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REPORT ON

INDIAN AND STATE ADMINISTRATIVE SERVICES AND PROBLEMS OF DISTRICT ADMINISTRATION

by

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INTRODUCTION

TOWARDS the end of 1960, the Planning Commission, with the concurrence of the Ministries of Home Affairs and Community Development and Cooperation, asked me to undertake studies of specific groups of problems relating to administration. These were:

(i) questions relating to administrative personnel at different levels in States;

(ii) issues arising from the introduction of democratic institutions at the district and block levels.

The scope of the studies was explained in a letter dated November 5, 1960 from the Deputy Chairman to Chief Ministers of States.

2. As soon as I began work, I wrote letters to Chief Ministers of States (on December 13, 1960) setting out the specific problems on which information was needed and requesting their advice and assistance in the studies I was undertaking. Replies to this were received from Chief Ministers in the course of 1961. Early in 1961, the Home Ministry reviewed the position in regard to the strength of the I.A.S. cadre in the light of the replies from Chief Ministers so far received and of information available with them and prepared a memorandum. This memorandum was sent to States for their comments. In their replies to the memorandum and my letters, the State Governments were good enough to report the results of such reviews as they had made of requirements of I.A.S. and State Services' personnel in their States and also furnish information in regard to programmes of training prescribed for officers of these services. Information was also furnished on the questions relating to district administration referred to them. In the course of 1961 I studied the laws passed and proposals under consideration in States relating to Panchayati Raj and the rules etc. issued or under consideration for issue. I also had opportunities of studying on the spot the administrative aspects of the working of block and district panchayats in two States in which Panchayati Raj was in operation. Such conclusions as I had formed during these studies and enquiries were made available to the Planning Commission during the final stages of the preparation of the Report on the Third Plan.

3. After the Report on the Third Plan was issued, the Deputy Chairman, in a circular letter to Chief Ministers dated December 11, 1961, specified more fully the range of problems on which I had been asked to assist the Planning Commission and the Union and State Governments. These were:

(i) additional requirements of I.A.S. personnel during the next five year period and methods of recruitment and training;

(ii) additional requirements of State Administrative Services in the next five year period and methods of recruitment and training; and

(iii) questions arising in district administration as the result of the introduction of panchayat bodies at district and block levels with a wide range of functions in social and economic development.

In February 1962, I sent to States three memoranda prepared in the light of available material on these subjects and requested the Governments to send their comments on these memoranda. It was also arranged with them that they would depute their Chief Secretaries and Development Commissioners for personal discussions. Five meetings were held with groups of States. The last of these was on the 8th of May. I should like to thank the State Governments for the care with which they reviewed the questions referred to them and for deputing their senior officers for personal discussions.

4. From the commencement the Cabinet Secretary (Shri Vishnu Sahay) and officers of the Home Ministry (Shri L. P. Singh and Shri B. N. Tandon), C.D. Ministry (Shri P. V. R. Rao and Shri G. V. K. Rao) and the Planning Commission (Shri Tarlok Singh and Shri K. S. Chandrasekaran) were associated with me in my work. Shri Vishnu Sahay continued his assistance when he became a Member of the Planning Commission and Shri S. S. Khera joined the team as Cabinet Secretary. All of them placed their wide knowledge and experience generously at my disposal and at the disposal of the States' representatives during the personal discussions. I should like to express my gratitude to them for their assistance at all stages of the enquiry. Shri K. S. Chandrasekaran was my Secretary for these enquiries in addition to his regular duties in the Planning Commission, and I should like to record my appreciation of the efficiency with which he served me during these months. Shri T. V. Balasubramanian (Planning Commission), my P.A., attended to the heavy secretarial work most willingly.

5. The report is divided into two parts:

Part I: The Indian Administrative Service and State Administrative Services:

Chapter I—Additional requirements and methods of recruitment of officers of the Indian Administrative Service.

Chapter II—Systems of training of officers of the Indian Administrative Service.

Chapter III—Additional requirements and methods of recruitment of officers of State Administrative Services.

Chapter IV—Systems of training of officers of State Administrative Services.

Summary of recommendations and conclusions (Part I).

Part II: Problems of District Administration:

Chapter V—Problems of development at the village, block and district levels.

Chapter VI—Panchayati Raj legislation and progress in establishment.

Chapter VII—The role of administrative and technical services under Panchayati Raj.

Chapter VIII—Urban bodies and Panchayati Raj institutions; and other special problems.

Summary of recommendations and conclusions (Part II.)

Much detailed information is available in the memoranda to which I have referred and in the minutes of the discussions. In this report, an attempt is made to bring out the broad issues that arise and the conclusions reached.

NEW DELHI; V. T. KRISHNAMACHARI.

August 17, 1962.

PART I

THE INDIAN ADMINISTRATIVE SERVICE AND STATE ADMINISTRATIVE SERVICES

CHAPTER I

ADDITIONAL REQUIREMENTS AND METHODS OF RECRUITMENT OF I.A.S. OFFICERS

THE strength of the I.A.S. cadre from 1948 is shown in Statement I. From 803 in 1948, the cadre rose to 2,147 on 1st January 1962. The figures bring out the rapidity with which the requirements for higher administrative personnel have been increasing with (i) the wider responsibilities devolving on India as 'a sovereign democratic republic', (ii) the establishment under the Constitution of the Union Government functioning throughout the country with defined powers and of State Governments with powers in specified spheres in their respective areas, and (iii) the large programmes of social and economic development embodied in the Five Year Plans, including those comprised in the community development movement. In coming years, additional requirements will be mainly on account of the increased tempo of social and economic development under the Third and Fourth Five Year Plans. It is necessary that careful estimates should be made of these future requirements and suitable steps taken to recruit candidates of the requisite calibre according to a phased programme and give them adequate training.

2. The Chief Ministers of States were requested by me in December 1960 to furnish factual information about their I.A.S. cadres and the estimated requirements for I.A.S. personnel during the Third Plan period. On the basis of the information supplied by the State Governments and other information available with the Ministry of Home Affairs, a review of future requirements was made early in 1961. The review indicated trends in the expansion of the cadres and projected probable increases over a period of five years. At the time of the review, the total strength of the Service was 2,036, based on 1,015 senior posts under the State Governments and 404 senior posts at the Centre (Statement II). It was estimated that during the Third Plan period the State Governments would require 147 senior posts in addition. Keeping in mind the probable requirements for the next quinquennium, it was suggested in the review that the deputation reserve in the cadres might be raised slightly, to be utilised as a cushion for absorbing future demands. As a matter of fact, a study of the utilisation of the deputation

reserves showed that in most States there was great pressure on these reserves already. The specific proposal was to increase the deputation reserve from 15 per cent to 20 per cent of senior posts in the direct recruitment quota. The position about additional requirements that emerged from the review was as follows:

	Existing	*Expected*
Senior duty posts under the States	1015	1162
Central deputation quota	404	465
	1419	1627
Senior posts (promotion quota)	356	408
Senior posts (direct recruitment)	1063	1219
Deputation reserve	166	244
Leave and training reserves	451	524
Total (direct recruitment posts)	1680	1987
	2036	2395

It was thus estimated that by the end of the Third Plan period, *i.e.*, March-April 1966, the strength of the Service would be about 2,400.

3. This review was circulated to the State Governments for their comments. The replies received indicate general agreement with the assessment of requirements contained in the memorandum. The details as worked out by the State Governments confirm the estimate that by March-April 1966 the total strength of the I.A.S. cadres would rise to about 2,400. Since April 1961, seven State Governments (Andhra Pradesh, Assam, Gujarat, Madhya Pradesh, Maharashtra, Orissa and West Bengal) and the Delhi and Himachal Pradesh Administrations have got the strength of their cadres raised. The total strength of the cadre on 1st July 1962 was 2,252 (Statement III). There are definite indications of further increases. The Government of Andhra Pradesh have intimated that by the end of the Third Plan period the cadre in the State would be 192, which would mean an addition of 14. The Government of Uttar Pradesh have also indicated that by the end of the current plan period their cadre will have to be increased by about 50 posts. Small increases are expected in cadres of other States as well. Taking all these into account and the proposed increase of the deputation reserve, it is clear that the total strength of the cadre would be about 2,400 by the end of the Third Plan period. Indications are that the cadre may be expected to be stabilised at this figure. In framing a recruitment programme it has to be borne in mind that a fresh entrant to the Service needs practical experience for some years before he can fill a cadre post effectively. As mentioned already, it

is only the suggested increase in deputation reserve that can be regarded as a provision for meeting the requirements in the Fourth Plan period. The benefits of the recruitment made during the Third Plan period will be fully available only during the Fourth Plan period. With two exceptions, State Governments have agreed to the increase in the deputation reserve and I am confident these two Governments will also agree on a fuller consideration of the position.

4. The total authorised strength of the I.A.S. cadres at present is 2,252, made up of 1,862 direct recruitment and 390 promotion posts. The number of officers in position (including the probationers appointed recently on the result of the competitive examination held in 1961) is 1921, leaving a gap of 331. The gap in the direct recruitment quota is 264, the rest being in the promotion vacancies, which can be filled by officers of the State Services borne on the Select Lists. The main problem is the gap in the direct recruitment quota. To have an idea of the scale on which direct recruitment would be necessary during the next few years we have also to take into account the retirements, unforeseen casualties and the expected increases in the cadres. The number of normal retirement from amongst directly recruited officers upto 30th April 1966 is 126. There may, in addition be 5 vacancies a year due to deaths, resignations, premature retirements, etc., making a total of 20 vacancies upto March-April 1966. The further increases in the strength of the cadres may result in about 115 additional posts in the direct recruitment quota. The total requirement of direct recruits thus works out as follows:

Existing gap	264
Retirements	126
Casualties	20
Expected increase	115
TOTAL	525

This is the total gap to be filled by 30th April 1966.

5. The first step suggested to meet the shortage is to increase the number of recruits drawn from the competitive examination conducted annually by the Union Public Service Commission. On the results of the competitive examinations held during the year 1947—1959, both years inclusive, 616 candidates were appointed to the Service (Statement IV). This gives an average of 47·4 appointments a year. It is proposed to step up the annual intake to 80—85. The State Governments have unanimously agreed to this order of

recruitment. In fact, some of them are of the view that 100 candidates may be recruited annually by this method. I may mention that in consultation with the State Governments the Ministry of Home Affairs have been increasing their annual rates of recruitment in recent years. 87 candidates were appointed in 1961 and 99 have been appointed this year.

6. Obviously the annual intake should not be increased to a level at which the quality of the selected candidates is likely to suffer. Studies made in the Ministry of Home Affairs indicate that the annual intake can be increased to the extent suggested, without the risk of fall in standards. The mean percentage of aggregate marks obtained by the 90th candidate, during the fifteen years 1947—1961 is 50·3%. The cumulative mean percentage difference between the 30th and 90th candidate is also not very considerable, being 5%. It is, therefore, permissible to draw the broad conclusion that once we go below the 30th in the list, about 90 appointments can be made to the IAS/IFS annually from the "general" list without any significant dilution of quality. The Chairman of the Union Public Service Commission (Shri V. S. Hejmadi) whom I consulted was also of the view that 90 candidates could be safely appointed every year to the IAS/IFS. This number together with the appointments made to vacancies reserved for members of the Scheduled Castes and Scheduled Tribes would give a total of about 100 recruits a year to the IAS and 115 to the IAS/IFS. If 115 appointments are made to the IAS/IFS, the ratio of appointments to the number of graduates, which is now of the order of 1,05,000 a year, would be only 0·10%.

7. Even after recruiting about 100 candidates a year to the IAS there would be left a gap of about 125 in the cadre in April 1966. In this context the Home Ministry's memorandum requested the State Governments to consider a system of 'promotion by a special competitive examination' recommended by the Second Pay Commission in the following extract from its report:

> "The Union Public Service Commission holds a combined competitive examination every year for recruitment to the All-India and Class I, and also some Class II Central Services. A proportion of the vacancies—perhaps about 10 per cent—in these Services may be set apart to be filled by another examination to be conducted by the Commission for serving civil servants. The age-limits may be between 24—30, and the qualifying service may be 5 years. It should be an essential part of the scheme

that only those who are nominated by their Departments should be permitted to take the examination; and the criteria for departmental nominations should be not only good work and good conduct, but also exceptional promise. A university degree need not, however, be essential. Whatever safeguards are considered necessary to ensure fair nomination—such as selection by a committee—may be adopted. The examination may be open not only to Central Government employees, but also to those working under the State Governments, public corporations and other undertakings in the public sector. We are presuming that if a scheme of this sort is introduced it would include the IAS/IPS as well as the Class I Central Services. The examination papers should not be of the academic type but such as would test intelligence, power of observation, analysis and judgment, and knowledge and understanding of public affairs, etc.—in short the kind of abilities that are required in the higher services. About three times as many candidates as there are vacancies, might be called for interview in the order of the marks obtained by them at the written examination. The maximum marks for the interview might not be more than half the total marks for the written papers; and the interview marks should be added to those obtained at the written examination to determine the final rank. The interview should be much longer than for the present All-India and the Central Services examination, and the questioning as searching as possible. These are very broad ideas which would require closer examination if the general principle is found acceptable."

8. The arguments adduced in favour of this scheme are:

(i) It provides promising young officers in Class II and III Services an additional opportunity to enter Class I to which there is recruitment by competitive examination. At present 'those who fail to enter a particular service by competition "miss the bus" for many years or permanently'.

(ii) It facilitates 'some amount of lateral mobility which would bring into the higher services a very valuable new element' and 'it might also reduce to howsoever small an extent it may be the barriers which divide the services in one department from those in others'.

9. No decision has yet been reached in regard to the introduction of this scheme for the Central Services. As was to be expected, the State Governments have considered it only in relation to the State administrative services. The Governments of Uttar Pradesh and Orissa are against the proposal. They would prefer a larger quota for promotion of State officers especially as in most States there is recruitment to the State Civil Services by competition. The Assam Government are also against the scheme. The Governments of Madhya Pradesh and West Bengal agree to the system only as a temporary device for tiding over the present shortage. The Governments that favour the system as a permanent method suggest initial selection of officers in States by a Board presided over by a member of the UPSC in order that there may be uniformity in standards. As regards the nature of the examination itself, there is agreement with the Pay Commission's views. On the whole, if such a system is to be introduced it can only be in a limited way confined to State Administrative Services. Also the U.P.S.C. will have to be strengthened to undertake the preliminary selections in States and conduct a competitive examination of a special type different from the examinations now held annually. It is doubtful whether the annual rate of recruitment will justify the adoption of these special measures. Further as is pointed out in Chapter III, competitive examinations for State Services will have to be held in many States in the next five years to make up heavy arrears in recruitment. These will offer good openings to capable young candidates who fail to secure high enough places in the examinations for the IAS and Central Services. The Home Ministry may examine the wider scheme proposed by the Pay Commission, in consultation with all the authorities concerned.

10. The full effects of the increase proposed in the rate of annual recruitment will be felt only in the later part of the Fourth Plan period. The position will continue to be difficult in the intervening period. A solution to this difficulty can be found by raising the age of superannuation to 58, as recommended by the Second Pay Commission. The Government have not accepted this recommendation. The reasons given by the Commission in favour of the proposal appear to me to be strong and I recommend a re-examination of the original decision. Pending such re-examination, I recommend the adoption of a more liberal policy in regard to extension of service or re-employment of I.A.S. officers, as this will help materially in tiding over the present difficulties. The orders of Government make a distinction between scientific and technical personnel and members of other services for purposes of extension of service or re-employment mainly on the ground of the paucity

of the trained scientific and technical manpower. As we are now faced with shortages of administrative personnel for the implementation of development programmes, I recommend that I.A.S. officers who are capable of efficient service may be continued in service or re-employed on a basis similar to that now adopted for scientific and technical officers.

CHAPTER II

SYSTEMS OF TRAINING OF OFFICERS OF THE INDIAN ADMINISTRATIVE SERVICE

1. Training in the National Academy

Immediately after their appointment, the direct recruits to the I.A.S. are sent to the National Academy of Administration at Mussoorie for a year. During the first five months at the Academy they attend, along with the probationers of the I.P.S., I.F.S. and Class I Central Services, a common "foundational course"; and for the remaining seven months, when the probationers of the other Services have dispersed to their respective Departments or training institutions, they undergo a course of what might be called "professional" training. The common foundational course is of recent origin. It was started in 1959 when the I.A.S. Training School (Metcalfe House, Delhi) was converted into the National Academy of Administration and shifted to Mussoorie. The idea underlying the course is that officers of the higher services should acquire an understanding of the constitutional, economic and social framework within which they have to function, as these largely determine the policies and programmes towards the framing and execution of which they will have to make their contribution. They should, further, acquaint themselves with the machinery of Government and the broad principles of public administration. For civil servants in th e higher grades, knowledge and understanding of their individual departments is not enough; they should have an understanding of the machinery of Government as a whole and the inter-relationship of its different parts. Civil servants, should also have a clear appreciation of the role of the civil service in a parliamentary democracy. The foundational course is also intended to cover such matters as aims and obligations of the civil service, and the ethics of the profession—objectivity, integrity, thoroughness, impartiality, etc. The entire course, as stated earlier, is for 5 months, and covers a large variety of subjects of basic importance to future administrators. The syllabus prescribed for the course is given in Statement V. The Academy has its own staff for the teaching of these subjects (Statement VI); it also arranges to have a number of talks by public men, scholars, administrators, writers, etc., from outside.

