out that the Gram Sevaks of that Block were not maintaining their records properly and that whatever figures they supplied were accepted by the Block Development Officer and the Social Education Officer as correct. If this practice prevails in other Blocks also, it reflects a very sorry state of affairs. It seems that you are completely disregarding the instructions issued on the subject from time to time. I am to convey this warning that any failure on your part to follow the instructions strictly in future will be taken serious notice of.

4. Please acknowledge receipt.

(For Block Development Officer, Naraingarh, Thanesar, Bhatinda, Phagwara, Patiala, Gurgaon, Rohiak, Sirhind Phillaur, Malerkotla, Ladwa, Hanhin and Kapurthala). You are requested to check up the figures given in your quarterly Progress reports for the quarter ending on 31st December, 1957 under the heads "Irrigation" and "Reclamation" and supply the correct information immediately.)

BALWANT SINGH, GHUMAN,
Deputy Secretary to Government, Punjab,
Development Department (P) II

Copy of Memo No. CRO-56/841, dated the 3rd March, 1957, from the Deputy Secretary to Government, Punjab, Development Department, to All Project Executive Officers, Assistant Project Officers and Block Development Officers.

Subject.—People's contribution.

Reference this Department memo. No. CRO-55-4175, dated the 10th October, 1955.

2. While supplying the necessary information on the subject cited above it has been observed that most of the Project/Block Officers include individual contribution for purely individual Projects like irrigation (wells), reclamation etc., as People's participation. In fact this is contrary to the criterion of the people's contribution. People's participation should only take into account the cash, kind labour and value of land offered for works of Community benefits. The Block Development Officer, Gurgaon also includes the benefits which have accrued to the villagers from improved agricultural practices, which is also contrary to the hypothesis, because the work done under the Community Development programme would naturally bring some benefits to the villagers ultimately. While furnishing the requisite information on the subject you may please keep these instructions in view.

3. In quarterly progress report for the quarter ended December, 1955, received from your Project/block in response to our memorandum under reference, please indicate contributions for purely individual projects and contributions for works of Community benefits separately and under each head. This information may please be supplied immediately, and not later than the 15th March, 1956, in any case. A list of works of Public Utility towards which people have contributed under the heads irrigation and reclamation may also be supplied and against each individual work public contribution should be noted.

Copy of memo No. CRO-57/1/8250, dated 13th March, 1957 from the Administrative Intelligence Officer, Development Department, Punjab, to All Block Development Officers.

Subject.—Peoples contribution.

Kindly refer to this Department Memorandum No. CRO-56/841, dated the 3rd March, 1956. A copy is enclosed for ready reference.

It has been noted that some Block Development Officers have not taken note of the instructions issued, and have been including contributions for individual benefits in the peoples contribution. These errors, mostly occur under the heads—Irrigation, Reclamation and Housing. Any contribution that is not made for a community benefit should not be included.

Kindly see that these discrepancies are removed and correct information sent to this Department immediately. In no case the information asked for should be submitted later than the 25th March, 1957.

FROM

SHRI MUNSHI RAM, P. C. S.,
Deputy Secretary to Government, Punjab,
Development Department.

TO

1. ALL Deputy Commissioners.
2. ALL Block Development Officers.

Subject—People's Contribution in the post Development Blocks

No. 2508 (BDP)CP/57/4928, dated Chandigarh the 16th July, 1957

Memorandum

According to the existing instructions the rate of people's contribution and the Government assistance in the post Development Blocks is as under.

	<i>People's contribution</i>	<i>Government Assistance</i>
1. First year	.. 2/3rd of the cost in cash labour and material	1/3rd of the cost.
2. Second and third year	3/4th of the total cost	.. 1/4th of the cost.

It came to the notice of the Government that during the Project period a number of villages could not benefit from the assistance available under the Programme the reason being that the villages were either too small to raise contribution or hard hit by Floods and water logging etc. The matter has been considered and it has been decided that in order to enable the villages falling under above categories or for reasons of similar force that Deputy Commissioner at his discretion may relax the rate of people's contribution to 50 per cent in deserving cases. It may, however, be ensured that the incidence of such cases is kept to the minimum.

MUNSHI RAM,

Deputy Secretary to Government,
Punjab.

No. 2508 (BDP) CP/57/4929, dated Chandigarh, the 16th July, 1957

A COPY is forwarded to Secretary to Government of India, Ministry of Community Development, New Delhi for information.

With reference to his letter No. 1 (18)/57, dated the 13th June, 1957.

MUNSHI RAM,

Deputy Secretary to Government, Punjab.