2. After the foundational course is over, the IAS probationers continue at the Academy for seven months to complete the professional part of their training. During this period they are required to study in greater detail the administrative history of India, general administration, district administration, the criminal law, Hindi and the language of the State to which they have been allotted. The syllabus for this part of the training is given in Statement VII. The probationers are also attached to army units for 3-4 weeks for instruction in riding, elementary weapon training, etc., and are taken out in batches on a "Bharat Darshan" tour which includes visits to major industrial and other projects. The programme for the year is thus:

(a) Foundational course	5 months
(b) Army attachment	1 month
(c) Bharat Darshan	1½ months
(d) Visit to Delhi (where they meet President, Prime Minister and Home Minister and get a knowledge of the working of Parliament) and to the Central Police Training College, Mount Abu . . .	15 days
(e) Studies at the Academy	4 months

3. At the end of the year, the probationers have to take the Probationers' Final Examination conducted by the Union Public Service Commissoin. This is in two parts. Part I is a written examination and Part II consists of qualifying tests in riding, the regional language and Hindi. The scheme of written examination has been revised recently. There are four papers with 75 marks each on (1) Political Theory and Constitution of India, (2) Basic Economic Principles and Five Year Plans, (3) Law, and (4) General Administrative Knowledge. The record of each probationer at the Academy is also assessed by the Director and carries a maximum of 250 marks. The final ranking of the probationer is determined on the basis of the aggregate marks obtained by him (a) at the competitive examination, (b) on his record at the Academy, and (c) at the Final Probationers' Examination.

4. Before 1961, the IAS probationers were confirmed in service on passing the Probationers' Final Examination at the completion of a year's service. The probationary period has now been increased to two years and confirmation in service is made after a new entrant has served in the State and been tested in practical work for a year.

5. The programmes and the syllabus of training at the Academy are related to the present requirements of the Services and are

satisfactory. In regard to the Academy and the courses of training, I recommend the acceptance of the following suggestions which have been made.

6. The first is that an advisory council might be set up for the Academy, composed of eminent persons from public life and the universities and senior civil servants including Chief Secretaries of two or three States. The Academy is a national institution and an advisory committee representing diversity of experience can give the Director useful guidance. The second is that rural development should be included as a subject of study in the foundational course. It is important that not only the I.A.S. probationers but also those of the IPS and the Class I Services should have an idea of the vast changes that are taking place in the countryside through the community development movement and the introduction of the Panchayati Raj. The third is that in the course of the "Bharat Darshan" tours visits should be arranged to one or two rural development centres and institutes without extending the total period assigned for the tours; also that while in Delhi the IAS probationers should visit the Planning Commission in groups for 2 or 3 days, meet senior officers and acquaint themselves generally with its organisation and functions.

2. Probationary training in States

7. After completing the course at the Academy the probationers go to their respective States where they undergo practical training. This training is given "on the job" and its duration varies from 10 to 20 months. Statement VIII shows the period of practical training in the different States. Broadly speaking, the training consists of the following:

(a) Short period in the State Secretariat: the idea is to give the probationers an introduction to the working of the Government departments and of their policies and programme;

(b) Collector's offices: the probationers are attached for short durations to the sections of the Collector's office and to revenue officials at various levels;

(c) Treasury (including sub-treasury) and accounts;

(d) Settlement and land records;

(e) Police office and inspection of police stations;

(f) Development departments such as agriculture, cooperation, panchayat, community development and national extension service, minor irrigation, etc;

(g) Sub-divisional office; and

(h) Magisterial and other judicial work.

This is the general pattern; periods prescribed for specific items vary in different States.

8. As the result of the discussions with Chief Secretaries and Development Commissioners, I make the following recommendations in regard to the course of training of I.A.S. probationers in States:

First.—The period of training should be fixed at 18 months so that all subjects might be adequately covered.

Secondly.—A clear distinction should be drawn between (i) important branches of work which can be learnt by probationers by holding the posts concerned and actually performing the duties, and (ii) those which can be learnt by being attached to the officers in charge. Coming under the first category are:

(i) revenue work—duties of village accountant, revenue inspector, tahsildar, etc.

(ii) survey and settlement

(iii) treasury (for a short period)

(iv) community development—working as additional block development officer for a minimum of 3 months.

Every probationer should be appointed to hold the respective offices for suitable periods to learn these branches of work. Item (iv) actual work as additional block development officer is particularly important.

The other branches of work come under the second category and may be learnt by the probationer being attached to the officers doing them. States may add other subjects to the first category according to local needs.

Thirdly.—I should like to stress the importance of I.A.S. probationers doing case work during their training. Owing to the separation of executive and judicial functions, this is now becoming less common than before. Magisterial work gives useful experience to an officer—it trains him to think clearly, weigh evidence objectively and state his conclusions with precision. Moreover, by doing practical case work, officers gain a good knowledge of the problems involved in maintaining law and order. Such problems are becoming more and more complicated—especially in the cities and larger towns; in the old and newly established industrial centres; in tribal areas and in areas in which there are possibilities of communal and other

conflicts. It is hoped that, during the probationary period there will also be opportunities for experienced district magistrates to meet young officers and talk to them on ways of dealing with such situations.

Fourthly.—The scheme of departmental examinations should be revised in the light of the recent changes in administration—especially the spread of the community development movement.

Fifthly.—Probationers should be posted for training under carefully selected collectors who should be required to send periodical confidential reports on the work done by them and on their capacity generally.

3. POSTINGS OF I.A.S. OFFICERS IN THE INITIAL YEARS OF SERVICE

9. On completion of the practical training, a probationer is given charge of a sub-division, and continues in that capacity for at least a couple of years. Thereafter, he may be posted to another sub-division, or as an Additional District Magistrate, or to the State Secretariat as an Under Secretary or an Assistant or Deputy to a head of department. There is no rigid plan about these postings. The object is to give a young officer a variety of experience before he becomes ripe for a senior post in the sixth or seventh year of service. The IAS cadre is meant primarily to provide officers for senior posts; the appointment of officer to junior posts is intended mainly to train them for the superior posts. Viewed in this light, the entire period spent by a young officer in junior posts is in the nature of training, although it is only in the first year or 18 months that the training aspect is consciously emphasised.

10. As a general rule, the posting of IAS Officers might conform to the following pattern:

Practical training	18 months
Charge of a sub-division	18-24 month
Under Secretary to the State Government and deputy to a head of department (both these courses of training are equally useful) .	18-24 months.
Charge of a district	Towards the end of the sixth or in the seventh year of service.

11. In some States sub-divisional officers are not associated with the community development work. These officers have an important role in the movement as collectors and commissioners and it is desirable to have arrangements under which, as sub-divisional officers they will be actively associated with it. In Rajasthan 60 per

cent of I.A.S. officers are required to work as block development offficers for two years, and 40 per cent as assistant registrars of co-operative societies, assistant commissioners of excise etc., for a similar period. I think the usefulness of these officers will be enhanced if their posting conforms to the pattern I have suggested. Only then they can acquire the varied experience which they should possess before they become collectors.

4. Refresher Courses

12. The National Academy of Administration was set up to provide:

(i) a common foundational course for direct recruits to the All India and Class I Central Services, lasting about five months;

(ii) "professional" training to direct recruits to the IAS for about 7 months;

(iii) two refresher reorientation courses, each of about 3 months' duration, to directly recruited IAS Officers with 6—10 years' service and those promoted to the I.A.S. from the State Services;

(iv) short courses, seminars, conferences, etc., lasting a week to a month, for the benefit of senior officers.

So far, the Academy has been able to organise only two special six-week courses. Both of these related to public enterprises. The first course held in 1960 was attended by a small number of officers. The second course held in April-May 1962 was attended by 18 officers belonging to Central and State Services.

13. With the growing complexity of administrative problems, there should be greater emphasis on the courses falling under clauses (iii) and (iv) for officers of the Union and State Governments and public industrial and other undertakings. The Home Ministry with the assistance of the other Ministries may draw up a scheme for this purpose after reviewing carefully the facilities available at the National Academy, the Central Institute of Study and Research in Community Development, the Staff College at Hyderabad, the Indian Institute of Public Administration, the National Council of Applied Economic Research and other similar institutions.

CHAPTER III

ADDITIONAL REQUIREMENTS AND METHODS OF RECRUITMENT TO STATE ADMINISTRATIVE SERVICES

It is unnecessary to stress the great importance of the functions assigned to the State Administrative Services. Members of these services are almost exclusively in charge, under the collector, of the general district administration—land revenue, community development, law and order etc. and their duties bring them into close relations with the people and the non-official members of panchayat bodies, municipal councils and cooperative organisations. They also constitute the middle grades in the State Secretariats. They are besides entitled to rise, on their merits, to the senior posts in the I.A.S., 25 per cent of which are earmarked for them. Public interests, therefore require that, on the lines of the system in force in regard to the I.A.S. every State should make (i) as accurate a forecast as possible of the requirements of personnel in these services for the next five years; and (ii) review the methods of recruitment and systems of training in force. Broadly speaking, there are inter-connected categories of personnel included in these services namely deputy collectors, tahsildars/block development officers though they are known by different names in different States. In what follows, State Services corresponding to deputy collectors and tahsildars are referred to as State Civil Service Class I and State Civil Service Class II, respectively.

2. The need for additional personnel in States in these services arises on account of the following factors:

(i) Extension of the community development movement and the setting up of Panchayati Raj: This process is expected to be completed by 1963. Block development officers and secretaries of district panchayats will have to be in position before the end of 1962.

(ii) Land reform legislation: Owing to the introduction of the 'ryotwari' system in Zamindari areas and the implementation of tenancy legislation, there is need for officers for land registration and land records, land tribunals, etc.

(iii) Land acquisition work connected with plan projects—irrigation, power, industries, resettlement of displaced persons, etc.

(iv) Administration of State undertakings—Electricity Boards, Transport Undertakings, etc.

(v) General increase in development activities and in revenue and executive work in districts.

In forecasting requirements, allowance has also to be made for (i) vacancies likely to be caused by retirement and other causes, and (ii) deputation reserves.

3. In their replies to the letter I sent to them, Chief Ministers were good enough to forward memoranda containing (i) estimates of the requirements of personnel in these categories of services in the next five years, and (ii) methods of recruitment and systems of training in force. This information has been summarised in Statement IX which also shows the names used for these services in the States.

4. The position in regard to estimates of additional requirements for the Third Plan period may be summarised briefly. The Governments of Madras and Gujarat have not yet completed their assessment. The Government of Punjab proposes to assess the needs every year. On this basis no planned recruitment can be made over a number of years. In Kerala estimates have been made of administrative staffs needed in all the departments. It is suggested to the two State Governments that a detailed review should be made of the requirements of State Civil Services Class I and II taking into account the factors mentioned in paragraph 2. As regards other States, it is not clear from their replies whether deputation reserves and vacancies due to annual retirements have been taken into account in making the forecasts. The States concerned may, therefore, revise their staff requirements after looking into this.

5. It is obvious from the figures given by the States in columns 5 to 7 of the Statement that there will have to be annual recruitments on a fairly large scale to the State Civil Services if the needs in the coming five years are to be met. It should also be remembered that candidates recruited have to be trained for several years before they become experienced enough to hold charge of responsible positions.

Methods of Recruitment

6. There are variations between States as regards the proportions of vacancies to be filled by direct recruitment through competitive

examination as shown in the following table:—

Rate of direct recruitment under present rules in States

State	State Civil Service Class I	State Civil Service Class II
Andhra Pradesh . . .	33 1/3%	No direct recruitment.
Assam	70%	Generally through competitive examination; from other services under special circumstances.
Bihar	25%	Both by competitive examination and by promotion; the percentage being decided from year to year.
Gujarat	50%	50%
Jammu and Kashmir . .	Rules being finalised	
Kerala	Information is not furnished.	
Madhya Pradesh . . .	50%	No direct recruitment.
Madras	33 1/3%	No direct recruitment.
Maharashtra	50%	50%
Mysore	33 1/3%	50%
Orissa	35%	35%
Punjab	67·9%	40%
Rajasthan	66 2/3%	No direct recruitment.
Uttar Pradesh . . .	75%	No direct recruitment.
West Bengal . . .	50%	60%

7. In the course of the discussions it was found that in many States direct recruitment through competitive examination was not taking place systematically in accordance with the provisions in the rules. In some States, no direct recruitment has taken place for as long a period as 15 to 20 years. In view of the urgent need for attracting candidates with high qualifications to the State Administrative Services I recommend that:

(i) all State Governments should amend their rules to enable a minimum of 50 per cent of the posts in State Civil Service Class I and 50 per cent of the posts in Class II Services to be recruited by competitive examinations held by the State Public Service Commissions; and

(ii) regular annual examinations should be held to make such recruitments according to a carefully devised programme.

8. In most States block development officers belong to the State Civil Service Class II. There are two sources of recruitment to these posts:

(i) persons directly recruited to State Civil Services Class II; and

(ii) block extension officers who are considered fit.

Block development officers belonging to the first category are eligible for promotion to the Class I civil service. Those belonging to the second category may be promoted to the State Civil Service Class I or in their parent departments, according to their fitness.

In Andhra Pradesh and Madras a proportion of block development officers belong to a grade lower than State Service Class II—*viz.*, naib tahsildars. It is understood that this proportion is being steadily reduced and that the intention is that all block development officers should have the status of Class II officers. The sooner this is done the better.

9. I suggest that a group might be set up in the Planning Commission with representatives of the Home and Community Development Ministries to keep in continuous touch with the progress of recruitment to Class I and Class II Services in States and offer such advice as may be needed from time to time.

CHAPTER IV

SYSTEMS OF TRAINING OF OFFICERS OF STATE ADMINISTRATIVE SERVICES

As a general rule there is no prescribed course of training for officers appointed to State Civil Service Class I or Class II by promotion. Such promoted officers are posted immediately to perform the duties attached to these offices under the supervision of the collector or sub-divisional officers as the case may be.

2. Officers directly recruited to Class I or Class II, are given training "on the job" more or less on the lines of the training given to IAS officers during their probationary period in States. In Assam, Bihar, Orissa, Rajasthan, Uttar Pradesh and Punjab there are State training institutes. In these States, directly recruited officers are given initial courses—foundational as well as in the laws, etc., relating to their future work—before they are sent for training on the job. In all States the total period of training is about two years—including the period spent in institutes where they exist. As regards practical training on the job, the system in all States is the same as that adopted for I.A.S. officers during their training in States (Chapter II). The recommendations I have made in regard to I.A.S. officers apply in the case of these officers as well. The period of training may continue as at present. Important branches of work—revenue work, survey and settlement, treasury, community development—should be learnt by probationers being actually appointed to perform the duties of the relevant posts. Probationers should also do 'case' work and should receive special instruction in law and order problems. For learning other branches of work, they may be attached to the officers concerned for short periods.

3. I recommend the establishment of training institutes in all States. These may be for individual States or two or more States jointly, at the discretion of the States. The National Academy can assist the State Governments by, (i) preparing schemes for establishing institutes and the courses of training, and (ii) training instructors for them and lending instructors in the first instance. In these training institutes, States should give foundational training, on the lines of such training in the National Academy, to officers recruited to the State technical services along with those recruited to the civil services. All officers to whatever service they may belong should

have a sympathetic understanding of the great changes that are taking place in the country. Along with this foundational training, State civil service probationers will be given instruction in the laws and regulations, codes, etc., pertaining to their future duties. The courses in the existing training institutes vary in length from 6 to 11 months. On the whole, I think six months' training will be sufficient in the institutes, the rest of the probationary period—18 months—being devoted to training on the job.

4. There are ten orientation and study centres run by the Ministry of Community Development, Panchayati Raj and Cooperation. Coordination should be established between the courses organised for block personnel as well as the district technical officers in these centres and the foundational and other courses to be arranged in the State training institutes.

5. Refresher course for officers of the State civil services who have put in six to eight years of service may be organised in the State training institutes. For senior officers, seminars and refresher courses should be arranged at the central institutions referred to in Chapter II.

Summary of Recommendations and Conclusions

PART I

CHAPTER I

ADDITIONAL REQUIREMENTS AND METHODS OF RECRUITMENT OF I.A.S. OFFICERS

The I.A.S. cadre has risen from 803 in 1948 to 2147 on 1st January, 1962. The increased tempo of economic and social developments in the Third and Fourth Five Year Plans will necessitate further increase in the cadres for which careful estimates should be made.

Para 1.

Review of the future requirements of I.A.S. officers made by the Ministry of Home Affairs early in 1961 indicated that the total strength of the Service which was 2036, based on 1015 senior posts under the State Governments and 404 senior posts at the Centre (Statement II) would have to be increased to 2400 by the end of the Third Plan comprising of 1162 senior posts under the States and 463 senior posts at the Centre. Para 2.

State Governments have generally agreed with the assessment made by the Ministry of Home Affairs. The total strength of the cadre on 1st July, 1962, was 2252 (Statement III). Taking into account the increases anticipated in the cadres of States the total strength would reach the figure of 2400 by the end of the Third Plan period as estimated by the Ministry of Home Affairs.

Para 3.

The number of posts to be filled through direct recruitment by April, 1966 is estimated as 525.

Para 4.

It is recommended that appointment of 115 candidates may be made to IAS/IFS every year during the next 4 years on the basis of the annual competitive examination for making up the shortages in the IAS cadres. This can be done without impairing the efficiency of the Service. Paras 5 and 6.

The proposal made in the Memorandum sent to the State Governments by the Ministry of Home Affairs for special limited competitive examination as suggested by the Second Pay Commission for filling the gap that will remain after increasing the rate of annual recruitment through competitive examination is not recommended in regard to the I.A.S. for reasons given in para 9. Paras 7 to 9.

In view of the difficult position regarding availability of IAS officers the recommendation of the Second Pay Commission for raising the age of superannuation may be accepted. Pending such re-examination IAS officers who are capable of efficient service may be continued in service or re-employed on a basis similar to that now adopted for scientific and technical officers. Para 10.

CHAPATER II

SYSTEMS OF TRAINING OF OFFICERS OF THE INDIAN ADMINISTRATIVE SERVICE

1. *Training in the National Academy*

The system of training of IAS officers recruited directly in the National Academy is described. Paras 1 to 5.

The following suggestions are made in regard to the National Academy and its courses of training:

(1) An advisory council may be set up to give guidance to the Director of the Academy.

(2) Rural development may be included as a subject of study in the foundational course.

(3) Visits to one or two rural development centres and study in the Planning Commisison for two or three days may be included in the programme of Bharat Darshan.

Para 6.

2. *Probationary training in the States*

The systems of practical training in the different States are summarised. Para 7.

The following five recommendations are made with regard to the course of training of IAS probationers in the States:

(1) The period of training should be fixed at 18 months.

(2) Probationers should be appointed to hold the concerned offices for enabling them to learn important categories of work like revenue work, survey and settlement, treasury work and community development. Probationers should work as additional B.D.O.s for a minimum period of 3 months. Branches of work which are relatively not so important can be learnt by the

probationers by being attached to the officers in charge.

(3) I.A.S. probationers should do case work. They should be instructed by experienced district magistrates in methods of dealing with law and order situations.

(4) The scheme of departmental examinations should be revised.

(5) Probationers should be posted for training under carefully selected collectors who should be required to send periodical confidential reports on the work done by them and their capacity in general. Para 8

3. *Postings of IAS officers in the initial years of service*

To enable IAS officers to gain varied experience, their postings during the first 5 to 6 years may conform to the following pattern:

Practical training	18 months
Charge of a sub-division	18-24 months
Under Secretary to the State Government and deputy to a head of department (both these courses of training are equally useful) .	18-24 months
Charge of a district	Towards the end of the sixth or in the seventh year of service

Paras. 9 & 10.

All sub-divisional officers should be actively associated with the community development programme. Para 11

4. *Refresher Courses*

Reorientation courses of three months' duration to directly recruited IAS officers with 6 to 10 years' service and those promoted to IAS from the State Services and short courses, seminars conferences, etc. lasting a week to a month for the benefit of senior officers need to be specially emphasised in the context of the growing complexity of the administrative problems. A regular programme should be drawn by the Home Ministry with the assistance of the other Ministries for this purpose after reviewing carefully the facilities available at the Academy, the Central Instiute of Study and Research in Community Development, the Staff College at Hyderabad, the Indian Institute of Public Administration, the National Council of Applied Economic Research and other similar institutions. Paras 12 & 13

CHAPTER III

ADDITIONAL REQUIREMENTS AND METHODS OF RECRUITMENT TO STATE ADMINISTRATIVE SERVICES

Every State Government should make as accurate a forecast as possible (1) of the requirements of personnel in State Civil Service Class I corresponding to deputy collectors and State Civil Service Class II corresponding to tahsildars for the next 5 years, and (2) review the methods of recruitment and systems of training in force. Para 1

The factors to be taken into account in estimating the additional needs are indicated. Para 2

The progress made in making estimates regarding additional requirements in the States is briefly mentioned. Paras 3 & 4

From the information furnished by the State Government (summarised in Statement IX), it is obvious that there will have to be annual recruitment on a fairly large scale to the State Civil Services if the needs in the coming years are to be met. Para 5

The percentage fixed for filling up vacancies in Class I and Class II by direct recruitment through competitive examination varies in different States. Para 6

Direct recruitments have been irregular in the past and in some States they had been kept in abeyance for as long a period as 15 to 20 years. It is recommended that all State Governments should amend their rules to enable a minimum of 50 % of the posts in the State Civil Service Class I and 50 % of the posts in the State Civil Service Class II to be recruited by competitive examination held by the State Public Service Commissions. Regular annual examination should be held to make such recruitment according to a carefully devised programme. Para 7

Block development officers belonging to State Civil Service Class II are eligible for promotion to the State Civil Service Class I. Block extension officers who are promoted as block development officers may be promoted to the State Civil Service Class I or in their parent departments according to their fitness. In Madras and Andhra a small proportion of the posts of block development officers are held by deputy tahsildar. These are being steadily replaced by officers corresponding to State Civil Service Class II. This process should be completed soon. Para 8

It is suggested that a group might be set up in the Planning Commisison with representatives of the Ministries of Home Affairs and Community Development, Panchayati Raj and Cooperation to keep in continuous touch with the progress of recruitment to Class I and Class II Services in States and offer such advice as may be needed from time to time. Para 9

CHAPTER IV

SYSTEMS OF TRAINING OF OFFICERS OF STATE ADMINISTRATIVE SERVICES

The present arrangements in the States for the training of directly recruited officers to State Civil Service Class I and State Civil Service Class II are briefly stated.

Like the IAS officers, State Civil Service officers should learn important categories of work by holding the concerned posts and should do case work and receive special instructions in law and order problems. Paras 1 & 2

Establishment of training institutes in States where there are none either individually or jointly for two or more States with the help of the National Academy is suggested. The recommendations regarding the institutional training are (a) common foundational course for officers of State Civil Services and officers of State technical service; (b) instructions in the laws and regulations etc. pertaining to their future services for the direct recruits to the State Civil Services; and (c) fixation of the period of training in the institutes for these officers at six months. Para 3

The need for coordination between the State training institutes and the orientation and study centres run by the Ministry of Community Development, Panchayati Raj and Cooperation is stressed. Para 4

Organisation of refresher courses for State Civil Service officers who have put in 6 to 8 years of service in the State training institutes and conducting of seminars and refresher courses for senior officers at the Central institutions are suggested. Para 5

PART II
PROBLEMS OF DISTRICT ADMINISTRATION

CHAPTER V

PROBLEMS OF ADMINISTRATION AND DEVELOPMENT AT THE VILLAGE, BLOCK AND DISTRICT LEVELS

In the scheme of development on which India's Five Year Plans are based, large responsibilities are placed on institutions and extension personnel at the village, block and district levels. The district has always been the pivot of the structure of administration in the States. Plans of development at different levels within the district comprise activities which influence intimately the well-being of nearly 360 millions of people living in the rural areas. In recommending the establishment of a nation-wide extension service on a permanent basis the Grow More Food Enquiry Committee (1952) and the Planning Commission stressed the importance of reorienting the outlook and organisation of district administration to meet the demands of a welfare State. The setting up of democratic institutions at the district and block level, in addition to panchayats in the villages, was envisaged from the beginning as a necessary and logical step in this scheme of organisation. This approach was indicated in general terms in the First Five Year Plan. The Second Five Year Plan stressed the need for creating a well-organised democratic structure of administration within the district in which:

(a) village panchayats would be organically linked with popular organisations at a higher level,

(b) within the district, functions for the implementation of programmes would be assigned to bodies set up for smaller areas such as development blocks or talukas, and

(c) the functions of the democratic organisations proposed to be set up would eventually include the entire general administration and development of the area other than law and order, administration of justice and functions specifically pertaining to revenue administration.

2. The organisation and functions of Panchayati Raj institutions should be regarded as a vital link in the new scheme of State and district administration and as means for fulfilling the basic objectives of economic and social policy laid down in the Constitution and the goals and targets embodied in the Five Year Plans. At the present stage of development, it is specially necessary that village

panchayats, panchayat samitis and zila parishads should be built up as institutions carrying out the policies embodied in the Plan and laid down by State Governments with the approval of State Legislatures and implementing the community development and other programmes in their respective areas with the maximum co-operation of the people. These considerations need to be kept in view when considering the relationship of Panchayati Raj institutions to other levels of administration and development, and defining the respective role and responsibility of elected representatives, extension personnel and cooperatives and other voluntary organisations.

3. In considering the problems of administration and development within the district in the context of the recent Panchayati Raj legislation, it may be recalled that in a paper placed before the National Development Council in January, 1958 on the recommendations for 'democratic decentralisation' of the Study Team set up by the Committee on Plan Projects, the Planning Commission stressed the following broad considerations:

(1) The foundation of any democratic structure must be democracy in the village. The two institutions which make effective village democracy possible are the village panchayat and the village cooperative. There is also the vital role of the village school.

(2) Democratic institutions at the district, block and village levels are parts of one conception. Together, they form a connected structure of administration, the different parts of which cannot be visualised in isolation.

(3) The State Government cannot divest itself of functions related to its overall responsibilities for administration, finance and planning. Through legislation, it would transfer the responsibility for local planning and implementation to bodies set up by it.

(4) The States' Five Year Plan as well as annual plan should be broken up into district and block plans, and in relation to these, each village should have its own development plan. At the block level the programmes of the various departments and under the community development scheme should be integrated into a single programme.

These suggestions were approved by the National Development Council when it affirmed the objective of introducing a democratic

structure of administration within the district above the village level, leaving it to each State to work out a pattern suited to its own conditions.

4. In the light of the approach and the policy outlined above, the principal duties which have to be undertaken within the district and which, in turn, raise a variety of administrative and other problems are;

(1) preparation and implementation of village agricultural production plans and plans for basic minimum amenities for the village based on full utilisation of manpower and other resources and also on the obligations of beneficiaries in respect of irrigation and soil conservation, etc.

(2) preparation and implementation of block development plans.

(3) preparation and implementation of district development plans.

(4) assisting in the implementation of land reform programmes, assisting the economically weaker sections of the village community, developing cooperatives and rural industries, and developing facilities for education, adult literacy, rural sanitation, etc.

5. The fundamental objectives of the community development movement, for the fulfilment of which, these bodies have been established are:

First: Every family should be assisted in its efforts for increased employment and production by the practice of scientific agriculture —including horticulture, animal husbandry, fisheries, etc.—and subsidiary occupations—cottage and small scale industries. Secondly: These efforts of families should be organised through panchayats and cooperatives at different levels in which they are represented in their own right. In other words self-help and cooperation are the basis of the movement. Thirdly: The obligations of families that benefit from improvement programmes should be strictly defined and enforced. All families should also devote a portion of their unutilised time and energy for building up assets for the benefit of the community. Fourthly: Programmes of production are linked up with programmes of amenities for villagers. In these latter programmes, villagers should contribute their share of labour etc. Fifthly: In all these activities the entire rural community should be associated actively. There should be strong women's and youth

movements in villages. Scientific agriculture is the core of the entire programme—the foundation on which it rests. Social change can come only through united efforts for increased employment and production and changes in attitudes to work and saving. Compulsory primary education for boys and girls in age groups 6-11 will become effective by 1966 and this will be extended to the age of 14 by 1971. This far-reaching measure of social improvement is a vital factor in the transformation of rural life.

There are two points which are of cardinal importance in democratic planning. The first is that, in the words of the G.M.F. Committee, "no plan can have any chance of success unless the millions of small farmers in the country accept its objectives, share in its making, regard it as their own and are prepared to make the sacrifices necessary for implementing it". The second is that the extension agency will cease to command confidence unless, within the shortest possible time, it can assist *every family* for production programmes. There are complaints, not unjustified, that at present the facilities it offers are used only by a limited number of persons who, in many cases, can look after themselves. Unless the movement makes special efforts to benefit the less favoured sections of the community within the shortest possible time it cannot justify its existence.

6. The first duty of the Panchayati Raj institutions is to build up rural plans from the village upwards. In many States, the Five Year Plan has been divided into district plans and block plans. Taking these as a broad basis, the rural plans for the rest of the plan period should be worked out for districts, blocks and villages. The starting point is of course, the village plan. This should be prepared after detailed discussions with the people and the panchayats and cooperatives. There are two processes involved in this: First, before talks commence, the district and block teams should make careful estimates and intimate to each village the supplies and services which they will be in a position to offer, from year to year, for the programmes. The cooperative agency should also give an idea of the credit likely to be made available. Programmes which will add directly to employment and production must have the highest priority. Secondly, on their side, the villagers should frame proposals and make commitments for the entire period for (i) the carrying out of their customary obligations in regard to irrigation and afforestation and soil conservation programmes; (ii) the full use of the irrigation and other facilities available; (iii) their contribution in labour and money for works programmes and for building up community assets; and (iv) the deposits they will

make in the cooperative from their own resources from year to year. The village plan is thus a record of the two sets of obligations. Every year, there should be a review of progress and also an annual plan for the coming year with increased production targets. After the village plans are framed in this manner, the panchayats and coopertives, with the help of the village level workers and the block official and non-official agencies should see to the implementation of programmes of improvement by the families. The programmes of amenities should also be framed in the same manner.

7. In the preparation of village plans the gram sabha will have to be fully associated and there has to be the closest cooperation between the panchayat and the cooperative. The success of village production plans depends on efficient organisation of supplies, credit, etc. and on the quality of the technical guidance provided by extension workers. It is of the utmost importance that panchayat samitis should place their principal emphasis on ensuring the preparation and implementation of agricultural production programmes at the village level with fullest support of the village community and of cooperative agencies and should link up village plans effectively with the block agricultural plan. Village production plans are in fact the essential foundation for the success of Panchayati Raj.

8. *Block Development Plans.*—For some years the role of the block as the unit of planning and development has been recognised. It has been proposed that at the minimum programmes in the following fields should be drawn up at the block level and should be implemented in a coordinated manner, through panchayat samities:

(1) agriculture, including minor irrigation, soil conservation, animal husbandry, dairying, etc.

(2) development of cooperatives.

(3) village industries,

(4) elementary education, specially the provision of school buildings by local communities.

(5) rural water supply and the programmes of minimum rural amenities, including construction of approach roads, linking each village to the nearest road or railhead, and

(6) works programmes for the fuller utilisation of manpower resources in the rural areas.

9. The block plans will comprise the village plans viewed as a whole and coordinated and in addition, programmes for which the block is directly responsible. Block development plans should be comprehensive in scope and should include:

(i) items in the schematic budget of the community development block according to the stage reached,

(ii) items included in the budgets of different departments which can be executed by the block organisation,

(iii) works undertaken by the local community or the beneficiaries in accordance with the obligations laid down by law,

(iv) works involving unskilled or semi-skilled labour undertaken in the block, and

(v) other activities undertaken in the block or by the block organisation with a view to securing greater contribution from local communities in respect of development schemes in different fields.

10. The block development officer and the technical specialists at the block level in agriculture, animal husbandry, cooperation rural industries and other fields, should function together as a well-knit team to assist and advise the panchayat samiti and its standing committees in working out technically sound block and village plans and to execute these efficiently and impartially in accordance with the laws and rules. As pointed out later, the responsibilities of officials have to be clearly defined and enforced.

11. *District development plans.*—Development plans at the district level are made up in part of programmes included in the block development plans, and in part comprise programmes which cover wider areas than the individual blocks or are executed by an agency at a level higher than the block. In the legislation enacted by a number of States, the zila parishad has been given a role which is primarily that of general coordination. The district and block development plans are necessarily interdependent. It is the duty of the zila parishad to set the tone for development work for the district as a whole—lay down priorities, establish correct working relationships between the technical and administrative services and the elected representatives at each level, draw cooperative and voluntary organisations fully into the common effort, and ensure coordination between development activities in different blocks. Though in the legislation the responsibilities are set out in general terms, precise arrangements are evolved in actual working. The objective is that the zila parishad and development personnel at the district level should take all steps necessary to ensure that the development plan of the district as a whole is carefully formulated and

effectively implemented and does, in fact, give the proper lead to panchayat samitis.

12. *Local Taxation.*—One of the principal aims in establishing democratic bodies at district, block and village levels is to mobilise local resources to a greater extent than has been possible in the past. Depending upon the scheme of decentralisation on which legislation in each State is based, powers of taxation have been conferred on panchayat samitis and on zila parishads. It is essential to the success of Panchayati Raj that these powers should be utilised for accelerating development. This has to be stressed because, in the initial phase of Panchayati Raj, there has been unwillingness on the part of many of the new institutions to impose taxes.

13. *Obligations of beneficiaries and local communities.*—The Five Year Plans have stressed the need for legislation being enacted by States for defining and enforcing obligations of beneficiaries in respect of irrigation and soil conservation. These obligations are:

Multipurpose and large and medium irrigation projects:

(i) payment of betterment contribution; and

(ii) construction of field channels in holdings and their maintenance in an efficient condition.

Minor irrigation works:

(i) maintenance of tank bunds; silt clearance of tank beds;

(ii) construction and maintenance of field channels.

Afforestation and soil conservation programmes: allocation of financial responsibility:

Afforestation of the catchment of the basin: State Government

Works common to more than one village: State Government

Common works for the village :	Costs to be distributed among beneficiaries; medium term loans might be given in the first instance.
Works on individual holdings :	To be carried out by the owner of holdings.

Betterment laws have been passed in many States; but implementation has been very slow. Laws defining the other obligations have been enacted only in a few States. The result is that the facilities provided remain unused over fairly long periods. The laws should also provide that where beneficiaries fail to carry out the works in time, the panchayats should carry them out and realise the cost. Where village panchayats do not act speedily, the Government or, on its behalf, the panchayat samiti should arrange for

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execution, the cost being recovered eventually from the beneficiaries.

14. *Other duties of Panchayati Raj institutions.*—Finally, the Five Year Plans envisage that zila parishads, panchayat samitis and panchayats will assist in implementing land reform legislation by creating public opinion and educating the people in their rights and obligations. An important test of the success of Panchayati Raj institutions may be the measure in which, consciously and systematically, they promote the welfare of the weaker sections of the rural community by sustained efforts at all levels to promote labour cooperatives, provide house sites for the smaller holders and landless workers, and expand subsidiary and other employment in the village, etc. The rural works programme, which has been initiated recently provides an opportunity to panchayat samitis and panchayats to use local manpower more fully for rapid agricultural development.

CHAPTER VI

PANCHAYATI RAJ LEGISLATION AND PROGRESS IN ESTABLISHMENT

LEGISLATION for setting up democratic bodies at district and block levels has now been enacted in all the States, except West Bengal, Kerala and Jammu and Kashmir. Panchayat samitis and zila parishads have been set up in Andhra Pradesh, Assam, Madras, Mysore, Orissa, Punjab and Rajasthan. In Uttar Pradesh, panchayat samitis have been established at the block level and zila parishads are expected to be constituted by the end of this year. Till then, interim bodies have been formed at the district level and vested with the powers of the zila parishads under the legislation which has been enacted.

2. In Maharashtra, elections to the panchayat samitis and zila parishads have been completed and the elected bodies have started functioning since 15th August, 1962. In Bihar, Gujarat and Madhya Pradesh, the laws passed are expected to be implemented in the course of the current year. Necessary legislation is being drafted in the States of Kerala and West Bengal. The Government of Jammu and Kashmir have appointed a committee to study the working of Panchayati Raj in Andhra Pradesh, Rajasthan and Punjab and to recommend a pattern suitable for the State.

3. As a result of the legislation which has been enacted, in most States there has now come into existence an inter-connected structure of democratic statutory bodies within the district above the village level, which are organically linked with village panchayats. Generally speaking, these bodies are being established at block and district levels but in Gujarat, Maharashtra and Mysore the taluk has been adopted instead of the block, and in Assam a local body is being set up at the sub-divisional level in place of the district. There are some differences in the nomenclature adopted in different States. The position in different States and progress upto the end of March, 1962 are summarised in the statement below:

State	Panchayati Raj Institutions	Progress in establishment upto April, 1962
Andhra Pradesh	Panchayat Samitis at block level and Zila Parishads at district level.	310 out of 445 blocks had been covered by Panchayat Samitis. All the 20 districts had been covered by Zila Parishads.

State	Panchayati Raj Institutions.	Progress in establishment upto April, 1962
Assam . . .	Anchalik Panchayats at block level and Mohkuma Parishads at sub-divisional level in the plains area only.	120 Anchalik Panchayats and 16 Mohkuma Parishads had been established.
Bihar . . .	Panchayat Samitis at block level and Zila Parishads at district level.	569 Panchayat Samitis and 17 Zila Parishads will be set up to cover the entire State.
Gujarat . .	Taluka Panchayats and District Panchayats at taluka and district levels.	185 Taluka Panchayats and 17 District Panchayats will be set up to cover the entire State (Total number of blocks 224).
Madhya Pradesh. .	Janapada Panchayats at block level and Zila Panchayats at district level.	416 Janapada Panchayats and 43 Zila Panchayats will be set up to cover the entire State.
Madras . .	Panchayat Union Councils at block level and District Development Councils at district level.	375 Panchayat Union Councils and 21 District Development Councils had been established (all blocks and districts covered).
Maharashtra . .	Panchayat Samitis at taluka level and Zila Parishads at district level.	26 Zila Parishads had been set up. 306 Panchayat Samitis to be set up. (Total number of blocks 425).
Mysore . . .	Taluk Development Boards at taluka level and District Development Councils at district level.	179 Taluka Development Boards and 19 District Development Councils had been established (all talukas and districts covered. Total number of blocks 268).
Orissa . . .	Panchayat Samitis at block level and Zila Parishads at district level.	307 Panchayat Samitis and 13 Zila Parishads had been established (all blocks and districts covered).
Punjab . . .	Panchayat Samitis either at taluka level or block level and Zila Parishads at district level.	226 Panchayat Samitis and 18 Zila Parishads had been established (Number of blocks is 228 and districts 19).
Rajasthan . .	Panchayat Samitis at block level and Zila Parishads at district level.	232 Panchayat Samitis and 26 Zila Parishads had been established (all districts and blocks covered).
Uttar Pradesh. .	Kshettra Samitis at block level and Zila Parishads at district level.	875 Kshettra Samitis and 51 Zil Parishads to be constituted during 1962. (Total blocks 899 and districts 54).

In the subsequent paragraphs, the terms panchayat samitis and zila parishads have been used to connote the block/taluka level bodies and the district/sub-divisional bodies respectively.

4. *Composition of Panchayats and Panchayat Samitis.*—In all the States, village panchayats are elected on the basis of adult suffrage.

The sarpanch or the president of the panchayat is elected by the members of the panchayat from among themselves except in the States of Assam, Bihar, Rajasthan, Uttar Pradesh and Punjab, where he is elected by the gaon sabha which consists of the entire adult population of the village.

5. For the constitution of panchayat samitis, different systems are in force. Sarpanches are *ex-officio* members in Andhra Pradesh, Rajasthan, Uttar Pradesh, Gujarat and Bihar. In Orissa, in addition to the sarpanch, each panchayat elects a second representative, who must not be a member of the village panchayat, to the panchayat samiti. In Madras, according to the legislation, the sarpanches and panches of each village panchayat send one representative from amongst themselves to the panchayat samiti. In Punjab and Madhya Pradesh, panches and sarpanches of the panchayats in the blocks form an electoral college for electing the members of the panchayat samiti. In Assam and Mysore, members of panchayat samitis are elected directly by adult suffrage. In Maharashtra, direct elections based on adult suffrage are held for the zila parishads. Members elected to the district body are also members of the panchayat samiti, which includes, in addition, a number of sarpanches elected by electoral colleges composed of panches. In Uttar Pradesh, all sarpanches are members of the panchayat samiti, which also includes a certain number of members elected directly.

6. *Composition of Zila Parishads.*—As regards zila parishads, there are three sets of arrangements in force:

(i) In Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Orissa, Madras, Mysore and Rajasthan, the presidents of all the panchayat samitis, are *ex-officio* members of the zila parishads.

(ii) In Punjab, in addition to the chairmen of panchayat samitis, a number of representatives are elected by panchayat samitis from among their members.

(iii) In Gujarat, Maharashtra and Uttar Pradesh, the zila parishad includes members elected on the basis of adult suffrage as well as the presidents of panchayat samitis. In addition, in Gujarat and Uttar Pradesh panchayat samitis elect a certain number of members from amongst themselves to the zila parishad. In Mysore and Madras, district development councils are presided over by the collector.

In all States—in block or taluka and district bodies—there is provision for members co-opted from or elected by the co-operatives and,

subject to conditions, a certain number of women and persons belonging to scheduled tribes and scheduled castes.

7. *Functions of Panchayat Samitis.*—The functions of panchayat samitis include municipal and other developmental functions performed formerly by district and local boards and development functions relating to agriculture and other programmes whose execution has been assigned to these bodies. The main provisions of legislation in different States are summarised below:

(*a*) Control and supervision over village panchayats	(*i*) Sanction of panchayat budgets.	Assam, Orissa Rajasthan and Maharashtra.
	(*ii*) Scruitinising panchayat budgets and offering suggestions.	Andhra Pradesh, Bihar and Gujarat.
	(*iii*) General supervision over pan chayats.	Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Mysore, Orissa and Rajasthan.
(*b*) Community development programme	Administration of the community development programme by panchayat samitis has been provided for in the enactments of all the States.	
(*c*) Agricultural production and other allied programmes.	The functions have been itemised and mentioned in the Acts in Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Uttar Pradesh, Maharashtra, Punjab and Rajasthan. Generally, multiplication and distribution of improved seeds, soil conservation, land reclamation, improved agricultural practices, distribution of fertilisers, development of local manurial resources etc., are the main items or which panchayat samitis have been made responsible. In other States details have not been enumerated and there is a general provision that one of the functions of panchayat samitis is to take all step necessary to improve agricultural production.	

(*d*) Minor irrigation . .	Panchayat samitis are responsible for minor irrigation schemes benefiting upto to 10 acres in Mysore. In Rajasthan, the limit is set at schemes costing Rs. 25,000 . In Andhra Pradesh and Punjab, only wells, tube wells and filter points are included under minor irrigation. In Assam, Bihar, Orissa, U.P., Gujarat and Madhya Pradesh, minor irrigation projects include all items coming under the definition of minor irrigation. In Madras, only maintenance of minor irrigation works has been assigned. In Maharashtra, minor irrigation projects irrigating upto 250 acres are the responsibility of zila parishads.
(*e*) Primary education . .	Panchayat samitis are responsible for primary education in Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Madras, Orissa, Rajasthan and Uttar Pradesh. In Maharashtra the zila parishad is responsible. In Assam, the panchayat samiti is responsible or middle english and middle vernacular education. In Mysore elementary education is included in the list of discretionary functions of the panchayat samitis. In Punjab, the panchayat samiti is responsible for establishment, management and inspection of schools.
(*f*) Municipal functions . .	Generally, the Acts contain provisions relating to communications drinking water supply, drainage sanitation, prevention of epidemics, establishment and maintenance of child welfare and primary health centres, construction and maintenance of rural roads etc. Regulatory functions like approval of building plans, removal of encroachment, licensing of dangenerous trades etc. have also been provided for.
(*g*) Planning functions . .	Some of the Acts make special mention of collection of statistics, preparation of block plans, etc.

(*h*) Miscellaneous	Development of cottage and small scale industries, emergency relief, social welfare, social education, management of trusts and Government property are some of the items which have been assigned to panchayat samitis.

8. *Functions of Zila Parishad.*—The zila parishad approves the budgets of panchayat samitis in Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Mysore, Orissa and Punjab. In Gujarat and Rajasthan, the zila parishad scrutinises the budget estimates of the panchayat samitis and makes recommendations for their consideration. In Maharashtra, the budget of the panchayat samiti in relation to the block grants given to it will be passed by the panchayat samitis and forwarded to the zila parishad for inclusion in the budget of the parishad. If the panchayat samiti fails to approve the budget before the prescribed date, the B.D.O. has to forward the budget to the zila parishad for approval. In Uttar Pradesh, the budget of the kshettra samiti has to be sent to the zila parishad for being scrutinised by the Niyojan Samiti which consists of the chairman, the vice-chairman and the secretary of the zila parishad and all district level officers.

9. In Andhra Pradesh, Assam, Gujarat, Madhya Pradesh, Mysore, Punjab, Rajasthan and Uttar Pradesh, zila parishads are given powers of general guidance and supervision over the panchayat samitis. In Andhra Pradesh, Gujarat, Madhya Pradesh and Uttar Pradesh, the zila parishad has been given the power to supervise the working of panchayats also.

10. In Andhra Pradesh, besides supervisory and advisory functions, establishment, maintenance and expansion of secondary, vocational and industrial schools and securing the execution of plans common to two or more blocks are among the functions of the zila parishad. In Gujarat, the district panchayat has been given a number of functions under agriculture, minor irrigation, animal husbandry, village and small scale industries, education, sanitation and health, public works, social welfare and relief. In Maharashtra, the zila parishad has been made the effective unit for the administration of development programmes. As in Gujarat, the functions of the zila parishads have been elaborately mentioned under the various heads. In Uttar Pradesh, the zila parishad has been given a number of functions regarding animal husbandry, village and cottage industries, medical and public health, education and cultural activities, public works, relief, planning and statistics and administration.

11. In other States, zila parishads have not been given executive functions.

12. *Position of Administrative and Technical Personnel.*—In the legislation enacted in different States, the administrative control of the block development officer over extension officers and other staffs working in the block has been provided for. The block development officer has been made the chief executive officer of the panchayat samiti and is appointed by the State Government. The extension officers belong to departmental cadres. In Maharashtra, Gujarat and Uttar Pradesh, there is provision for constituting separate district cadres for the posts of extension officers. Village level workers have been included in the district cadres in Rajasthan and Andhra Pradesh. Similar provisions exist in Maharashtra, Gujarat and Uttar Pradesh.

13. Legislation specifically provides for the president of the panchayat samiti exercising administrative control over the chief executive officer in Andhra Pradesh, Bihar, Gujarat, Orissa, Punjab, Rajasthan and Uttar Pradesh.

14. The collector can participate in the meetings of panchayat samitis in Andhra Pradesh, Bihar, Orissa and Rajasthan.

15. The collector has been made a regular member of the zila parishad in Andhra Pradesh and a member without voting rights in Gujarat, Orissa, Punjab and Rajasthan. He can attend the meetings of the zila parishad without voting rights in Uttar Pradesh and Bihar. In Madras and Mysore, the collector is the chairman of the district development council.

16. In a number of States technical officers at the district level have been given the right to attend the meetings of zila parishads and the panchayat samitis without voting rights. There is also provision in many States enabling the panchayat samitis and the zila parishad to secure the attendance of district level officers for giving advice. In Mysore, district level officers are regular members of the district body, and in Madras and Assam they are members without voting rights.

17. In most of the States, Government has the power to appoint inspecting authorities or to empower officials to inspect the institutions, works and offices of the Panchayati Raj institutions.

CHAPTER VII

THE ROLE OF ADMINISTRATIVE AND TECHNICAL SERVICES UNDER PANCHAYATI RAJ

THE legislation enacted in States for establishing Panchayati Raj institutions, which has been analysed in Chapter VI, has introduced revolutionary changes in the structure of administration at different levels in the district. The basic aim is to enlist the support of every family for the realisation of the social and economic goals the nation has placed before itself. The laws embody the broad organisational pattern and as experience is gained of the functioning of the institutions, working arrangements will be evolved and conventions established. In this process of adjustment, State Governments and officials and non-officials associated with the Panchayati Raj institutions should assist. The central issue is not the relative roles of the State and panchayats or of officials and non-officials but the manner in which all agencies working together can bring about the widest possible participation and common endeavour in the making of plans at different levels and in their efficient implementation.

2. The laws passed in States have established, in the light of existing conditions, appropriate relations *inter se* between (i) the three tiers of district administration—the zila parishad, panchayat samitis, and panchayats functioning at the district, block and village levels; and (ii) also the non-official and official agencies at each level. The laws also define the relations between the State organisation and the panchayats at different levels. What is sought is to establish closely knit bodies with defined spheres of activity working together, through which all families in the countryside are assisted in their efforts to improve living standards. There are two connected aspects:—First, village, block and district plans should be prepared with the widest participation by the people and coordinated to become the accepted State Plan. The procedures for this and the respective roles of the bodies concerned have been brought out in Chapter V. Secondly, the responsibility for efficient implementation of programmes, enlisting the creative energies of the people, is entrusted to layers of panchayat bodies at different levels and the necessary administrative and technical staffs are made available to these bodies for this purpose.

3. Under the Five Year Plans accepted by the Parliament, of which the State Plans which in turn are accepted by State Legislature form important parts, State Governments have obligations which are well understood. The most important of these are the implementation of projects and programmes with the utmost efficiency so that resources might become available for repaying the loans raised from the Union Government and the public and the raising by taxation and other measures of the resources agreed to by States for financing the plan. In the laws enacted for transfer of functions to panchayats at different levels, the State Legislatures have, therefore, embodied provisions which would enable the State Governments to ensure that these bodies carry out the functions assigned to them with the requisite standard of efficiency and also to raise adequate revenues within the limits laid down in the laws.

4. *The State Organisation.*—The State organisation undertakes direct responsibility for carrying out important projects requiring high technical competence. Examples of this may be given: (i) The State agency prepares plans and estimates for the large and medium irrigation projects and makes arrangements for constructing the dams and reservoirs and the canal systems up to the stage at which irrigation becomes available at suitable outlets in villages. It should, however, from the commencement and at all stages consult the samitis fully in regard to details of the project, so that the communities which benefit from them may feel a sense of proprietorship in them and be ready to assume the obligations involved, *viz.* payment of betterment constribution, construction and maintenance of field channels, and utilisation of irrigation facilities as soon as they become available at village outlets. (ii) The State agency should also organise pilot afforestation and soil conservation projects for different regions at which staffs and the people are trained. In these again the panchayat bodies should be closely associated. (iii) It is also for the State organisation to work out programmes for approved seeds for different areas—involving continuous research, schemes for location of seed farms and for multiplication. (iv) Similarly the State Government should take the initiative in programmes for improved implements, crop protection and allied services; and (v) Research and education will also be the responsibility of the State Government.

The State Government's administrative and technical organisation is responsible for supervising the work of administrative and technical staffs placed at the disposal of district and other panchyats. Similarly, commissioners and collectors have specified functions assigned to them for guiding panchayat organisations.

The laws vest in State Governments 'emergency' powers for exercise in cases of default or neglect of duty on the part of panchayats. These range from power to issue directions in individual cases to supersession of panchayat bodies for reasons specified in the laws.

5. *District level organisation.*—The district level officials should work as a united team. The relations between the zila parishad and the official team are defined in the legislation in the States and the executive instructions issued by Governments. It is a primary responsibility of these officials to assist the zila parishads and the panchyat samitis and also the block development officers and other extension officers at the block level to prepare technically sound plans in accordance with the instructions and policies of Government; to supervise the execution of these plans from the administrative and technical points of view; and to ensure that supplies and services which are basic to the success of the development plans are provided in time and on an adequate scale. Development officers at the district level have a special responsibility for bringing about coordinated action in different blocks within the district. The zila parishad has an important role in the preparation of rural works programmes. The function of the district team is to assist the parishad by working out technical details and suggesting priorities. The parishads are responsible for seeing that works are distributed equitably and the special needs of backward areas are recognised.

6. *Block samitis and block extension team.*—Here again, the extension officers should function as a team under the general guidance of the block development officer, and assist the panchayat samiti by seeing to the technical soundness in execution of projects. They should also supervise the village level workers and other field personnel. Panchayat samitis in blocks have the same role for works programmes as zila parishads in their areas and what has been said above in regard to equitable distribution applies in their cases as well.

7. *Village panchayats and cooperatives.*—In implementing block and village plans, there should be the maximum emphasis on the role of village panchayats and cooperatives. Extension officers at the block level and village level workers should be specially trained to work with these institutions and to provide competent guidance to them. The gram sabha should play an important part in making village production and works plans and carrying them out. It

should be a live body meeting on all important occasions to take decisions.

8. *Discipline, promotion and transfers.*—Under the panchayat laws, State Governments have laid down procedures concerning discipline and control, transfer of personnel, promotions, etc. of the administrative and technical personnel under them. The working of these instructions should be kept under review, so that changes suggested by actual experience can be made in the early stages of the implementation of Panchayati Raj. There should be canons laid down for objective assessment of the work of officers and promotion should depend on efficiency and integrity.

9. The need has been stressed of the official agency at the district and block levels—the district development officer and district technical officers and also the block development officers and the block technical officers—working unitedly as a single team in a coordinated manner. Orders have been issued in States setting out in detail the relationships between the administrative officers who function as coordinators and the technical officers; but practical difficulties appear to have arisen in actual working. The establishment of common offices for the teams as a whole in the zila parishad and block samitis is a useful step in securing coordinated working; and other steps needed should be taken as more experience is gained.

10. If the conditions set out above are assured and satisfactory administrative arrangements are evolved at each level, there is every reason to hope that Panchayati Raj will not only make far more rapid and widespread development at the local level, but will, also succeed in a large measure in achieving national objectives in agriculture, education and other fields. Efficient implementation of district, block and village plans is vital to the success of Panchayati Raj and to the achievement of major targets in the national and State plans.

11. To sum up: The network of administrative and technical services in the State should continue to function as a well-knit structure at all levels with their duties clearly defined and enforced. There should be an uninterrupted chain of responsibility in administrative and technical matters reaching down to the village units. In particular, there should be no ambiguity about the obligation that rests on higher technical officers to guide and supervise the work of officials at lower levels. The laws and rules provide for this and in the recent discussions with States we found that these principles were recognised. They should be embodied in administrative practice.

12. In previous chapters the steps needed for improving standards in the I.A.S. and State Services have been indicated. There is equal need for strengthening the Agricultural, including Animal Husbandry Services. State Governments should reorganise these services and improve the prospects so that they may attract young men of good attainments. The highest appointments in these services should be held by technical men. Similarly a well-knit Co-operative Service should be created with adequate training and other arrangements. Promising young officers in the IAS and States Services should be selected for this service and encouraged to stay in it for long periods.

13. I should like at this point to invite the attention of State Governments to three matters in regard to which urgent action is needed. The first is the need for continuing administrative and technical officers in their positions for long periods. At present, in many cases, they are transferred frequently. This is fatal to efficiency. The reasons for such transfers should be investigated carefully and steps should be taken to make such adjustments as will reduce these to the absolute minimum. The second is the need for ensuring that these officers spend the greater part of their time living among the people in the villages and getting to know them and their problems. In many areas touring is at present limited to short visits to villages. The causes for this should be examined and effective steps taken to remedy this state of things. Thirdly, there is need for a special examination of the correspondence work in villages, blocks and districts. I have noticed that elaborate registers and records are maintained and returns are prescribed which take up a great deal of time. These should be scrutinised and only those that are essential should be continued. This will result in considerable saving of effort.

14. The VLW has a vital role in the movement. This is described in Chapter VI of the G.M.F. Enquiry Committee's report and in reports of the Planning Commission and the Community Development Ministry. He is a multi-purpose worker. He is expected to be in charge of 1200 to 1500 families. The rule is to recruit to this cadre young men with a prescribed minimum educational qualification—at least of the matriculation standard—and give them two years' training in basic subjects and extension methods. The VLW's duties are mainly in the field of extension—spreading new techniques among rural families by working through institutions like the panchayats and cooperatives which have to become live bodies. He is the joint agent for all development activities and is best suited to act as a liaison officer between the block samiti and its extension staff on the one hand, and the village panchayats and cooperatives on

the other. It is also the intention that young men so recruited should have adequate chances of promotion through (i) the provision of a selection grade; (ii) facilities for receiving higher technical training in agriculture, animal husbandry, etc. in agricultural colleges or in cooperation in training institutes; and (iii) periodical refresher courses, so that on their merits, they may rise to the position of extension officer. The same remarks apply to the cadre of women VLWs, which is being built up and progressively expanded. It is an important pre-requisite for the efficiency of VLWs that they should live within their areas and tour freely in the villages getting to know the people and assisting panchayats and cooperatives in preparing and carrying out plans for the families. The most important function of women VLW is to stimulate the growth in villages of vigorous women's and youth movements and cooperative thrift and other societies, specially for women.

15. Finally, the tendency to appoint subordinate government officers in villages to work for panchayats and cooperatives should be discouraged. The programmes for training members and secretaries should pushed through rapidly so that workers might be available to undertake such duties with the assistance of village level workers.

CHAPTER VIII

URBAN BODIES AND PANCHAYATI RAJ INSTITUTIONS AND OTHER SPECIAL PROBLEMS

1. Urban and rural administration

It is obvious that the plans of development of rural and urban areas in a district cannot be prepared in isolation from one another. Plans of social and economic development of rural areas have to be linked up closely with those of adjoining urban areas. Such co-ordination has to be continuous. For example, production programmes in villages which are in proximity to towns have to be framed so as to meet the needs of the towns. Suitable markets and marketing centres linking up such areas have also to be planned after careful surveys, with connected roads and other facilities. Similarly, programmes of education, medical relief, water supply, extension of house-sites, etc., for both areas have to be viewed as a whole in order to avoid overlapping and waste of effort.

2. It is inevitable that medium and large towns and cities should be administered as separate units with their own elected municipal bodies. The problem is one of establishing appropriate relationships and joint arrangements between the municipal and rural institutions. The existing arrangements for this vary in different States. The Panchayati Raj legislation in some States, as in Madhya Pradesh, Uttar Pradesh, Gujarat, Madras, Andhra Pradesh, Bihar and Orissa provides in different ways for representation of urban local bodies on panchayat samitis. The laws in Punjab, Rajasthan, Mysore and Maharashtra do not have such a provision. The Madras law envisages committees for joint programmes. West Bengal is considering this matter in connection with the Bill now under preparation. The present provisions in different States are shown in statement X. I do not think at this stage States need undertake any new laws or amendments of existing laws for the purpose of bringing about greater coordination between urban and rural development. It would, however, be desirable to consider more closely the arrangements for joint planning and coordination at each level. Having regard to its legislation and administrative structure, each State Government may devise suitable arrangements, keeping in view the following broad approach.

3. Towns fall into four main groups:

(i) Towns with small population which have their own panchayats and are represented on the panchayat samitis more or less on the same lines as villages. Frequently, towns with population upto 10,000 fall within this group—although the limit may vary somewhat in different States.

(ii) Small towns, such as those at which the headquarters of development blocks, tehsils and talukas are situated. These have their own municipal committees. In such cases there should be joint committees of the panchayat samiti and the urban bodies concerned, for working out co-ordinated social and economic programmes.

(iii) Large and medium-sized towns in a district, such as the district headquarters, have their own established municipal bodies. Coordination with them can be achieved at the level of the zila parishad by means of joint committees or mutual representation or cooption of members on committees dealing with different subjects.

(iv) Cities with a population of 100,000 or more and those with municipal corporations stand in a class by themselves. These influence the economic growth of fairly large rural areas surrounding them and programmes for such areas have to be worked out in relation to the requirements of the cities. Systematic regional planning is needed for this purpose and a suitable joint machinery should be set up in which the cities and rural areas are represented.

4. In many States, district planning committees have been in existence for some years to consider planning problems on a coordinated basis and evolve a comprehensive district plan. These committees should now be reconstituted in view of the panchayat laws that have been passed in States. They should consist of representatives of the zila parishads and of the municipal councils and the district officers. Their function should be:

(i) to see that arrangements are made for coordinated planning between rural and urban bodies on lines already indicated, and

(ii) to prepare a district plan in which both rural and urban plans are shown together with the inter-relations. Such district plans are useful in bringing about unity of approach and linking up of connected activities in the urban and rural areas.

2. Arrangements for the grant of loans

5. We discussed with State Governments questions connected with disbursements of loans in panchayat blocks—the exact responsibilities of samitis in regard to these and of the official agency. According to the panchayat laws, the funds in the shape of loans and grants earmarked for programmes have to be placed at the disposal of the samitis. Within this framework, States have worked out different methods for grant of loans and recovery. All States are agreed on the objective that, as soon as practicable, loans of all kinds should be disbursed exclusively through cooperatives—the short and medium term loans through the multipurpose primary societies and the long term loans through land mortgage banks. In some States, this system has been introduced in selected districts, to gain experience. In the interim stage, States are working out systems suited to their conditions. In Madras loans are disbursed and recovered through official agencies. In others the sanctioning authority is the samiti, subject to regulations framed by the Government as to the security to be taken, the valuation of property and other material particulars. States and panchayats should review the working of the rules—specially from the point of view of the recovery of the loans—and make such changes as may be called for from time to time. It is hoped that in all States the cooperative movement will be developed sufficiently to undertake the responsibility for all loans at the end of the Third Plan period.

6. The panchayat laws in Andhra Pradesh, Madras, Gujarat, and Punjab have embodied provisions for "surcharge"—*i.e.* recovery from members of panchayats of loss caused to them by 'misconduct' or 'gross neglect of duty' on the part of members. The provision in the Gujarat Act runs as follows:

> "(i) Every member of a panchayat shall be personally liable for the loss, waste, or misapplication of any money or other property of panchayat to which he has been party, or which has been caused or facilitated by his misconduct or gross neglect of his duty as a member.
>
> (ii) If after giving the member concerned a reasonable opportunity for showing cause to the contrary, an officer authorised by the State Government is satisfied that the loss, waste or misapplication of any money or other property of the panchayat is a direct consequence of misconduct or gross negligence on his part the officer so authorised shall, by an order in writing, direct such member to pay to the panchayat before a fixed date, the amount required to be reimbursed to it for such loss, waste, or misapplication.

(iii) If the amount is not so paid, it shall be recovered as an arrear of land revenue and credited to the fund of the relevant panchayat.

(iv) Any person aggrieved by the decision or action of the officer so authorised may apply to the District Court as provided in sub-section (6) of Section 109, within the like time for redress of his grievance and that court may pass any order thereon which it can pass under this section."

Provisions in the other acts run on similar lines.

3. Panchayati Raj and the cooperative movement

7. The principles governing the relationship between panchayat samitis and the cooperative movement may be stated briefly:

(i) Cooperatives are voluntary business organisations, governed by special laws and depending for their financial resources largely on loans raised from outside. Apex and Central banks should therefore have full responsibility for the solvency of the movement and there should be no interference in their working. Panchayat samitis can assist by promoting societies, guiding them in their work, stimulating deposits and in other ways bringing about a sense of social responsibility among members.

(ii) Cooperative organisations should be kept fully in touch with production programmes at all level so that credit may be effectively linked up with these programmes.

(iii) Registration of societies and other functions which are of a judicial nature should be the responsibility of the Registrar according to the relevant laws.

(iv) Audit should be independent.

During the discussions with states, we found that these principles were accepted. The Ministry of Community Development and Cooperation appointed a working group in July, 1961 to study the relationship between panchayat bodies and cooperatives and suggest measures 'whereby cooperatives and panchayats can perform their respective roles without conflict and strengthen one another.' The working group submitted its report in October, 1961. The report is being studied by State Governments. After their comments are received the Ministry of Community Development and Cooperation proposes to convene a conference of State Ministers of Cooperation so that decisions may be taken on the working group's recommendations.

Summary of Recommendations and Conclusions

PART II

CHAPTER V

PROBLEMS OF ADMINISTRATION AND DEVELOPMENT AT THE VILLAGE, BLOCK AND DISTRICT LEVELS

Plans of development at different levels within the district comprise activities which influence intimately the well being of nearly 360 millions of people living in the rural areas. In recommending the establishment of a nation-wide extension service on a permanent basis the Grow More Food Enquiry Committee (1952) and the Planning Commission stressed the importance of establishing a well organised democratic structure of administration within the district for meeting the demands of a welfare State. Para 1

At the present stage of development it is specially necessary that village panchayats, panchayat samitis and zila parishads should be built up as institutions carrying out the policies embodied in the Plan and laid down by State Governments with the approval of State legislatures and implementing the community development and other programmes in the respective areas with the maximum co-operation of the people. Para 2

While affirming the objective of introducing a democratic structure of administration within the district above the village level, the National Development Council approved the proposals of the Planning Commission that the democratic structure in the district should be built on the foundation of the village panchayat and the village cooperative; democratic institutions at the district, block and village level should form a connected structure of administration; that while the overall responsibilities for administration, finance and planning will continue to vest in the State Government the responsibility for local planning and implementation should devolve on the democratic bodies within the district. The State Five Year Plans as well as the Annual Plan should be broken up into district and block plans and in relation to these each village should have its own development plan. Para 3

The principal duties which have to be undertaken within the district and which, in turn, raise a variety of administrative and other problems are:

(1) preparation and implementation of village agricultural production plans and plans for basic minimum amenities for the village based on full utilisation of manpower and other resources and also on the obligations of beneficiaries in respect of irrigation and soil conservation, etc;

(2) preparation and implementation of block development plans;

(3) preparation and implementation of district development plans;

(4) assisting in the implementation of land reform programmes, assisting the economically weaker sections of the village community, developing cooperatives and rural industries, and developing facilities for education, adult literacy, rural sanitation, etc. Para 4.

Panchayati Raj institutions are meant for the fulfilment of the fundamental objectives of the community development movement. Scientific agriculture is the core of the entire community development programme—the foundation on which it rests. Compulsory education for boys and girls in the age group 6 to 11 which will become effective by 1966 and which will be extended to the age of 14 by 1971 is a vital factor in the transformation of rural life sought to be achieved through the programme.

The success of democratic planning depends on the willing acceptance of its objectives by the millions of small farmers in the country and their active participation as well as the capacity of the extension agency to render assistance to every family for the production programmes in the shortest possible time.

Taking the districtwise and blockwise break up of the States Five Year Plan, the rural plans for the rest of the Plan period should be worked out for districts, block and villages. The starting point is the village plan. This should be prepared after detailed discussions with the people and the panchayats and cooperatives. The plan is a record of two sets of obligations—one on the part of the governmental and cooperative agencies for the supplies, services and credit that will be made available by them and the other on the part of the villages regarding the carrying out of their customary obligations in regard to irrigation, afforestation and soil conservation pro-

grammes, the full use of the irrigation and other facilities available, their contribution in labour and money for works programmes and for building up community development assets, and the deposits they will make in the cooperatives from their own resources from year to year. The village plan should be prepared after detailed discussions with the people regarding these obligations. After the village plans are framed in this manner the panchayats and cooperatives with the help of the village level workers and the block official and non-official agencies should see to the implementation of the programmes of improvements by the families. Para 6.

In the preparation of village plans, the gram sabha will have to be fully associated and there has to be closest cooperation between the village panchayat and the village cooperative. The village production plans are the essential foundation for the success of the Panchayati Raj. Para 7.

The role of the block as a unit of planning and development has been recognised for some years and the fields in which the minimum programmes should be drawn up at the block level and implemented in a coordinated manner have been indicated. Para 8.

The block plans will comprise the village plans viewed as a whole and coordinated; and in addition, programmes for which the block is directly responsible. Items to be included in the block development plans are indicated in this paragraph. Para 9.

The block development officers and the technical specialists at the block level should function together as well knit team to assist and advise the panchayat samiti and its standing committee in working out technically sound block and village plans and to execute these efficiently and impartially in accordance with the laws and rules. The responsibilities of officials have to be clearly defined and enforced. Para 10.

Development plans at the district level are made up in part of programmes included in the block development plans and in part comprise programmes which cover wider areas than the individual blocks or are executed by an agency at a level higher than the block. Since the district and block development plans are interdependent, the zila parishad should set the tone for the development work for the district as a whole—lay down priorities, establish correct working relationships between the technical and administrative services and the elected representatives at each level, draw cooperative and voluntary organisation fully into the common effort, and ensure coordination between development activities in development blocks. Though in the legislation the responsibilities are set out in general

terms, precise arrangements are to be evolved in actual working. The objective is that the zila parishad and development personnel at the district level should take all steps necessary to ensure that the development plan of the district as a whole is carefully formulated and effectively implemented and does, in fact, give the proper lead to panchayat samitis. Para 11.

It is essential to the success of Panchayati Raj that the taxation powers conferred on panchayat samitis and on zila parishads should be utilised for mobilising local resources to a greater extent than has been possible in the past. This has to be stressed because in the initial phase of Panchayati Raj there has been unwillingness on the part of many of the new institutions to impose taxes. Para 12.

The Five Year Plans have stressed the need for legislation being enacted by States for defining and enforcing obligations of beneficiaries in respect of irrigation and soil conservation. These obligations are enumerated in this paragraph.

Implementation of betterment laws has been very slow. Laws defining the other obligations have been enacted only in a few States. The result is that the facilities provided remain unused over fairly long periods. The laws should also provide that where beneficiaries fail to carry out the works in time, the panchayats should carry them out and realised the cost, where village panchayats do not act speedily, the government or on its behalf the panchayat samiti should arrange for execution, the cost being recovered eventually from the beneficiaries. Para 13

Finally, the Five Year Plans envisage that zila parishads, panchayat samitis and panchayats will assist in implementing land reform legislation by creating public opinion and educating the people in their rights and obligations. An important test of the success of Panchayati Raj institutions may be the measure in which, consciously and systematically, they promote the welfare of the weaker sections of the rural community by sustained efforts at all levels to promote labour cooperatives, provide house sites for the smaller holders and landless workers, and expand subsidiary and other employment in the village, etc. The rural works programme, which has been initiated recently provides an opportunity to panchayat samitis and panchayats to use local manpower more fully for rapid agricultural development. Para 14

CHAPTER VI

PANCHAYATI RAJ LEGISLATION AND PROGRESS IN ESTABLISHMENT

The progress made in the States, in enacting legislation, establishing panchayat samitis and zila parishads and provisions relating to their composition and functions are briefly stated in this Chapter.

CHAPTER VII

THE ROLE OF ADMINISTRATIVE AND TECHNICAL SERVICES UNDER PANCHAYATI RAJ

The basic aim of Panchayati Raj is to enlist the support of every family for the realisation of social and economic goals the nation has placed before itself. For this purpose State Governments, and officials and non-officials associated with the 'Panchayati Raj' should help in evolving suitable working arrangements and establishing conventions.

The central issue is not the relative roles of the officials and non-officials but the manner in which all agencies working together can bring about the widest possible participation and common endeavour in the making of plans at different levels and in their efficient implementation. Para 1.

Two connected aspects concerning the functions of Panchayati Raj institutions are (1) preparation of village, block and district plans with the widest participation by the people and coordinated to become the accepted State Plan and (2) efficient implementation of the programmes by the concerned Panchayati Raj bodies with the help of the administrative and technical staffs provided for it, enlisting the creative energies of the people. Para 2.

The responsibilities of the State organisation are implementation of important projects requiring high technical competence like major and medium irrigation projects, pilot afforestation and soil conservation projects, research on improved seeds and location of seed farms, crop protection, improved agricultural implements and research and education etc.

The administrative and technical organisation of the State Government should supervise the work of administrative and technical staffs placed at the disposal of zila parishads and panchayat samitis.

The commissioners and collectors have specified functions assigned to them for guiding Panchayati Raj institutions.

State Governments are also vested with emergency powers ranging from issue of directions in individual cases to supersession of Panchayati Raj bodies for reasons specified in the laws.

Paras 3 and 4.

The primary responsibility of District level officials, who should work as a united team, is to assist zila parishads and the panchayat samitis and also the block development officers and other extension officers at the block level to prepare technically sound plans in accordance with the instructions and policies of Government; to supervise execution of these plans from the administrative and technical points of view; to ensure that supplies and services which are basic to the success of the development plans are provided in time and in an adequate scale and to coordinate action in different blocks within the district.

The zila parishads should see that the works are distributed equitably and the special needs of backward areas are recognised. They have an important role in preparation of rural works programme. The district team should assist the parishads by working out technical details and suggesting priorities. Para 5.

The extension officers should function as a team under the general guidance of the block development officer and should assist the panchayat samiti by seeing to technical soundness in execution of projects and supervise the work of village level workers and other field personnel. Panchayat samitis should ensure equitable distribution of works within their areas. They have an important role in the preparation of "rural works" programme. Para 6.

Extension officers at the block level and the village level workers should be specially trained to work with village panchayats and cooperatives and to provide competent guidance to them. The "gram sabha" should be an active body and play an important part in working village production and works plan and implemeting them. Para 7.

The rules already framed should be constantly kept under review. There should be canons laid down for objective assessment of the work of officers and promotion should depend on efficiency and integrity. Para 8.

The establishment of common offices for the district level officers and zila parishad and block level officers and panchayat samitis is a useful step in securing coordinated working of these officers. Para 9.

Efficient implementation of district, block and village plans is vital to the success of Panchayati Raj and to the achievement of major targets of the national and State plans. Para 10.

The network of administrative and technical services in the State should continue to function as a well-knit structure at all levels with their duties clearly defined and enforced. There should be an uninterrupted chain of responsibility in administrative and technical matters reaching down to the village units. In particular, there should be no ambiguity about the obligation that rests on higher technical officers to guide and supervise the work of officials at lower levels. The laws and rules provide for this and in the recent discussions with States we found that these principles were recognised. They should be embodied in administrative practice. Para 11.

Along with the steps for strengthening I.A.S. and State services outlined in Part I State Governments should also reorganise Agricultural (including Animal Husbandry) Services and Cooperative Services. Highest posts in the Agricultural Services should be held by technical officers. Promising young officers in the I.A.S. and State Services should be selected for the Cooperative Services and encouraged to stay in it for long periods. Para 12.

Urgent action is needed on the following matters:

(1) reducing the frequency of transfers to the absolute minimum to enable administrative and technical officers to stay in their positions for long periods.

(2) ensuring sustained touring by these officers in the rural areas so that they can get to know the villagers and their problems intimately.

(3) scrutinising the elaborate registers, reports and returns prescribed for villages, block and districts with a view to reduce correspondence and paper work by discontinuing unessential work. Para 13.

The role of the V.L.W. who is meant to be a multi-purpose worker and in charge of 1200-1500 families needs to be stressed. His duties are mainly in the field of extension, spreading new technique

among rural families by working through panchayats and cooperatives.

He is the joint agent for all development activities and is best suited to act as a liaison officer between the block samiti and the extension staff on the one hand and the village panchayats and co-operatives on the other.

As a rule youngmen who are matriculates are recruited as V.L.W. and it is the intention to provide them adequate chances of promotion through (i) the provision of a selection grade, (ii) facilities for receiving higher technical training in agriculture, animal husbandry, etc. in agricultural colleges or in cooperation in training institutes and (iii) periodical refresher courses, so that on their merits, they may rise to the position of extension officers. They should live within their areas, tour freely in the villages and assist panchayats and cooperatives in preparing and carrying out plans.

The same remarks applies to gramsevikas (women V.L.Ws.). They should stimulate the growth in villages of vigorous women's and youth movements and cooperative thrift and other societies, specially for women. Para 14.

The tendency to appoint subordinate officers in villages to work for panchayats and cooperatives should be discouraged.

The programme for training members and secretaries should be pushed through rapidly so that workers might be available to undertake such duties with the assistance of village workers.

Para 15.

CHAPTER VIII

URBAN BODIES AND PANCHAYATI RAJ INSTITUTIONS AND OTHER SPECIAL PROBLEMS

1. *Urban and rural administration*

Plans of social and economic development of rural areas have to be linked up closely with those of adjoining urban areas. There has to be continuous coordination in respect of programmes of agricultural production, planning of markets and communications, education, water supply, medical relief etc. Para 1.

Medium and large towns and cities have to be administered as separate units with their own elected bodies. The arrangements for establishing close relationships between municipal and rural institutions provided under the Panchayati Raj legislation enacted so far in the form of representation for municipal bodies in panchayat

samitis and zila parishads and constitution of joint committees are indicated in Statement X. Para 2.

The following approach is suggested in devising suitable arrangements for joint planning and coordination at each level without resorting to any amendments in the legislation at this stage.

1. Towns with small population which have their own Panchayats may be represented on the panchayat samitis. Frequently towns with population upto 10,000 fall within this group.

2. In the case of urban bodies constituted for small towns such as the headquarters of block, tahsils, etc. joint committees of these bodies and panchayat samitis may be established.

3. Coordination with large and medium sized towns in a district such as district headquarters can be achieved at the level of the zila parishads by means of joint committee or mutual representation or cooperation of members of committees dealing with different subjects.

4. Systematic regional planning is needed for cities with a population of 100,000 or more and a suitable joint machinery should be set up in which the cities and rural areas are represented.

Para 3.

The district planning committees should be reconstituted with representatives of the zila parishads, the municipal councils and the district officers to see that (1) arrangements are made for coordinated planning between rural and urban bodies and (2) to prepare a district plan in which both rural and urban plans are shown together with their interrelations. Para 4.

2. *Arrangements for the grant of loans*

All States are agreed on the objective that as soon as practicable loans of all kinds should be disbursed exclusively through cooperatives. In some States, this system has been launched in selected districts, to gain experience. In the interim stage different procedures are adopted in different States—in some States the sanctioning authority is the panchayat samiti and in others the official agencies.

States and panchayats should review the working of the rules—specially from the point of view of the recovery of the loans and make such changes as may be called for from time to time.

It is hoped that in all States the cooperative movement will be developed sufficiently to undertake the responsibility for all loans at the end of the Third Plan period. Para 5.

Panchayat laws in Andhra Pradesh, Madras, Gujarat, and Punjab have embodied provisions for "surcharge" i.e. recovery from members of panchayats of loss caused to them by "misconduct" or "gross neglect of duty" on the part of members. Para 6.

3. *Panchayati Raj and the Cooperative movement*

The principles governing the relationship between panchayat samitis and the cooperative movement may be stated briefly:

(i) Cooperatives are voluntary business organisations, governed by special laws and depending for their financial resources largely on loans raised from outside. Apex and Central banks should therefore have full responsibility for the solvency of the movement and there should be no interference in their working. Panchayat samitis can assist by promoting societies, guiding them in their work, stimulating deposits and in other ways bringing about a sense of social responsibility among members.

(ii) Cooperative organisations should be kept fully in touch with production programmes at all levels so that credit may be effectively linked up with these programmes.

(iii) Registration of societies and other functions which are of a judicial nature should be the responsibility of the Registrar according to the relevant laws.

(iv) Audit should be independent.

The report of the working group appointed by the Ministry of Community Development, Panchayati Raj and Cooperation to study the relationship between panchayat bodies and cooperatives is now being studied by State Governments and decisions on the recommendations are expected to be taken shortly. Para 7.

STATEMENT I

The Strength of the I.A.S. Cadres—1948-1962

(On 1st January)

State	1948	1950	1952	1955	1957	1958	1959	1960	1961	1962
1	2	3	4	5	6	7	8	9	10	11
Andhra Pradesh	..	..	..	90	151	151	151	151	151	176
Assam	37	37	37	41	55	55	80	80	80	117
Bihar	108	96	96	113	157	157	157	157	188	188
Bombay	86	110	110	126	178	178	219	219	..	..
Delhi & H.P.	..	..	..	..	..	..	..	35	35	35
Gujarat	..	..	..	..	..	..	..	..	110	110
Hyderabad	..	..	72	111	..	..	..	..	..	..
J & K	..	..	..	..	..	..	..	33	33	33
Kerala	..	..	23	28	66	66	66	66	71	71
Madhya Bharat	..	..	36	66	..	..	..	..	..	..
Madhya Pradesh	65	73	73	102	161	161	160	160	180	180

Madras	116	151	151	131	141	141	150	150	141	137
Maharashtra	..	..	..	..	..	..	..	..	155	155
Mysore	..	..	45	56	91	91	100	100	100	100
Orissa	70	96	96	77	85	86	91	91	100	144
Pepsu	..	..	21	28	..	..	..	..	..	..
Punjab	45	48	4	61	86	86	109	109	141	162
Rajasthan	..	..	71	106	124	124	122	122	137	126
Saurashtra	..	..	19	27	..	..	..	..	..	..
Uttar Pradesh	190	190	190	200	241	241	241	241	249	249
Vindhya Pradesh	..	..	17	43	..	..	..	..	..	..
West Bengal	86	96	96	136	136	139	139	139	139	164
TOTAL	803	897	1201	1542	1672	1676	1785	1862	2010	2147

STATEMENT II

The Strength of the I.A.S. Cadres as on 11-4-1961

Name of the State	Senior posts under the State Government	Senior posts under the Central Government	Total Cols. 2 & 3	Deputation Reserve	Leave Reserve	Junior posts	Training Reserve	Total Authorised Strength	Direct Rectt. posts	Promotion posts
Andhra Pradesh	76	30	106	12	9	16	8	151	125	26
Assam	40	16	56	6	5	9	4	80	66	14
Bihar	91	36	127	20	11	20	10	188	157	31
Delhi & H.P.	17	7	24	3	2	4	2	35	29	6
Gujarat	55	22	77	9	6	12	6	110	91	19
Jammu & Kashmir	20	6	26	2	1	3	1	33	20	13
Kerala	35	14	49	6	4	8	4	71	59	12
Madhya Pradesh	90	36	126	14	10	20	10	180	149	
Madras	71	28	99	11	8	15	8	141	117	24
Maharashtra	77	31	108	12	9	17	9	155	128	27
Mysore	49	20	69	8	6	11	6	100	83	17
Orissa	49	20	69	8	6	11	6	100	83	17
Punjab	81	32	113	13	9	18	9	162	134	28
Rajasthan	68	27	95	11	8	15	8	137	114	23
Uttar Pradesh	124	50	174	20	14	27	14	249	206	43
West Bengal	72	29	101	11	8	16	8	144	119	25
TOTAL	1015	404	1419	166	116	222	113	2036	1680	356

STATEMENT III

The Strength of the I.A.S. Cadres as on 1-7-1962

Name of the State	Senior posts under the State Government	Senior posts under the Central Government	Total Cols. 2 & 3	Deputation Reserve	Leave Reserve	Junior posts	Training Reserve	Total Authorised strength	Direct Rectt. posts	Promotion posts
1	2	3	4	5	6	7	8	9	10	11
Andhra Pradesh	89	36	125	14	10	19	10	178	147	31
Assam	51	20	71	15	8	11	12	117	100	17
Bihar	91	36	127	20	11	20	10	188	157	31
Delhi & H.P.	32	13	45	5	4	7	4	65	54	11
Gujarat	69	28	97	11	8	15	8	139	115	24
Jammu & Kashmir	20	6	26	2	1	3	1	33	20	13
Kerala	35	14	49	6	4	8	4	71	59	12
Madhya Pradesh	95	38	133	15	11	21	11	191	158	33
Madras	67	27	94	11	8	15	8	136	113	23
Maharashtra	95	38	133	15	11	21	11	191	158	33
Mysore	49	20	69	8	6	11	6	100	83	17
Orissa	72	29	101	11	8	16	8	144	119	25
Punjab	80	32	112	13	9	17	9	160	132	28
Rajasthan	63	25	88	10	7	14	7	126	104	22
Uttar Pradesh	124	50	174	20	14	27	14	249	206	43
West Bengal	77	31	108	21	9	17	9	164	137	27
TOTAL	1109	443	1552	197	129	242	132	2252	1862	390

STATEMENT IV

The number of candidates appointed to the I.A.S. on the result of the competitive Examinations held during the years, 1947-1959, (both inclusive)

Year of Examination	No. of appointments made
1947	33
1948	33
1949	35
1950	29
1951	38
1952	32
1953	42
1954	49
1955	57
1956	77
1957	64
1958	54
1959	73
TOTAL	616

STATEMENT V

Syllabus prescribed for the Foundational Course at the National Academy of Administration, Mussoorie

1. Evolution of modern Indian State as a democratic secular and welfare State; the theory of political organisation and theories of State action. Survey of main currents of Indian History—political, economic and social. The basic principle of Indian Foreign Policy—interplay of world forces and their impact on the foreign policy.

2. Indian culture including recent progress in Science, Arts and Literature. Principles of phonetics and linguistics along with the common features of the various regional languages in the country—Sanskrit as the mother language—its importance as a unifying factor.

3. The Constitution of India—its evolution, basic principles and main provisions. Parliamentary Democracy—its postulates and implications. Centre—State relationship. Role of Audit and other statutory bodies under the Constitution

4. Public Administration—principles, organisation and procedure. Machinery of Government—Central Ministries and Departments. Inter-relation of departments. Role of civil servant in a democratic welfare State. Relations between the Government and the people—communication and human factor in administration. Comparative Administration. Public Corporations and other semi-autonomous bodies. Public Services—ideals, attitudes and code of conduct.

5. Indian economy—Economic policy, development and administration. Policy formulation and economic concepts. Planning Concepts and techniques—The Five Year Plans. Public Finance—policy of budgetting, fiscal legislation and administration. Public Enterprises; Co-operation.

Population trends and their impact on a country's economy.

Principles of statistics and their value in the field of policy formulation and administration.

6. State and the Social Services—Socialism, welfare state, sarvodaya, Gandhian philosophy. Social services, social security and social welfare—Industrial relations and trade unions.

7. Science and Technology—Impact on economy, administration and social institutions in general with particular reference to Indian conditions.

8. Law—Equity, jurisprudence, internal justice and personal laws. Public Services and the Law. General principles underlying Law of Torts, Law of Contract and Company Law.

9. Elementary Psychology—Basic instincts, crowd psychology—psychology of leadership.

10. Hindi

STATEMENT VI

Teaching staff of the National Academy of Administration

Name of the post	Scale of Pay
1. Director	As for Additional Secretary to Government of India.
2. Deputy Director (Senior) . . .	Rs. 1800—100—2000
3. Deputy Director (Junior) . . .	Rs. 1100—1800
4. Professor in Political Theory & Constitutional Law	Rs. 900—50—1250
5—6. Professors in Economics . .	Rs. 900—50—1250
7—8. Lecturers in Law . . .	Rs. 900—40—1100—50/2—1250
9. Professor in Indian History and Culture	Rs. 900—50—1250
10. Professor in Linguistics and Languages.	Rs. 900—50—1250
11. Professor of Social Administration .	Rs. 900—50—1250
*12—14. Research Officers (Economics, Pol. Science and Public Administration) .	Rs. 400—950

*These posts have been sanctioned recently. Recruitment yet to be made.

STATEMENT VII

Syllabus of Training prescribed for Indian Administrative Service probationers (other than prescribed for the Foundational Course)

1. (a) Basic knowledge of Criminal Law and Procedure.

   (b) A general study of personal laws (Hindu Law, Mohammedan Law), important Civil Laws and a basic knowledge of recent developments in the field of Criminology and Juvenile Delinquency.

2. *Administrative History of India.*—Covering all stages from the ancient Hindu period to the present day—Evolution of the relations between the ruler and the ruled—Central Government—Degree of direct control exercised by the Central Government in various fields—Evolution of the organisation for management of defence, external affairs, internal security, law and order, revenue administration, administration of justice etc. Change of emphasis from law and order State to a welfare State.

3. *District Administration.*—History of District Administration and the evolution of the institution of District Officer.

The scope and functions of District Administration; the relation between administration at the District level and administration at the State level including relations with State Heads of Departments and the Secretariat—the organisation of various Departments of Government and the nature of the work handled by each Department at various levels of authority—the unique position of the District Collector and District Magistrate and his relations with the other District officers—problems of inter-departmental liaison and co-ordination—qualities required of a successful Head of the District and local representative of Government—Public relations and liaison with the press—Relations with Members of Parliament, Members of Legislative Assembly and local leaders. Important aspects of rural life and special problems of the rural areas. Importance of District Officers' role in Planning and Development.

Administrative Method and Office Organisation—delegation of authority and responsibility—efficiency checks and controls—budget and control over expenditure; personnel administration problems. Touring and inspections.

Special items of work like Census, Elections, State Loans, tours of V.I.Ps., etc.

Emergencies like prolonged adverse seasonal conditions, widespread pest attack on crops, famine, flood, fire accidents, etc. Principles of emergency relief administration.

Planning and Development work. Plan projects, fixation of targets with reference to programmes and progress indicators. Planning Committees—Problems of co-ordinating the work of Planning Committees at various levels with the administrative machinery —Problem of devolution of authority and responsibility—Peoples participation.

The problems of Local Administration, with particular reference to the importance of Panchayats.

Land revenue systems and outlines of land revenue administration. The process of ryotwari settlement—land problems—the scope and trend of land reforms including Bhoodan and Gramdan movements.

Law and order—relationship between the Police and Magistracy —Court work.

4. *Practical work*—

(a) Physical training, organised games, swimming, riding, rowing, weapon training, target practice.

(b) A basic course in Motor Mechanics.

(c) Attachment to District Office, the Central Secretariat, Courts, the Forest Research Institute, the Agricultural Research Institute, the Central Police Training College, the Orientation Training Centres and Units of the Indian Army on active service.

(d) A basic course in First Aid.

(e) Work in the Academy's horticulture farm. Basic knowledge of gardening and horticulture.

5. *Tours.*—Study tours to important Plan projects, National Scientific Laboratories and to places of cultural and historical significance.

STATEMENT VIII

Period of practical training of I.A.S. probationers in the States

State	Period of Training
Andhra Pradesh	41 Weeks
Assam	52 Weeks
Bihar	34 Weeks*
Gujarat	64 Weeks
Kerala	56 Weeks
Madhya Pradesh	21 months
Madras	54 Weeks
Maharashtra	64 Weeks
Mysore	46 Weeks
Orissa	80 Weeks
Punjab	60 Weeks
Rajasthan	14 Months
Uttar Pradesh	15 Months
West Bengal	64 Weeks

*The officers after completion of 34 weeks Training are given training in Settlement and Survey for six months.

STATEMENT IX

Additional Requirements, Methods of Recruitment and Systems of Training of Officers of State Administrative Services

State	Service/ Grade	Authorised Strength	Officers in position	Gap	Additional requirements	Total of columns 5 & 6	Method of recruitment	Training arrangements	Remarks
1	2	3	4	5	6	7	8	9	10
Andhra Pradesh	Deputy Collectors.	158	158	..	75	75	One-third of the substantive vacancies are filled by direct recruitment through a competitive examination held by the State Public Service Commission. The remaining vacancies are filled by promotion of Tahsildars.	In the case of the directly recruited Deputy Collectors, 51 weeks in-service training has been provided for. This follows the general lines of training of IAS Probationers, and comprises study with the village officers, the firka revenue inspectors, the Samitis, Talukas and Divisions, the Collectorate and the Secretariat, besides short periods in the development departments, with the minor irrigation officers, the police etc.	The assessment for additional requirements was made by a special committee presided over by the Chief Secretary. The estimates include requirements on account of blocks or Panchayati Raj units.

1	2	3	4	5	6	7	8	9	10
Andhra Pradesh—(contd.)								Provision of institutional training for directly recruited Deputy Collectors, Tahsildars and Deputy Tahsildars is under consideration. Such an institution cannot be combined with the Orientation & Study Centre.	
	Tahsildars .	344	344	..	226	226	No direct recruitment. All posts are filled by promotion of Deputy Tahsildars.		
	Deputy Tahsildars.	219	219	..	173	173	50% by direct recruitment through the State Public Service Commission. 50% by promotion from the ministerial ranks.	Training similar to that provided to the directly recruited Deputy Collectors is proposed to be given to Deputy Tahsildars also.	
Assam .	State Civil Service Class I (Deputy Collectors).	200	157	43	..	43	70% by direct recruitment through a competitive examination held by the Assam Public Service Commission.	A training institution for the State Civil Service officers has been started recently.	The sanctioned strength is considered adequate for the third Plan.

								The Orientation & Study Centre will still be necessary though some co-ordination with regard to Orientation training is possible.	
							30% by promotion from: (a) State Civil Service Class II. (b) Under special circumstances, from amongst officers serving in connection with the affairs of the State.		
	State Civil Service Class II (Sub-Deputy Collectors)	300	158	142	..	142	Through a competitive examination. From other services under special circumstances.	Same as for Deputy Collectors.	
Bihar	Bihar Civil Service (Executive Branch) (Deputy Collecters)	632	515	117	275	392	25% by direct recruitment through a competitive examination held by the Public Service Commission.	48 weeks at the Administrative Training School which includes district and Block-cum-Anchal Training.	It is proposed to recruit 335 Deputy Collectors and 494 Sub-Deputy Collectors during the next five years.
							75% by promotion from the Junior Civil Service.	3 months at the Orientation Training Centres for those posted as B.D. Os.	

1	2	3	4	5	6	7	8	9	10
Bihar—(*contd.*)	Junior Civil Service (Sub-Deputy Collectors)	974	833	141	109	250	Through the same competitive examination held by the State Public Service Commission for recruitment of Deputy Collectors. Also by promotion of suitable non-gazetted and temporary gazetted eofficers already inservice.	Same as for Bihar Civil Service(Executive Branch) above.	
Gujarat	Deputy Collectors	78	168 (including those holding temporary posts)	..	5% extra plus 66 for replacements.	..	50% by direct recruitment through a competitive examination held by the State Public Service Commission. 50% by promotion on the basis of select lists of Mamlatdars for each of the two Divisions	During the first three years of service, directly recruited Deputy Collectors are required to undergo training in Survey and Settlement, Welfare of Backward Classes, Cooperation, Agriculture, etc. They are also required to serve in a Treasury for six weeks and to pass two departmental examinations. Same as for directly recruited officers. A scheme for estab-	

						prepared by Selection Committees appointed by the Govt. Half of the promotion vacancies are to be filled in by directly recruited Mamlatdars who have put in at least 7 years service.	lishing an Administrative Training School at Ahmedabad has been approved by the Govt. The school will provide institutional training to directly recruited Deputy Collectors and Mamlatdars. It will also provide training in administrative & financial matters to direct recruits to other gazetted Services.
							Oreintation & Study Centres will still be necessary and cannot be combined with the institution proposed to be set up.
Mamlatdars	199	473 (including those holding temporary posts)	..	..	..	50% by direct recruitment through a competitive examination held by the State Public Service Commission.	A two-year training is prescribed as follows : 6 months—Land revenue work under an experienced Mamlatdar.

1	2	3	4	5	6	7	8	9	10
Gujarat—(*contd.*)								6 months—Work as Treasury Avalkarkun. 6 months—Work as Circle Officer. 6 months—In charge of a Taluka as a Mamlatdar.	
							50% by promotion from among the members of the Subordinate Revenue Service. Promotion is made on the basis of select lists of Aval Karkuns/ Mahalkaries prepared for each of the two Divisions by a Selection Committee appointed by the Government.	In addition, all Mamlatdars who are not above the age of 50 years and who have put in continuous service as Mamlatdars for a period exceeding two years are required to undergo training in Survey & Settlement within five years from the date of continuous officiating as Mamlatdars.	
Jammu and Kashmir	J &K Administrative Service.	290	290	..	75	75	J & K Administrative Service has been constituted recently after abolishing the Kashmir Civil Service Executive. Methods of recruit-		The State Govt. is considering the question of setting up a Training Centre for the training of Officers of the State Administrative

							ment and promotion are under consideration.		Service and the Subordinate Services. It is proposed to provide a two-year training for the State Administrative Service Officers.
Kerala .	Dy. Collectors	N.A.	N.A.	N.A.	42	..		At present there is no training institution in the State except that for training Upper Division Assistants. The possibility of reorganising this with a view to providing training to State Civil Service Officers may be considered.	The estimates of requirements of administrative personnel were made by a Study Group of which the Chief Secretary was Chairman.
	Tahsildars	Do.	Do.	..	272	..			
Madhya Pradesh	Deputy Collectors	353	376 (including those holding temporary posts)	..	105+93 for replacement	198	50 per cent by direct recruitment through the State Public Service Commission. It has now been decided that this recruitment will be on the basis of a competitive examination. 50 per cent by promotion of Tahsildars and Naib Tahsildars.	A two-year training on the job in the districts. The question of providing institutional training is being considered.	The State Government are considering the question of holding a special recruitment (on the lines of the special recruitment to the IAS) for the State Civil Service in order to fill the gaps in the cadre.
	Tahsildars .	294	253	41	45	86	100 per cent by promotion.		

1	2	3	4	5	6	7	8	9	10
Madhya Pradesh (*contd.*)	Naib Tahsildars	538	454	84	302+ 170 for replacement	556	Recruitment is made through the Public Service Commission. It has now been decided to hold a competitive examination for recruitment.	A two-year training on the job in the districts. The question of providing institutional training is being considered.	
Madras	Madras Civil Service Executive Branch Dy. Collectors	68 Perm. 88 Temp.	156	..	..	..	66-2/3 per cent of permanent posts are filled by promotion from the Madras Revenue Subordinate Service and from among Superintendents of the office of the Board of Revenue and the Secretariat.	There is no training for promoted deputy collectors, for direct recruits there is an "on the job" training programme for about 14 months.	
							33-1/3 per cent of permanent posts by direct recruitment.	The State Government do not propose to start any training institution for officers of the State Service.	
	Tahsildars	110 Perm. 132 Temp.	242	..	..	..	Recruitment only by promotion from the lower posts.	There are no training arrangements at present.	

	Dy. Tahsildars	63 Perm. 615 Temp.	678	..	..	..		It is proposed to give some police training to Dy. Tahsildars for a period of 6 weeks before they complete their probation.	
Maharashtra	Dy. Collectors	264	264	..	211	211	50 per cent through a competitive examination held by the State Public Service Commission.	Please see under Gujarat.	The question of having a State Training Centre where the I. A. S. Officers on their first posting could be given training for 3 months is being considered. If that proposal materialises, regular training for direct recruits to the cadres of Deputy Collectors and Mamlatdars can also be arranged at the State Training Centre.
							50% by promotion. Half the promotion vacancies are filled by the promotion of directly recruited Mamlatdars who have put in at least seven years service in the post including the period spent on probation.		

1	2	3	4	5		7	8	9	10
Maharashtra (*contd.*)	Mamlatdars	805	805	..	317	317	50% by direct recruitment through a competitive examination held by the State Public Service Commission.	Please see under Gujarat.	
							50% by promotion from among members of the Subordinate Revenue Service.		
Mysore . .	State Civil Service Class I (Assistant Commissioners/Deputy Collectors)	N.A.	708	..	140	..	33-1/3% by direct recruitment through a competitive examination held by the State Public Service Commission.	The State Govt. agree that there should be a training institution for the State Services.	
							66-2/3% by promotion from Class II Officers. (State Government are considering the question of reducing the proportion of direct recruitment to 25%).		

Class II Tahsildars	N.A.	1024	..	182	..	50% by direct recruitment through a competitive examination held by the State Public Service Commission.
						25% by selection through the Public Service Commission of persons who have put in at least 5 years service in one or any of the Development Departments, e.g. Agriculture, Co-operation, Local Self Govt. and who are below 35 years of age.
						25% by promotion from the Class III Service in the Revenue Deptt.

1	2	3	4	5	6	7	8	9	10
Orissa . .	Orissa Administrative Service, Class I (Senior Scale)	60	72	..	..	..	Solely by promotion from amongst the members of the O.A.S. Class II.	..	The State Development & Co-ordination Committee has examined the question of additional requirements.
	Class II (Dy. Collectors) (Junior Scale)	497	384	113	..	..	35% of the total vacancies in a year are filled by direct recruitment through a competitive examination.	7 months training in the training school at Hirakud.	The cadre strength of O.A.S. Class I, Class II & O.S.A.S. have been increased recently to provide for the new posts required in the Third Plan period.
							65% by promotion, selection & transfers. Promotions are done from amongst the members of the O.S.A.S. Selections & transfers are done from among officers holding comparable posts.	It is proposed to start a condensed Refresher Course for training lasting 3-4 months for the promoted officers.	
	Orissa Subordinate Administrative Service (Sub-Deputy Collectors)	671	635	36		36	Same as for Class II above, except that promotions are made from subordinate non-gazetted staff.	Same as for the Class II Service above.	

Punjab	Punjab Civil Service Executive	383	See remarks	67·9% by direct recruitment through a competitive examination. 14.3% by promotion from among ministerial Government servants. 14.3% by promotion from among Tahsildars and Naib Tahsildars. 3.5% by promotion from among the temporary officials of temporary Departments. [The question of rationalisation of the system of recruitment to the Punjab Civil Service (Executive Branch) is under consideration of the State Government].	7 months Revenue Training in Revenue Training School, Chandigarh. 6 months Judicial Training as Third Class Magistrate. 2 weeks Police Training including training in riding at the Police Training School, Phillaur. 2 weeks Development Training in Development Blocks 6 months Judicial training as Second Class Magistrate (6 weeks Treasury Training and one month Jail Training also during the period). 5 1/2 months general training. The State Government are considering the question of modifying this training. It is proposed to lay emphasis on training in development work and also to provide training to officers in some of the more important departments. There is a provision for a short refresher	Till 31-12-59 there were 306 posts in the P.C.S. (Executive Branch) Cadre. From 1960 the Cadre has been made elastic and is determined every year in the beginning in accordance with a prescribed formula. The cadre 1960 was fixed at 336 and for 1961 at 383. The strength of the cadre for 1962 has not yet been determined, but it is estimated that it will go up to 430 (which gives an idea of the pace of development). The training mentioned in column 9 is for officers other than those promoted from among Tahsildar and Naib Tahsildars.	

1	2	3	4	5	6	7	8	9	10
Punjab—(*contd.*)								course at the Revenue Training School. The question as to who should receive training at this refresher course and what should be the syllabus of this course is under consideration.	
	Tahsildars	NA	80	..	Nil	..	40% by direct recruitment through a competitive examination held by the Subordinate Service Selection Board, Punjab. 40% by promotion. 20% other sources (not specified):	Three years revenue training is imparted to direct recruits while in the case of others the period of training is decided in each individual case. No training is required to be imparted to those Tahsildars who are promoted from among Naib Tahsildars.	
	Naib Tahsildars	NA	204 (including those holding temporary posts)	..	Nil	..	50% by direct recruitment through a competitive examination held by the Subordinate Service Selection Board, Punjab.	They are required to undergo training for one to two years.	
							50% from among Kanungos, Excise Sub-Inspectors,	Training is given in the Revenue Training School at Chan-	

							Zilledars, Police Sub-Inspectors & Sub-Inspectors, Consolidation.	digarh or in the district, when the school is not functioning.	
Rajasthan	Rajasthan Administrative Service.	622	479	143	Nil	143	66 2/3% direct recruitment through a competitive examination held by the Public Service Commission. 22 2/9 % by promotion from the Administrative subordinates. 11 1/9 % by special selection (It is proposed to change these percentages to 64, 24 and 4 respectively. The remaining 8% of the posts are proposed to be filled by promotion from Executive Officers).	8 months institutional training at the officers training school. One year's district training.	The needs for the Third Five Year Plan were assessed and the strength was recently increased from 448 to 622. It is hoped that the gap between the sanctioned and the actual strength will be made up by 1962.
	Tahsildars Service.	316	292	24	not indicated	..	100% by promotion from Naib Tahsildars.		
	Naib Tahsildars.	352	302	50	Do.	..	Direct recruitment (Method not indicated).	6 months institutional training at the All Purposes Training School at Tonk. Practical training in settlement and survey as well as in	

1	2	3	4	5	6	7	8	9	10
Rajasthan (*contd.*)								Tahsils and Blocks each for a period of six months.	
Uttar Pradesh .	State Civil Service Executive Branch.	565	609 (including those holding temporary posts).	..	60	60	75% direct recruitment through a competitive examination held through the Public Service Commission. 25% by promotion of confirmed members of the Subordinate Revenue Service (Tahsildars). In exceptional cases, special recruitment is made from amongst persons who have held responsible posts for at least five years and are not more than 45 years of age.	*For directly recruited officers.*—Posted for 4—6 months to districts, undergo practical training under the guidance of the District Magistrate in accordance with a schedule drawn up by the Principal, Officers Training School. 6 months training at the Officers Training School. Study tours to important projects in the State and also in other States. One week at the headquarters of Govt. to study the working of the secretariat and the offices of the Board of Revenue & the Director of Consolidation of Holdings.	It has been decided in principle to put the district level officers of various development departments through a common orientation course.

							Reposted to districts & trained by District Officers on the lines suggested by the Principal of the School. One month training in Plannng and Development work at Bakshi-ka-Talab.
Subordinate Revenue Executive Service							
Tahsildars.	257	188	69	70	139	100% by promotion from amongst Naib-Tahsildars, Peshkars & the subordinate posts of Sadar Kanungos and Kanungo Inspectors including Kanungo Instructors.	..
Naib Tahsildars. (Regular) including Peshkars—an equivalent grade in Kumaon Divn.	328	197	131	40	171	66% by direct recruitment through a competitive examination held by the Public Service Commission. 33% by promotion of supervisor Kanungos. 1% by promotion of Kanungo diplomates.	3 months training in Survey & Land Records at the Kanungo Training School. Posted to districts. Orientation course in extension programmes for 15 days at the Kanungo Training School, Hardoi.
Naib Tahsildars (Collection)	570	322	248	200	448	100% by direct recruitment through the Public Service Commission.	

1	2	3	4	5	6	7	8	9	10
West Bengal .	West Bengal Civil Service Executive.	440	281	159	—	159	50% direct recruitment through a competitive examination held by the Public Service Commission. 50% by promotion from WBJCS.	Posted to districts for training in various branches of district administration for a period of two years.	The cadres have been recently increased to provide for the new posts required in the Third Plan period.
	West Bengal Junior Civil Service.	693	402	291	—	291	60% direct recruitment through competitive examination held by the Public Service Commission.	Posted to districts for training in various branches of district administration for a period of two years.	
							40% by promotion from various subordinate feeder services.	The probationary officers are sent for training in Survey & Settlement work for 4 months at the annual Settlement Camp. At a later stage of their service, some selected officers are also sent for training at Central Institutions. At Kalyani, there are several Training Centres for different purposes. It may be possible to set up a Training School at Kalyani for the State	

Administrative Services where probationers may be sent and required to spend a part of their probation in order that they may see and where necessary take part in the training in different spheres of work now being imparted at the different Training Centres.

The possibility of re-orienting the Orientation & Study Centres to serve the purpose of giving institutional training to State Administrative Cadres as well as running foundational courses for other technical services vitally concerned with rural development will be examined.

STATEMENT X

Representation of urban bodies in Panchayati Raj institutions

Name of State	Panchayat	Panchayat Samiti	Zila Parishad	Remarks
1	2	3	4	5
1. Andhra Pradesh . .	..	Presidents of town committees in the area.	One of the Chairmen of municipalities who is not a member of the Zila Parishad is elected to the Standing Committee dealing with Planning, Community Development & Communications.	Town committee means committee of a town municipality constituted under the Hyderabad District Municipalities Act, 1956. Towns with a population of more than 5,000 and less than 15,000 are declared to be town municipalities.
2. Assam	..	..	Chairmen of municipalities and town committees.	
3. Bihar	..	Chairmen of municipalities and vice-chairmen of notified area committees.	Four persons elected by an electoral college consisting of the members of the municipalities & notified area committees.	
4. Gujarat	..	Presidents of all municipalities situated within the Taluka as associate members.	Presidents of all municipalities situated within the district, as associate members.	
5. Jammu & Kashmir . .	..	..	..	
6. Kerala	..	..	..	

7.	Madhya Pradesh	One Councillor representing each municipality, corporation or council or notified area committee in the block, elected by the councillors of such body from amongst themselves.	..	Notified Area Committee. The State Government may declare that with respect to some or all of the matters upon which a municipal fund may be expanded under the C. P. & Berar Municipalities Act, improved arrangements are required within a specified area, which nevertheless, it is not expedient to constitute as a municipality. No area shall be made a notified area if it contains a population of more than 10,000 or unless it contains a "town" or bazar and is not a purely agricultural village.
				Representation in the Zila Parishads not considered necessary since Zila Parishads are given only the supervisory functions.
8.	Madras	Presidents of the Town Panchayats and a representative elected by each of the township committees.	Chairmen of all municipal councils in the district.	Under the Madras Panchayats Act, 1958 every local area comprising a revenue village or villages or any portion of a revenue village or contiguous portions of two or more villages and having a population estimated at not less than five thousand and an annual income estimated at not less than ten thousand rupees may be classified as a panchayat town and a Town Panchayat constituted for the purpose. Under the same Act the Government may, if a specific motion is passed to that effect by both Houses of the Legislature, declare any

1	2	3	4	5
Madras—(*contd*).				village or town or any specified part thereof to be a township if it is an industrial, labour or institutional colony or a health resort, and shall constitute a Township Committee for the administration of the Township.
	Maharashtra	..	..	Although there is no provision for representation of urban local bodies on any of the rural local bodies in the State, the former can have joint meetings with Zila Parishads & *vice-versa* for discussing matters relating to coordination of works and development schemes or for undertaking works for measures on the basis of joint responsibility. They can also appoint joint committees out of their respective bodies for any purpose or purposes in which they are jointly interested.
10.	Mysore	..	..	..
11.	Orissa	Chairmen of municipalities and notified area councils with a population not exceeding twenty thousand.	Chairmen of each of the municipalities and notified area councils with a population of more than twenty thousand.	..
12.	Punjab	..	..	Notified areas are constituted under the Punjab Municipal Act, 1911. Their definition is the same as in the case of Madhya

			Pradesh. Representation not favoured by the Legislature. Coordination of the plans for the rural areas and the urban areas can be brought about through the formation of the district plans.
13. Rajasthan	..	..	..
14. Uttar Pradesh	Chairmen of town area and notified area committees.	Presidents of municipal boards.	..
15. West Bengal	..	..	It is not contemplated at this stage to give representation to town areas in panchayat samitis and zila parishads because the needs and problems of town areas are quite distinct and should be tackled in a different manner from rural areas which come within legitimate jurisdiction of panchayat samitis and zila parishads. Such representation may also give rise to conflicting claims for funds between urban and rural areas and bring discord in these bodies.
16. Delhi	..	Local municipal councillors/ the Zonal officer of the corporation shall be special invitee.	..
17. Himachal Pradesh	..	One member returned by each municipal committee and notified area committee of the Tahsil.	..
18. Tripura and Manipur . ..	..	..	
19. Andaman & Nicobar Islands ..	..	..	

STATEMENT X (*contd.*)

PROVISIONS CONTAINED IN PANCHAYATI RAJ LEGISLATION FOR JOINT COMMITTEES

Andhra Pradesh

Maintenance of common water works and other institutions

(1) Notwithstanding anything in the relevant law for the time being in force in the State relating to panchayats and town committees and subject to the provisions of this Act and the rules made thereunder, two or more panchayats may:

(i) construct and maintain water works for supply of water for washing and bathing purposes and of protected water for drinking purposes from a common source; and

(ii) entrust to a panchayat samiti with its consent and on such terms as may be agreed upon, the management of any institution or the execution or maintenance of any work.

(2) Subject to the provisions of this Act and the rules made thereunder, two or more panchayat samitis may establish and maintain common dispensaries, child welfare centres and institutions of such other kind, as may be prescribed.

Bihar

Gram Panchayats may combine to maintain Unani, Ayurvedic, Allopathic or Homoeopathic dispensaries.—For the purpose of medical relief and first aid, two or more gram panchayats may combine and establish and maintain an ayurvedic, unani, allopathic or homoeopathic dispensary.

Joint Committee.—Subject to such rules as may be prescribed, two or more gram panchayats may combine by means of a written instrument duly subscribed by them to appoint a Joint Committee consisting of such representatives as may be appointed by the gram panchayats, for the purpose of transacting any business or carrying out any work in which they are jointly interested and may:

(a) delegate to such Committee power, with such conditions as the gram panchayats may think proper to impose to gram schemes binding on each such gram panchayat

as to the construction and future maintenance of any joint work and the power which may be exercised by any such panchayat in relation to such scheme; and

(b) frame or modify rules regarding the constitution of such Committee and the term of office of members thereof and the method of conducting proceedings and correspondence thereof.

2. If any difference of opinion arises between the gram panchayats acting under this section, it shall be referred to the prescribed authority whose decision thereon shall be final.

Gujarat

Joint Committees of two or more local bodies

(1) A panchayat may, from time to time, concur with any other panchayat or with any local body or with more than one such local body:

(a) in appointing out of their respective bodies a joint committee for any purpose in which they are jointly interested and in appointing a chairman of such committee;

(b) in delegating to any such committee power to frame terms binding on each such body as to the construction and future maintenance of any joint work and any power which might be exercised by either or any of such bodies; and

(c) in framing and modifying rules for regulating the proceedings of any such committee and the conduct of correspondence, relating to the purpose for which the committee is appointed.

(2) A panchayat may, subject to the sanction of the State Government, from time to time, enter into an agreement with any other panchayat, local body or with a combination of any such bodies, for the levy of octroi duty whereby the octroi duties respectively leviable by the bodies so contracting may be levied together instead of separately within the limits of the area subject to the control of the said bodies.

(3) Where a panchayat has requested the concurrence of any other local body under the provisions of sub-section (1) or (2) in respect of any matter and such other local body has refused to concur, the State Government may pass such orders as it may deem fit requiring the concurrence of such other local body (not being a cantonment authority) in the matter aforesaid, and such other local body shall comply with such orders.

(4) If any difference of opinion arises between local bodies acting under this section, the decision thereon of the State Government or of such officer as it appoints in this behalf, shall be final:

Provided that, where one of the local bodies is a cantonment authority, the decision of the State Government, or of the officer, shall be subject to the concurrence of the Central Government.

Madhya Pradesh

Joint Committees of two or more local bodies

(1) A gram panchayat may, from time to time, join with any other gram panchayat, janapada panchayat, zila panchayat or any other local authority or with more than one such authorities:

(a) in appointing out of their respective bodies a joint committee for any purpose in which they are jointly interested and in appointing a Chairman of such Committee;

(b) in delegating to any such joint committee power to frame terms binding on each such body as to the construction and future maintenance of any joint work and any power which might be exercised by either or any of such bodies; and

(c) in framing and modifying rules for regulating the proceedings of any such committee and the conduct of correspondence relating to the purpose for which the committee is appointed.

(2) If any dispute arises between local authorities acting under this section, the decision thereon of the State Government, or of such officer as it may authorise in this behalf, shall be final:

Provided that, where one of the local authorities is a cantonment authority, the decision of the State Government or of the officer, shall be subject to the concurrence of the Central Government.

Madras

Appointment of Joint Committees

(1) A panchayat may, and if so required by the Inspector shall, join with one, or more than one, other local authority in constituting a joint committee for any purpose for which they are jointly responsible.

(2) The constitution, powers and procedure of a joint committee and the method of settling differences of opinion arising in connexion with the committee between the local authorities concerned shall be in accordance with such rules as may be prescribed.

Maharashtra

Joint Committees of two or more zila parishads

(1) A zila parishad may, from time to time, concur with any other zila parishad or with any municipal corporation, municipality, cantonment authority or notified area committee:

(a) in appointing out of their respective bodies a joint committee for any purpose in which they are jointly interested and in appointing a Chairman of such Committee; and

(b) in delegating to any such committee power to frame terms binding on each such body as to the construction and future maintenance of any joint work and any power which might be exercised by either or any of such bodies; and

(c) in framing and modifying rules for regulating the proceedings of any such committee and the conduct of correspondence, relating to the purpose for which the Committee is appointed.

(2) A zila parishad may, from time to time, enter into an agreement with any other zila parishad or with a municipal corporation, municipality, cantonment authority or notified area committee or with a combination of any such bodies, for the levy of tax falling under entry 56, in List II in the Seventh Schedule to the Constitution of India whereby the tax leviable by the bodies so contracting may be levied together instead of separately within the limits of the area subject to the control of the said bodies.

(3) Where a zila parishad has requested the concurrence of any other local authority under the provisions of sub-section (1) or (2) in respect of any matter and such other local authority has refused to concur, the Commissioner may pass such orders as he may deem fit requiring the concurrence of such other local authority (not being a cantonment authority) in the matter aforesaid and such other local authority shall comply with such orders.

(4) If any difference of opinion arises between local bodies acting under this section, the decision thereupon of the State Government, or of such officer as it appoints in this behalf, shall be final:

Provided that, where one of the local bodies is a cantonment authority, the decision of the State Government or of the officer, shall be subject to the concurrence of the Central Government.

Joint Meeting of two or more local authorities

(1) It shall be competent for a zila parishad, a municipal corporation, a municipality, a cantonment authority or a notified area committee, notwithstanding anything contained in any law for the time being in force constituting or establishing such zila parishad., municipal corporation, municipality, cantonment authority or notified area committee, to propose to anyone or more than one such other local authority or authorities that a joint meeting of one or more of such local authority or authorities be held for discussing matters in relation to:

(a) coordination of works and development schemes of any two or more such local authorities; or

(b) works or measures to be undertaken on the basis of joint responsibility of any two or more such local authorities..

(2) Where any local authority has made a proposal for a joint meeting under sub-section (1) and the other local authority or authorities has or have not accepted the proposal, the Commissioner may pass such orders as he may deem fit requiring the concurrence of such other authority or authorities, not being the cantonment authority in the matter of aforesaid, and such local authority or authorities shall comply with such orders.

(3) If the proposal made by a local authority under sub-section (1) has been accepted by the other local authority or authorities a joint meeting thereof shall be held in such manner as may be prescribed by the State Government.

(4) The procedure at the joint meeting shall be such as may be prescribed by the State Government.

(5) The expenses connected with the joint meeting shall be borne in such proportion as may be agreed upon by the local authorities concerned and in the absence of the agreement as may be directed by the Commissioner.

(6) If any difference of opinion arises between local authorities (other than cantonment authority) acting under this section, the decision thereupon of the Commissioner shall be final.

(7) If any difference of opinion arises between any local authority and a cantonment authority acting under this section, the question shall be decided by the State Government with the concurrence of the Central Government.

Mysore

Joint levy of octroi by more than one local body.—A town panchayat may, from time to time, enter subject to the sanction of the Government, into an agreement with any other town panchayat, or with any municipal council, cantonment authority or committee appointed for a town area or with a combination of any such bodies, for the levy of octroi whereby the octroi respectively leviable by the bodies so contracting may be levied together instead of separately within the limits of the area subject to the control of the said bodies:

Provided that, where one of the local bodies is a cantonment authority, the decision of the Government shall be subject to the concurrence of the Central Government.

Orissa

Execution of work by two or more Samitis jointly

(1) Whenever it appears that it will be for the common good for two or more samitis undertaking any work jointly the said samitis may, at the instance of the parishad or of their own accord subject to the previous sanction of the Government, execute such work jointly.

(2) When any such work is taken up jointly the concerned samitis shall, with the approval of the parishad, select one person from amongst their executive authorities, who shall be kept in charge of the execution of the work.

(3) The parishad shall, for the purpose of such execution, determine the amount which shall be contributed by each of the concerned samitis.

Punjab

Joint works and undertakings.—A panchayat samiti may contribute towards any work, measure, institution or service, from which the area under the jurisdiction of the panchayat samiti benefits although such work, institution or service is undertaken or maintained outside such area, such sums as may appear to the panchayat samiti reasonable having regard to the extent of benefits derived therefrom.

Uttar Pradesh

Power of Kshettra Samiti or Zilla Parishad to cooperate with

other authorities and to assist institutions not managed by it

A kshettra samiti or a zila parishad may, subject to any rules made in this behalf:

(a) unite with any other kshettra samiti or zila parishad, as the case may be, or other local authority in works or undertakings which benefit all the areas controlled by it and such authority; and

(b) contribute to any work or institution from which the khand or the district, as the case may be, benefits, although such work or institution is undertaken or maintained outside the khand or the district or is included in any nagar mahapalika, municipality, cantonment, notified area or town area.